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DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D.C. 20523

PROJECT PAPER

Proposal and Recommendations
For the Review of the
Development Loan Committee

PAKISTAN - PRIMARY EDUCATION

AID-DLC/P-2266

UNCLASSIFIED

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

UNCLASSIFIED

AID-DLC/P-2266

September 20, 1977

MEMORANDUM FOR THE DEVELOPMENT LOAN COMMITTEE

SUBJECT: Pakistan - Primary Education

Attached for your review are recommendations for authorization of a loan to the Government of Pakistan (the "Cooperating Country") in an amount not to exceed Seven Million United States Dollars (\$7,000,000) (the "Authorized Amount") to help in financing certain foreign exchange and local currency costs of goods and services required for the Project.

This loan is scheduled for consideration by the Development Loan Staff Committee on Tuesday, September 27, 1977, at 2:30 p.m., in Room 5951 New State. If you are a voting member, a poll sheet has been enclosed for your response.

Development Loan Committee
Office of Development Program
Review and Evaluation

Attachments:

Summary and Recommendations
Project Analyses
Annexes A - L

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PAKISTAN PRIMARY EDUCATION
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3. COUNTRY/ENTITY PAKISTAN		4. DOCUMENT REVISION NUMBER <div style="border: 1px solid black; display: inline-block; padding: 2px;">NE1</div>		
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8. ESTIMATED FY OF PROJECT COMPLETION FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">8 0</div>		9. ESTIMATED DATE OF OBLIGATION A. INITIAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">7 7</div> B. QUARTER <div style="border: 1px solid black; display: inline-block; padding: 2px;">4</div> C. FINAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">7 8</div> (Enter 1, 2, 3, or 4)		

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$) -Rs. 9.90)						
A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
10 APPROPRIATED TOTAL		7,000	7,000	500	7,000	7,500
(GRANT)	()	()	()	(500)	()	(500)
(LOAN)	()	(7,000)	(7,000)	()	(7,000)	(7,000)
OTHER 1.						
U.S. 2.						
HOST COUNTRY		616.8	616.8		3,199	3,199
OTHER DONOR(S)						
TOTALS		7,616.8	7,616.8	500	10,199	10,699

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>77</u>		H. 2ND FY <u>78</u>		K. 3RD FY	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) E.H	600	636	636	-	7,000	500	-		
(2)									
(3)									
(4)									
TOTALS					7,000	500	-		

A. APPROPRIATION	N. 4TH FY		Q. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)					500	7,000	<div style="border: 1px solid black; display: inline-block; padding: 5px;"> MM YY 1 1 7 8 </div>
(2)							
(3)							
(4)							
TOTALS					500	7,000	

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

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1 = NO
2 = YES

14. ORIGINATING OFFICE CLEARANCE SIGNATURE <i>Harold Freeman</i> Harold Freeman		15. DATE DOCUMENT RECEIVED IN AID/W. OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION <div style="border: 1px solid black; display: inline-block; padding: 2px;"> MM DD YY </div>
TITLE Assistant Director Education & Public Services USAID/Islamabad, Pakistan	DATE SIGNED <div style="border: 1px solid black; display: inline-block; padding: 2px;"> MM DD YY 0 9 0 1 7 7 </div>	

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PART I

SUMMARY AND RECOMMENDATIONS

A. Face Sheet Data

(See preceding page)

B. Recommendations

Approval of the following:

- AID Loan \$7,000,000

(Terms: 40 years; 10 years grace.
2 % during grace, 3% thereafter)

- AID Grant \$500,000

- A 612(b) determination is requested to permit dollars to be used to finance a portion of the local costs of the project. Justification is given in Islamabad 2748 dated March 2, 1977.

C. Summary Description

Education has assumed a higher investment priority than in the past. The 1972 National Education Policy of the government established the objectives, and the draft Fifth Plan (1977-83) has described the financial commitment to achieve them. The Plan sets as targets in primary education for 1982-83 an increase in the enrollment of boys from 70% to 90% and of girls from 30% to 50% with a concomitant increase in financial allocation to all education of 2.8% of GNF (up from the present 1.8%), including a proposed fourfold increase in development budget allocations to primary education. Only an effort of this magnitude will enable the Government of Pakistan to reach these ambitious targets. To accomplish this on the domestic revenue side will either require a reallocation of financial resources from other sectors or new schemes for revenue generation, possibly through local, self-help measures.

The Government of Pakistan recognizes that even with a much greater fiscal effort it cannot meet the Plan's quantitative targets unless attention is also given to overcoming quality/efficiency problems,

such as the high dropout rate (over 50% between Grades 1-5) and the inability to attract female teachers to rural areas.

AID's proposed assistance strategy to primary education is designed to encourage both greater fiscal effort and a more effective system.

We are proposing an initial loan of US \$ 7 million which will focus on quality and efficiency in primary education by supporting teacher training programs, making available improved instructional materials, strengthening planning and management capabilities and improving physical facilities in rural schools for pupils and, where necessary, for teachers. Each participating province as a minimum will equal its previous year's combined development and recurrent budget for primary education, taking inflation into account, and additionally increase its budget to match our assistance.

In the long run, we envisage follow-on loans over the five to six years subsequent to completion of this project amounting to US \$100 million. (This would be roughly 10% of the anticipated annual GOP budget for this period.) This amount will be programmed similarly to the first loan to encourage the Government of Pakistan to maintain its increased fiscal effort and to take other necessary measures; i. e., policy and organizational changes, needed to increase the coverage and effectiveness of primary education. Accordingly, as a basis for loan assistance beyond FY 1977, our first assistance effort will include the financing of studies, experimentation and US \$ 500,000 in grant technical assistance to enable the federal and provincial governments to develop long term development plans for quantitative expansion and qualitative improvements to the system.

D. Summary Findings

After a thorough analysis of the technical, financial and economic factors relating to this project it is concluded that the project is technically sound and that cost estimates are reasonable and firm. A social analysis has been done which indicates that the project is socially feasible.

This project meets all applicable statutory criteria (see Annex G). The AID Mission Director has certified that Pakistan has the capability to effectively maintain and utilize the project.

E. Project Issues

The AID Project Review Paper approval cable is attached as Annex A. Issues raised in the cable have been addressed in this PP, particularly in parts II and III. A negative determination was made on November 22, 1976 for an environmental assessment. No substantive issues remain.

F. Project Committees

1. AID Mission Committee Members

Offices

Harold Freeman	(Chairperson)	Education and Public Services
John A. Tennant	(Deputy Chairperson)	Capital Development and Engineering
Musharraf Ali		Education and Public Services
Gerald H. Zarr		Regional Legal Office
Arthur S. Lezin		Program
Steven W. Sinding		Population and Health Division
William G. McMoil		Controller
Robin Raphael		Division of Economic Analysis

2. Government of Pakistan Committee Members

Mr. Masud Mufti	(Chairperson)	Economic Affairs Division
Joint Secretary		Islamabad
Mrs. F. M. Siddiqui		Planning Division Islamabad
Chief, Education Section		
Mr. Tahir Hussain		Ministry of Education(Planning Wing) Islamabad
Joint Secretary		
Mr. A. H. Qureshi		Finance Division Islamabad
Deputy Secretary		
Mr. S. M. A. Naqvi		Economic Affairs Division
Deputy Secretary		Islamabad
Chief, Health and Education		Planning & Development
		Department Government of NWFP, Peshawar
Deputy Secretary		Education Department
		Government of NWFP
		Peshawar

Mr. Changez Khan Aliani
Additional Secretary

Deputy Secretary

Mr. Ishrat Hussain
Additional Secretary

Deputy Secretary
(Academic)

Deputy Secretary

Mr. Abdul Lateef
Chief, Education & Industry
Sectors

Planning & Development
Department Government
of Baluchistan Quetta
Education Department
Government of Baluchistan
Quetta

Planning & Development
Department, Government
of Sind, Karachi

Education Department
Government of Sind
Karachi

Education Department
Government of Punjab
Lahore

Government of the Punjab
Lahore

3. AID/W Project Committee Members

Dr. Clayton Seeley
Mr. Paul O'Farrell
Mr. Robert Thompson
Mr. Raymond Roan
Mr. Peter Bloom
Mr. James Sloan
Mr. Robert Wiley

Asia/TR
Asia/PD
Asia/FN
Asia/DP
GC/Asia
Ser/Engr.
Ser/Comm

PART II

PROJECT BACKGROUND AND DETAILED DESCRIPTION

A. Background

The thirty years since Pakistan achieved independence have witnessed a significant change and sizeable expansion of the educational opportunity offered to the country's citizenry. From a restricted enrollment of one million students in 1947 studying to be functionaries in the colonial administration, the system has expanded to an enrollment of seven million students at all levels learning the skills needed for the economic and social development of the country.

The system however at present is far from ideal. A number of studies have been done on the state of primary education in Pakistan and all present essentially the same list of the important problems in the subsector. These are summarized as follows:

- Inadequate coverage of the system.
- A large disparity between the educational opportunity of boys and girls with girls facing a significantly lower opportunity for primary education than boys.
- A large disparity between the educational opportunity of urban and rural children with rural children having a significant lower opportunity.
- A high dropout rate among those who enter the system.
- A very thinly spread management and supervision system.
- A large disparity in the quality of pedagogical experience between urban and rural schools with rural schools generally significantly inferior to the urban schools.

A detailed description of these problems is contained in Annex B.

The fundamental cause of the problems listed above is a historic disinterest in the promotion of primary education (compounded by a high rate of population growth estimated at 3% annually which will yield 24 million children of primary school age by the year 2000). This can be seen in low government budget allocations, a willingness to transfer funds already allocated to primary education to other levels of education

(especially the university level) and to other functions and low parental interest in seeing that their children attend primary school.

The present Government of Pakistan in its draft Fifth Plan (1977-1983) seeks to end this historic disinterest and promote the concept of universal primary education. It argues that while this goal will not be achieved overnight, annual budgets will reflect an increased importance in primary education until the target is reached. This increased government interest in primary education is concomitant with findings of research conducted by the Pakistan Bureau of Educational Planning (BEP) and informal investigations of provincial primary school system administrators which assert that parental attitudes are also changing in support of primary education for their children including their daughters.

The draft Fifth Plan has the following central objectives which are derived from the long term goals of the 1972 National Education Policy:

- The public sector expenditure on education will be increased from 1.8% GDP in 1976-77 to 2.8% in 1982-83. The achievement of this target would involve an increase in development expenditure on education at an average rate of 33% per annum and of recurring expenditure on education at 15% per annum.
- ^aUniver^asity primary education will be the principal goal in the Fifth Plan period with a drastic readjustment of priorities within education in favor of the primary level.
- In all other spheres, the emphasis will be on consolidation and improvement of quality of education to make it more practical and meaningful.

Accordingly, the draft Fifth Plan calls for a significant increase in fiscal effort for all education and a shift of investment priorities to primary education with reductions in the rate of expansion of secondary and higher education. To ensure that the provinces will not transfer funds earmarked for primary to other levels, as they have in the past, a national policy has been established which makes the funds for primary education non-transferable.

As pointed out in the Technical Analysis and Annex B the problem of reforming education in Pakistan is far from being exclusively a quantitative one of providing resources to build more schools. Equally important to increased fiscal effort is the need to reduce the large scale waste of educational resources which results from inefficiency within the

system and the high dropout rate. Therefore, a strategy concerned with fiscal effort alone is inadequate as it makes possible an evasion of the most crucial educational problems -- the structure of the school system as a whole, the wastage and low quality of schooling and the question of equality.

As part of the strategy of increased fiscal effort the Ministry of Education and the Planning Division of the Ministry of Finance have decided that a significant share of the increased resources will be used to effect a qualitative improvement within the network of existing facilities so that enrollment increases result from increased utilization as well as sheer physical expansion of the system into areas not presently served. To do this, activities will concentrate on reorganization and improved administration of schools, improved and expanded pre-service and in-service primary teacher training programs, improved curriculum and teaching materials and alternation and upgrading of existing facilities.

This project has been developed as part of the Government's effort to meet its draft Fifth Plan objectives in primary education. Within the environment of increased resources, this project consists of a set of interventions into the existing provincial primary school systems to effect improvements. While the project requires an increase in overall fiscal effort in primary education, it will not encompass all of the resources flowing to the subsector during the period of the initial loan/grant. Rather, it takes a portion of those resources in conjunction with the \$7 million AID loan and \$500,000 AID grant in order to evaluate and modify existing practices and initiate new ones so that subsequent investments in the expansion of the system are made on the basis of the quality parameters established by this project. It should be noted, however, that the Government of Pakistan will be spending resources outside of this project for ongoing expansion of the system as these investments can not be held up pending the findings of this project nor would the project be manageable if it encompassed all expenditures. Therefore, the initial activities as described in this Project Paper are aimed at improving those features of the system which have the greatest immediate need for resources and appear likely to yield significant benefits from these resources.

B. Detailed Description

The formulation of this project has been guided by three principles. The first has been incorporated as a Condition Precedent to disbursement, the second is reflected in the project's administrative arrangements and the third has determined the project's outputs. The three principles are:

- The Government of Pakistan will make a significantly increased fiscal effort in primary education.
- The project will be implemented within the federal/provincial organizational structure of primary education.
- Project activities will be confined to interventions, studies and experiments which seek to improve the quality of rural schools in the existing system. That is, the project will not finance the construction of schools in areas where no primary educational activity now exists.

A corollary consideration has been to focus as much attention (and effort) on female education as feasible.

1. Fiscal Effort

Because of the historic resource starvation of primary education, this project requires, for AID participation, an increase in the federal and provincial governments' fiscal effort at least equal to the resources provided by A. I. D. This increase must be over and above the level of expenditures on primary education in 1976-77 plus 10% additional for inflation. Expressed in a different way AID is willing to assist the Federal Government and each province improve its rural primary school system by matching every real increase in resources provided by that level of government itself up to the limit of the loan.

2. Federal/Provincial Organizational Structure

In primary education, the organizational structure, the management of resources and the employment of teaching and related personnel are all responsibilities of the four provincial governments. Each province holds on to these

responsibilities tenaciously. The provinces, however, are not alone in primary education. The Federal Government of Pakistan is importantly involved in establishing overall policy, setting curriculum, gathering statistics and carrying out planning and research activities. In addition, the federal level is an important financier of the system through its transfer of federally collected revenues to the provincial budgets.

Because the federal level performs a different set of functions than the provinces and each province is at a different point in the development of its system, this project does not involve any activity which would impose or foster the development of a single nationwide model for primary education. It is supportive of the separation of responsibilities and relies on the decentralized decision making and differing organizational structures for overall project success.

3. Interventions in the Existing Rural School Systems

In the Punjab, the project will support the province's initiative to upgrade existing rural Center Schools to support, supervise and train teachers in primary schools located in close proximity to each Center School. Three hundred Center schools out of a possible 6,000 will participate in the project.

In the Sind, the project will modify seven existing primary teacher training centers located in rural areas to be more complete resource centers for the provision of in-service training to teachers in 350 satellite primary schools. All of the teachers in these satellite schools will be given in-service training and the school facilities will be upgraded.

In the NWFP, Baluchistan and the Federal District, the project will provide additional resources to the existing system of in-service teacher training, upgrade existing rural school facilities, including the addition of living quarters for female teachers, and provide school furniture.

The project will also finance studies on organization and management and special pilot experiments such as low-cost school buildings, village level teacher assistants, parent incentives and adult education. These experiments will be carried out in each of the provinces and will be used to provide

information to the provincial education departments on new pedagogical approaches and reorganization of management.

Implementation of the project will be carefully monitored by an implementation unit at the federal level and in each of the provinces. (See Administrative arrangements, Part IV A, for a full description of these units.) One U.S. technical advisor will be assigned to the federal implementation unit to assist in the research and evaluation activities.

4. Goal:

The goal is universal education of the population, especially in rural areas, in basic skills (i. e. literacy, basic technical skills, family planning, health and nutrition awareness, etc.).

This project contributes to the goal by directing its resources at the education of children who are of primary school age. Other activities some of which receive AID support which also contribute to the goal but are not part of this project are basic health services, agricultural extension, family planning motivation and non-formal adult education.

5. Indicators of Goal Achievement:

The indicator of goal achievement is an increase in literacy from today's estimate of 23% to 31% by 1983. This indicator will be the fundamental measure of the program's achievement and will act as a surrogate measure for increased knowledge of basic technical skills, family planning health and nutrition since a large part of the national effort to transfer knowledge on these subjects requires literacy on the part of the target group; i. e. adult education campaigns in these areas conducted through books, pamphlets, brochures and-especially posters. Expansion of knowledge in basic skills should proceed faster than basic literacy since one literate member of a family can act as an information conduit to the remaining non-literate members of the family. Quantitative indicators to measure achievement in areas other than literacy are not stated in this project because of the absence of a reasonably reliable assessment procedure.

6. Assumption for Goal Achievement

To achieve the above goal, the critical assumption is that a child who completes the five years of primary schooling will remain literate throughout his or her life.

This assumption depends on the further assumption that reading material of interest to the literate primary school graduate is or will be available so that he or she can continue to exercise this new skill. Such material is most likely to be available to males even in the village but the system of purdah and other less severe forms of isolating women make it less clear that appropriate reading material will be available to females. Nevertheless, the Government is aware of this problem and is planning activities, e. g. village "libraries", to complement primary education and adult literacy programs.

7. Higher Level Purpose

The purpose of AID assistance to primary education is to increase coverage and effectiveness of primary schools in rural areas.

The objective is to effect a quantitative change in the enrollment of primary school aged children who live in Pakistan's rural areas. The purpose will be achieved by providing more resources to this activity and directing these resources at improvements in the quality of the primary education being provided in the village.

As a result of this project and subsequent AID assisted projects in primary education, the enrollment of boys is expected to increase from the present 67% to between 80% to 90% of those of primary school age in 1983. The enrollment of girls is expected to increase from the present 30% to between 40% to 50% of those of primary school age in 1983. A greater utilization of facilities is expected with student retention rates increasing from the present 47% to approximately 63% in 1983. Another important indicator is that each primary school graduate will be functionally literate and knowledgeable of the skills expected at that level of education.

The above indicators are expressed as ranges because of the inability to state with certitude the marginal change in enrollment resulting from an additional increment of expenditure. The present level of enrollment was achieved with an average investment of \$20 per student. This level is, however, associated with a dropout rate of nearly 50%. Increases in enrollment must, therefore, result from a reduction in the dropout rate and the addition of children to the system who are more difficult to reach.

Enrollment increases will be increasingly more expensive as enrollment approaches the higher target figures. It is not possible at this time, however, to determine the precise increase in the marginal cost of an additional student. If, unexpectedly, marginal costs remain constant at the historic level, the lower range of the project's purpose could be reached after one year of effort. If marginal costs equal the \$100/pupil estimated in the Fifth Plan, the lower target will require six years to reach if the fiscal effort does not continue to increase above the historic trend. With an increased fiscal effort and greater attention to improved efficiency the upper range of the project's targets are feasible even given the assumption that marginal costs will increase.

3. Assumptions for Achievement of the Higher Level Purpose

The following assumptions are considered critical to the achievement of the purpose :

- a. Parental demand for primary education for their children will continue to grow at least as fast as the system's expansion.
- b. The organizational development studies, pilot experimentations and evaluation of existing programs will yield more cost effective methods than present practices.
- c. The Government of Pakistan, AIC and other donors will continue to support the draft Fifth Plan's priority on primary education.

The goal and purpose as stated above are objectives which have been strongly expressed by both the Federal Government

and each of the Provincial Governments of Pakistan and they essentially paraphrase the draft Fifth Plan. As such they represent the long run targets of the Government at all levels to 1983 and represent the ultimate goal and purpose of the proposed \$100 million in future AID loans to the Government of Pakistan for Primary Education. Their achievement will result from the complete all year contribution of resources by the Government of Pakistan, AID and other donors.

The purpose, outputs and inputs described below relate to the specific objectives of this first two-year AID loan. A new set of targets will be developed for each additional loan envisioned by AID. While this first set of outputs and inputs relate to the higher level purpose it is not possible at this time to assess the amount of achievement of the aggregate measures of purpose resulting from this first loan. This first loan heavily supports innovative concepts which should yield increased enrollments in the areas specifically affected. The more important objective of this first loan, however, is to introduce quality changes which can be spread throughout the system to those areas not directly participating in this loan and to the areas of future expansion of the system. The achievement of the enrollment targets specified in the purpose are expected to depend mainly on the increased fiscal effort accompanying this first loan and the widespread application of the quality improvements developed in this project but financed by follow-on loans.

In order to link this initial project's outputs and inputs to the above longer range purpose and goal, the following project purpose is established:

9. Project Purpose (FY 77 loan/FY78 grant)

Establish quality improvements in each provincial primary education system which can be feasibly replicated throughout the province.

10. End of Project Status (FY 77 loan/FY 78 grant)

The project purpose will be achieved when each of the interventions, studies and experiments have been completed and the responsible provincial staffs have gained an understanding

of the management activities required to sustain the intervention and expand it to those areas not included in this first project. This understanding will be indicated by the incorporation of these activities into long term provincial plans.

A determination as to whether this project has achieved its purpose will be made by an in-depth evaluation prior to any request for additional funding in this area (see Part IV C). A primary indicator will be the effect of the findings of this first loan/grant on long term provincial plans for the future expansion of the educational system.

11. Assumptions for Achieving Project Purpose

The important assumption in this case is that the project will proceed in an orderly manner according to the implementation schedule described below (Part IV, B). This assumption is considered reasonably safe since almost all of the components (activity targets) of each intervention are activities which are regularly done by the provinces. In addition, the government has adequately performed studies and experimentation in the past and has expressed its willingness to continue these efforts (See Technical Analysis Part IIIA).

12. Outputs

Project outputs will be provided at two levels (a) federal and (b) provincial. Although most of the studies and experimentation to be carried out under the project will be province specific in scope, they will be administered at the federal level and are accordingly considered federal level outputs. Outputs at both federal and provincial levels are discussed below:

a. Federal Level Outputs: Studies

(1) Management Study

A comprehensive follow up to the Management Study completed in the Punjab is needed to cover the remaining provinces and to probe deeper into causes of problems and courses of action e.g., changes in policies and in organizational arrangements to be taken to improve the administration of primary education. This would include further analysis of the present systems of information,

financial, personnel and commodity/material management; e.g. flow of funds through the system, accountability for distribution of instructional materials, and for teacher attendance, selection, placement, training and transfer of supervisors, etc.

(2) School Mapping

A survey will be conducted of existing primary facilities in rural areas so as to :

- determine the availability of schools, their physical condition, and their current enrollments for boys and girls.
- determine in which locations there is under-or over-utilization of facilities; and teaching staff and
- determine in which locations expansion and replacement of existing schools would be most appropriate in terms of the goals of the Government of Pakistan.

A necessary component of the mapping study will be to determine the demographic status in rural areas where schools are currently located. This will involve :

- locating populations of the primary age group who are not in school;
- obtaining up-to-date information on girls of this age group who are not (or no longer) enrolled;
- providing other relevant information as to the most effective locations in which to expand existing schools.

(3) Teacher Support

This study will be concerned with the overall support for teachers, including incentives (promotions, training, awards), living conditions, supervisory assistance and provision of useful guides and other teaching aids.

(4) Textbook Review

A review will be conducted of the content and utilization of textbooks, including language of instruction, in relation to the needs of the area.

(5) Parental Subsidies

A study of financial and/or logistical feasibility associated with subsidies to parents in the form of (a) scholarships, (b) free textbooks and writing materials, (c) school uniforms and (d) free school lunches. This analysis will also take into account means for (and costs of) supporting such subsidies; e. g. , community rather than government providing land and labor for new schools, alternative lowcost school construction, use of lower salaried teacher aides, tax mechanism, etc.

(6) School Attendance

Further analysis of the attendance problem will be conducted: (a) differences between parents of children who never attend school and parents whose children attend but drop out after one or two years, (b) the extent of failure and repetition in the system, including the relationship between late entrants, age of entrants and repetition and (c) the relationship of school facilities to attendance.

b. Experimentation

Experiments will be designed during January and February, 1978. Participating in the design will be the federal and provincial implementation units, a U. S. research advisor attached to the federal unit and selected research institutes in Pakistan. The following experiments are anticipated:

(1) Use of female teacher aides

As indicated under the section on residences for female teachers, to the extent that female teachers are available in the schools, enrollment of girls has been found to increase. Provision of housing to attract and hold female teachers from urban areas to the rural schools is expected to be a necessary short run solution to the problem. In the long run, however, the bulk of the female teachers in rural schools must come from the rural areas because urban teachers are alien to the rural people.

Advantages to the selection of teachers from local communities include their greater understanding of the background and needs of the children, their greater acceptability by the community and the likelihood that they will be held more accountable by the community.

This experiment will be designed to select rural females of any age level who have completed at least eight years of school to be assigned as teachers' aides. Generally, they will receive some initial in-service training, work under the guidance of a qualified teacher, although in some cases they may teach alone, and be supported by further training and supervisory assistance.

The provinces already have some girls whose qualifications are less than the certified teachers in the primary schools. However, no specific studies or experiments have been conducted to determine how effective they are, whether special programs need to be developed to improve their effectiveness and the potential for increasing their numbers on a larger scale.

(2) Alternative low cost school construction

School building designs have been developed based on the prevailing conditions in the rural areas of each province -- climate, soil, available materials, customs. It is believed that buildings could be constructed for as little as Rs. 10,000 compared to an average of Rs. 85,000 for the standard building design.

The experiment will test low cost design models in each province to determine costs, durability, acceptance by the community, bureaucratic hurdles and suitability to the needs of the teachers and children. A key question to be addressed will be, "How much of a relationship is there between the quality of the building and increases in school attendance"?

(3) Improved Utilization of Facilities and Staff

To promote greater efficiency and increase attendance, experiments will be designed to consolidate school units; e. g. through co-education at the lower grades, and to revise the school term to enable children to assist their parents during planting and harvesting seasons without missing school.

(4) Village Efforts to Increase School Enrollments

A recently completed study (Family Factors and School Opportunities in Pakistan, Institute of Education and Research University of the Punjab, April, 1977) reports on data provided by the Bureau of Education Planning as well as data collected on a limited scale from eleven villages in the Punjab related to the dropout problem. In both studies a dropout boy or girl was matched with a stay-in-child of the same age and grade.

One of the important conclusions reached was that a more intensive and extensive adult education program should be launched if effective control of the dropout factor is desired. There is a significant relation between the illiteracy of parents and dropouts. Also, parents perceived value of education and retention rate of children in the schools are related factors; the higher the value parents hold for education the higher will be retention. Thus, the increase in the educational level of parents is likely to lower the dropout rate while at the same time improving their knowledge about health, nutrition, sanitation, etc. These findings are consistent with conclusions reached in many other countries. See for example, Women, education, equality, The UNESCO PRESS, 1975.

Based on past experience the key to successful efforts in adult education is the involvement/participation of the community in the determination of what is to be taught or,

more properly what they wish to learn.

In the case of the Punjab, the additional room and extra teacher to be added to 300 center schools in an effort to improve support to over 3000 primary school teachers of the nearby feeder schools will also be used for programs of adult education and community awareness. The nature of these programs will be location specific and determined by the center school teacher and the local community he or she serves.

For the other provinces it is planned to continue the research begun in CY 76 with project development funds which, though promising, had to be abruptly terminated due to the political conditions at that time. Essentially, this entails encouraging selected villages to organize committees (separate for men and women) to discuss learning needs and to develop village action plans for formal education. Programs range from sewing to child care to literacy and may include all ages as well as male and female participants. Assistance is provided by the provincial education authorities through the District Education Officers, usually on the condition that the village make a greater effort to increase the school attendance of their girls of primary school age.

(5) Incentives

One other experiment that needs to be approached very cautiously both for its financial implications and for political reasons is an effort to determine if financial incentives to villagers will increase school attendance, particularly of females. Schemes to be considered are provision of free uniforms, textbooks and writing materials and possibly even free lunches. These may be too costly for a country such as Pakistan. However, given the poverty in the rural areas and the opportunity costs to parents of sending children to school, if the costs of these subsidies can be offset by savings effected elsewhere in the system, and these measures can be shown to increase attendance they may yield a reasonable cost/benefit ratio.

c. Federal Rural Areas

The rural area around Islamabad is under the administration of the Federal Government. As such the federal implementation unit (see below) will be responsible for project activities in this area.

The area has about 116 primary schools and 222 primary teachers. Total enrollment is about 6873 boys and 3415 girls or 10288 students altogether.

The outputs of this project in the Federal Rural Areas are as follows:

- 22 new class rooms at each of 10 schools. About six of the rooms will be constructed at girl's schools.
- 14 residences for women teachers completed and in use.
- two sets of textbooks and two sets of teacher's guides to 100 schools.
- Basic furniture and teaching equipment for 50 school rooms.
- 200 teachers and 20 supervisors with additional in-service training.

A list of the components and their costs each of the above outputs is provided in Annex C.

d. Federal Implementation Unit

A federal implementation unit will be organized to carry out the studies and research discussed above and will also be responsible for the overall monitoring and coordination of the project components implemented at the provincial level. The unit will also be charged with project reviews and evaluation. A complete description of the unit's organization and responsibilities is given in Part IV A.

a. Provincial Level Outputs: Punjab Province

The Punjab Province has the largest population of Pakistan's four provinces, 42.5 million or 58% of the total population. The province has more educational institutions, of all kinds than other provinces; for example, out of 53,000 primary schools in Pakistan, there are 32,000 in the Punjab. The percentage of Punjab's primary school aged children enrolled in school is 50.7. Total enrollment is 3,258,000 of which 2,188,000 are boys and 1,070,000 are girls. Primary schools in the province are administered through a system of 6,000 center schools located throughout the province, each center school having within its jurisdiction approximately five primary (feeder) schools in a radius of 2-4 miles.

Punjab's participation in the Primary Education Project will concentrate on upgrading supervision and in-service teacher training through a redevelopment of the province's Center School system. The center schools of the Punjab are functioning, primary schools which carry certain additional administrative responsibilities with respect to the schools in their areas. At present, center schools perform the following administrative tasks: disburse monthly salaries of teachers, deal with leave cases, collect statistics when required and pass on information/orders/instructions received from the department of education to the local, or 'feeder', schools.

This project will develop a more professional role for 300 center schools by giving them the responsibility and means to conduct the following activities:

- draw in each feeder school teacher for in-service training at the center school for three days per month.
- supervise the feeder schools through regular monthly visits to each feeder school by a center school teacher/ learning coordinator.
- conduct adult education classes in subjects requested by the local population and promote community interest in primary education.

- provide a forum for teacher interaction on professional problems.
- provide a central point for feedback from the local level to the higher levels of the Education Ministry.

The full redevelopment of a center school will be carried out by the placement of a full time center school teacher/learning coordinator at the school who under the guidance of a supervisor will conduct the in-service teacher training of the teachers in the feeder schools, visit each feeder school at least once a month and organize the adult education/parent motivated activities. This individual will not have primary school teaching responsibilities at the center school. In addition at each center school a teachers' meeting room will be constructed for the in-service training, group discussions and adult education parent motivation activities. The meeting room will be equipped with necessary instructional material, furniture and other equipment (see Annex C). At each of the girls' center schools a two-room residential quarter, accomodating female teachers, will be constructed.

The professional supervisors posted at the district education office will visit each center school under his/her supervision atleast once a month and will act as the principal link between the district education office, normal schools, education extension center and the center school learning coordinator. This supervisor will be responsible only for professional assistance to the primary school teachers and will not carry any administrative responsibilities.

In addition, the project will improve the learning environment of the 1800 feeder schools associated with the 300 center schools by providing selected educational materials, such as textbooks, other supplementary reading material, teacher's guides, maps, charts and models and a blackboard.

The project will also provide for a provincial implementation unit which will be responsible for the operations of this and future projects carried out in the Punjab. (See Administrative Arrangements Part IV A).

In addition, the Punjab will be the site of studies and experiments which will be carried out under the supervision of the federal implementation unit. Those studies and experiments are described above in the federal level outputs section.

The outputs of the project in the Punjab will be as follows:

- (1) 300 (of the existing 6,000) center schools fully equipped and performing the full list of responsibilities described above. Approximately one hundred of these center schools will be for girls.
- (2) Thirty trained professional (non-administrative) supervisors to be posted at 30 district education offices, each of whom will cover 10 center schools and 50 feeder schools.
- (3) The placement of instructional material in the 1800 feeder schools attached to the 300 center schools.
- (4) Furniture and equipment placed in 1000 school rooms.
- (5) A functioning provincial implementation unit.

f. Provincial Level Outputs: Sind Province

The Province of Sind has at present a population of 2.24 million of primary school age. Of this 1.32 million are enrolled in schools (352,000 females and 962,000 males), which is 59% of the age group. The dropout rate from class I-V is estimated to be 50%. Considering the fact that a sizeable proportion of the enrolled students are in the urban areas of Karachi and Hyderabad, it is estimated that the enrollment percentage in the rural areas particularly for females is considerably lower.

The school system at the local level is administered and supervised at the district level by the district education officer and the district education supervisor, respectively. In practice both officers are involved in administrative matters at the expense of the professional supervision of the primary schools within their jurisdiction.

There are 16 pre-service and four in-service teacher training institutes providing training to the primary school teachers in the Sind. Of the 40,000 primary school teachers in Sind, 16,000 have received in-service training. There is, however, a need to provide continuous professional support and guidance to those who have received this training as well as to the remaining 24,000 teachers who have yet to be trained.

This project will introduce a reorganization of the existing training/professional supervision arrangements by redeveloping seven rural teacher training institutes into resource centers. Each resource center will service 50 rural primary schools in the following way:

- Provide in-service training to all of the primary school teachers in each of the 50 schools for three days every three months.
- Supply each of the primary schools with instructional materials and teaching aids.
- Provide continuous supervision and guidance to each primary school through regular site visits.
- Act as a central point for teacher feedback on textbooks, curriculum materials and other issues of professional importance.

In this project it is proposed to place fourteen supervisors in the seven designated resource centers to perform professional supervision of the primary school teachers in the affiliated schools. They would draw on the existing resources -- physical facilities and personnel available at the pre-service teacher training institutions -- for the purpose of in-service training of teachers, and make use of the necessary administrative support of the district education offices.

In addition to the development of these resource centers, each of the fifty schools served by each of the seven centers will be improved by the provision of textbooks, educational materials, additional classroom space and teacher residences for female teachers where needed.

The project will also provide for a provincial implementation unit which will be responsible for the operation of this and future projects carried out in the Sind (See Administrative Analysis Part IV A).

In addition the Sind will be the site of studies and experiments which will be carried out under the supervision of the federal implementation unit. These studies and experiments are described in the Federal Level Outputs Section.

The outputs of the project in the Sind Province will be as follows:

- (1) The establishment of seven resource centers fully equipped and performing all of the functions described above. Three of these centers will be for females.
- (2) The placement of instructional materials in each of the 50 primary schools served by each of the seven resource centers (350 schools).
- (3) The addition of one classroom to each of the 50 schools served by each of the seven resource centers (350 schools).
- (4) The provision of residences for female teachers at 30 locations where current facilities are inadequate.
- (5) A functioning provincial implementation unit.

g. Provincial Level Outputs: Baluchistan Province

In Baluchistan the total enrollment at the primary level is 137,600 (113,146 male and 24,454 female), which is about 36% of the age group. Female enrollments is only about 12% of the age group. Considering the fact that a sizeable number of children in school are above the relevant age group (5-9 years), the percentage of the age group enrolled is likely to be even less.

The total number of primary schools in the province is 1909 for males and 423 for females. Out of a total of 5146 teachers in the province, 782 are females of whom 303 are working in Quetta, leaving only 479 female teachers spread over the rest of the province.

The above data indicate that facilities for primary education in the Province are scarce, particularly in the rural areas and especially for females. Schools are scattered thinly depriving most children of access to education.

Owing to paucity of funds the provincial education department is unable to provide facilities, particularly for school buildings and housing for female teachers, which in the case of Baluchistan are essential pre-requisites for expansion of primary education. As a consequence the gap between available facilities and requirements is increasing every year.

Critical funding shortages also exist for in-service teacher training and training of supervisors. Out of 5146 teachers in the province only 1500 have received any in-service training. In addition, because of scarcity of facilities and transportation difficulties, in-service teacher training must be carried out by "mobile institutes" (i. e. the trainers travel as a group to areas where teachers can be locally taught).

Funds from this project will be used in Baluchistan to finance selected elements of the ongoing provincial program in order to carry on a higher level of activity than that planned prior to the development of this project. The project's activities are confined to upgrading the quality of teachers and existing facilities. As in the Punjab and the Sind, the project will provide for a provincial implementation unit, and studies and experiments administered by the federal implementation unit.

The outputs of the project in Baluchistan will be as follows:

- (1) In-service training and provision of teacher guides to 1000 primary school teachers.
- (2) Supervisory training for 470 administrators (district education officers, headmasters, etc.).

(3) Provision of free textbooks to 42,000 primary school students.

(4) Construction of 67 two-room primary school buildings in locations where schools are operating but not properly housed. Fourteen of these schools will be for girls and will include a boundary wall and female teacher's residences.

(5) Placement of furniture and educational equipment in 100 primary schools.

(6) A functioning provincial implementation unit.

b. Provincial Level Outputs: Northwest Frontier Province (NWFP)

Currently the NWFP has 6,000 primary schools and 15,000 teachers. Total enrollment is 752,000 of which 635,000 are boys and 117,000 are girls.

For 1977-78 the NWFP has decided to make a major effort in achieving their targets for universal primary education. Accordingly, they have dramatically increased their development budget from Rs. 19.4 million in 1976-77 to Rs. 57.08 -- almost a three-fold increase.

Provincial officials believe there is a strongly growing demand for primary education and their initial strategy to meet this demand is to expand the school system into villages not now served by any primary school activity. Activities financed under this project, however, will be concentrated, as in Baluchistan, on selected elements of the ongoing provincial program. As in the other provinces, the project will provide for a provincial implementation unit.

The outputs of the project in NWFP will be as follows:

(1) In-service training of 1500 primary school teachers. Approximately one third of these teachers will be female.

(2) Placement of curriculum materials including curriculum guides, textbooks and teachers guides in 3,000 primary schools.

- (3) Construction of two additional classrooms at 150 existing primary schools. An estimated one third of these schools will be female institutions.
- (4) Construction of 10 residences for female teachers. Each of the residences will be designed to serve two to four nearby primary schools.
- (5) Placement of furniture and educational equipment in 500 primary schools. (Additional to the equipping of the 150 new facilities described above.)
- (6) Provincial Implementation Unit.

13. Inputs

A detailed list of inputs and their costs are shown in Annex C. A narrative description of the inputs is contained below:

a. Grant Technical Assistance

The GOP plans to contract one long term advisor and seven short term consultants under the \$500,000 grant requested for this project. One PASA advisor and one short term evaluation consultant will also be arranged under the grant. Present plans call for arranging a host country contract for one long-term advisor. To expedite the provision of short term consultants AID will directly contract for them upon the GOP's request.

(1) Contract Advisor

A research and evaluation advisor will be contracted by the GOP for approximately 20 months to assist the Government of Pakistan's federal and provincial implementation units to (a) design, implement and report on the studies and experimentation carried out during the life of the project (see Outputs Section) and (b) design, implement and report on an evaluation of the effectiveness of the project outputs, i. e. in service teacher training, supervisory support, materials utilization, teacher housing and center school/resource center arrangements, in achieving the end-of-project status. This advisor will report directly to the federal implementation unit and with them will travel extensively to the provinces working with the provincial implementation units and supervising the activities of indigenous research institutions

engaged to conduct the various studies and experiments. The advisor will also serve as a consultant to the external evaluation committee charged with the in-depth project evaluations (see Evaluation Arrangements)

(2) PASA Advisor

An educational administration and planning advisor will be recruited for a two year tour under a PASA with the U. S. Office of Education to assist the Government of Pakistan carry out the following functions.

- Analyze from an administrative standpoint current policies and practices regarding the selection, training, placement, functions transfers, incentives and accountability of supervisors, headmasters and teachers, taking into account socio-cultural, political and bureaucratic constraints, with a view toward recommending feasible modifications.
- Based on the results of the studies, experimentation evaluation of project outputs and the analysis listed above, assist in the preparation of long term provincial development plans, including the determination of policy and structural changes to be required as conditions precedent for further USAID loan assistance.
- Assist in the determination of the scope of work of short term consultants.
- In the course of carrying out the above functions, provide "on-the-job" training directly to the staffs of the federal and provincial implementation units and indirectly to the staffs of the provincial education departments.

(3) Short Term Consultants

Provision is made for contracting with seven short term consultants over the life of the project for a period of approximately eight weeks each. Fields to be covered correspond mainly to the specific activities to be conducted under project outputs but may include other educational aspect related to the

overall development of the primary education system. While exact areas for these services will be determined jointly by the federal implementation unit and the PASA Advisor after the project has been initiated, they are likely to cover management information system, financial management, school mapping, facilities design, curriculum and instructional materials, in-service teacher training and supervision, and diagnostic and achievement testing.

(4) Evaluation Consultant

A U.S. consultant will be selected to participate in in-depth evaluations of the project to be conducted in November/December 1978 and again in May/June 1979.

(5) Long Term Degree Training

While no long term degree training will be provided under this project, it is anticipated that at least four persons will be sent under the AID Mission's Development Training Project for Master's degrees in educational planning and that they will return to assist the provincial education departments in their planning for the development of the primary education system.

(6) Short Term Training

Two study tours will be conducted during the first six months of this project to enable key federal and provincial officials to observe latest developments in primary education in nearby LDCs. In one case (Afghanistan) they will observe how the process of curriculum and textbook development and revision is conducted and how the problems of the printing and distribution of instructional materials are successfully handled.

The other study visit to Indonesia and the Philippines will provide an opportunity to observe a very promising

experiment with alternatives to the regular primary school program. Project purpose in these countries is developing a learning system whose components include self instructional learning modules, peer teaching, community involvement and use of one qualified teacher per 200 children. Results thus far indicate the potential for increased access to education at lower costs and with no loss in quality.

	<u>Cost</u> (In \$1000)
b. <u>Provincial Inputs: Punjab</u>	
(1) Cost of setting up and operating 200 center school complexes (male)	<u>2,240.8</u>
(a) Construction and equipment in center schools	<u>905.7</u>
(b) Training and placement of center school teachers	<u>16.7</u>
(c) Operating costs for one year	<u>1318.5</u>
(2) Cost of setting up and operating 100 center school complexes (female)	<u>1,857.8</u>
(a) Construction and equipment in center schools	<u>452.9</u>
(b) Training and placement of center school teachers	<u>8.3</u>
(c) Residences for center school teachers	<u>737.4</u>
(d) Operating costs for one year	<u>659.2</u>
(3) Costs of training and placement of twenty supervisors (male)	<u>97.6</u>
(a) Training and placement	<u>22.3</u>
(b) Costs of one year's service	<u>75.3</u>

(4) Costs of training and placement of ten supervisors (female)		<u>103.8</u>
(a) Training and placement	<u>51.5</u>	
(b) Costs of one year to service	<u>52.3</u>	
(5) Costs of instructional material in 1500 feeder and 300 center schools		<u>27.3</u>
(6) Cost of furnishing 1000 feeder schools		<u>505.1</u>
(7) Costs of provincial implementation unit		<u>98.4</u>
(8) Study and Experimentation		<u>249.0</u>
	Total cost:	5,179.8
	AID Contribution:	3,535.3
	GOP Contribution:	1,644.5

c. Provincial Inputs: Sind

(1) Cost of setting up four resource center complexes (male)		<u>794.4</u>
Cost of setting up one resource center complex (male)	<u>198.6</u>	
(a) Construction and equipment in resource center	<u>5.1</u>	
(b) Training and placement of resource center supervisors	<u>.6</u>	
(c) Provision of transport for supervisor	<u>1.0</u>	
(d) Construction and Equipment of primary schools affiliated with resource center (50 resource centers)	<u>191.9</u>	

(2) Costs of setting up three resource center complexes (female) 757.3

Cost of setting up one resource center complex (female) 255.8

(a) Construction and equipment in resource center 5.1

(b) Training and placement of resource center supervisor .6

(c) Provision of Transport for supervisor 7.7

(d) Construction and equipment of primary schools affiliated with resource center (50/resource centers) 191.9

(e) Construction of female teacher 50.5 residences (10/resource centers).

(3) Operating costs of four functioning resource center complexes for one year (male) 164.1

Costs per one resource center complex including salaries, TA/DA, transportation and contingencies 41.0

(a) Resource center supervisor 3.1

(b) Primary school teachers 37.8

(c) Contingencies .2

(4) Operating costs of three functioning resource center complexes for one year (female) 133.2

Costs per one resource center complex including salaries, TA/DA, transportation and contingencies 45.4

(a) Resource Center Supervisor	<u>3.9</u>
(b) Primary School Teachers	<u>41.2</u>
(c) Contingencies	<u>.2</u>
(5) Costs of implementation unit	<u>73.2</u>
(6) Costs of Research and Experimentation	<u>158.4</u>
Total costs:	2,093.6
AID contribution	1,818.2
GOP contribution	275.4

See annex C for detailed cost estimates.

Provincial Inputs: NWFP

(1) In-service training of 1500 primary school teachers including salary (cost/teacher = <u>\$95.30</u>)	<u>142.9</u>
(2) Placement of educational material in 3000 schools (cost/school = <u>\$20.20</u>)	<u>60.6</u>
(3) Construction of two additional classrooms at 150 existing schools (cost/school= <u>\$80.80</u>)	<u>1,212.1</u>
(4) Construction of 10 female teachers' residences (cost/residence= <u>\$50.50</u>)	<u>50.5</u>
(5) Costs of furniture for 500 primary schools (cost/school = <u>\$50.5</u>)	<u>252.5</u>
(6) Cost of implementation unit	<u>52.8</u>
(7) Cost of research and experimentation	<u>128.8</u>
Total cost:	1,900.2
AID contribution:	1,060.6
GOP contribution:	839.6

See Annex C for detailed cost estimates.

e. Provincial Inputs: Baluchistan

(1) In-service training and provision of teachers guides for 1000 teachers including salary (cost/teacher = \$ <u>42.90</u>)	<u>42.9</u>
(2) Training for 470 administrators including salary (cost/administrator = \$ <u>90.85</u>)	<u>42.7</u>
(3) Provision of textbooks to 42,000 students (cost/student = \$ <u>1.01</u>)	<u>42.4</u>
(4) Construction of 2-room school at 53 male schools (cost/school = \$ <u>54.50</u>)	<u>289.1</u>
(5) Construction of 2-room school at 14 female schools including wall and residence (cost/school = \$ <u>10,505</u>)	<u>147.1</u>
(6) Placement of furniture at 100 schools (cost/school = \$ <u>505</u>)	<u>50.5</u>
(7) Costs of implementation unit	<u>25.2</u>
(8) Costs of research and experimentation	<u>11.3</u>
Total cost:	651.2
AID contribution:	353.5
GOP contribution:	297.7

See Annex C for detailed cost estimates.

f. Federal Level Inputs

(1) Construction of 2 classrooms in 10 schools	<u>30.8</u>
(2) Construction of residence for 14 female teachers	<u>70.7</u>
(3) Provision of instructional material to 100 schools	<u>2.0</u>

(4) Provision of furniture to 50 schools	<u>25.3</u>
(5) In service training	<u>9.8</u>
(6) Implementation unit	<u>137.0</u>
(7) Studies and Experimentation	<u>48.5</u>
Total cost:	374.1
AID contribution:	232.3
GOP contribution:	141.8

14. Other Donor Assistance

UNDP/UNESCO

Proposed Budget for Assistance for the four year period
1977-1981 totals U.S. \$7,009,400 and is broken down as follows:

a. Integrated Assistance:

(1) NWFP	\$805,200
(2) Sind	917,200
(3) Punjab	800,000
(4) Baluchistan	150,000
(5) Azad Kashmir	75,000
(6) Federally Administered Areas	<u>50,000</u>
Sub-total	\$2,797,400

b. Federal Bureau of Educational Planning & Management

(1) Project Administration	\$296,800
(2) Assistance for the Reform of Educational Administration in the Provinces	191,000
(3) National Institute of Psychology	106,400
(4) National Education Equipment Center	250,000
(5) Assistance to BEP	414,800
(6) Experimental Pilot Project Integrating Education in Rural Development	400,000
(7) People's Open University	<u>551,700</u>
Sub-total:	\$2,210,700

c. Curriculum Wing of the Ministry of Education

(1) Teacher Training	\$561,000
(2) Curriculum Development	413,000
(3) Tests and Measurement	325,400
(4) Agro-Technical Education	228,800
(5) Textbook Design and Production	214,400
Sub-total:	\$2,001,300

IDA (World Bank)

IDA has made two credits for education in Pakistan. In March 1964 a credit of U.S. \$8.5 million was made to finance equipment for six polytechnic institutes, to expand the Agricultural University at Lyallpur and to provide technical assistance. In August 1970 a credit of U. S. \$4 million was made to reconstruct and relocate an engineering college in Karachi.

A Third Education Project has now been approved for U. S. \$15 million which consists of the following components:

a. Basic Education

- (1) the construction and equipping of 3 new teacher training institutes and the reconstruction, or expansion, and equipping of 14 existing teacher training institutes.
- (2) Phase II of an experimental adult education program and a study of supply and demand for female teachers.

b. Agricultural and Rural Education

- (1) The construction or expansion and equipping of 5 existing Agricultural Training Institutes.
- (2) Remodelling and equipping the Sind Agricultural University at Tandojam.
- (3) A study on training needs for irrigation, water management, and irrigated agricultural husbandry and a study on supply and demand for middle level agricultural manpower.

UNICEF

UNICEF has not yet made or negotiated final decisions regarding its assistance to education for its 1977-1981 program (estimated currently at U.S. \$1.8 million for that four year time period) but the general outline of proposed activities are as follows:

- Establishment of Decentralized Resource Center for Inservice Education of Primary Level teachers in rural areas.
- Enhancement of supervisory capacity at the primary level.
- Enhancement of Decentralized Education Planning Capacity.
- Development of an Integrated Primary Level Curriculum for grades I-III in Punjab.
- Pilot Project in the Integration of Education into Rural Areas.
- Enhancement of girls' education in rural areas in Sind and Baluchistan.
- Evaluation of the new primary school curriculum.
- Evaluation of UNICEF-assisted projects.

British Council

Assistance to the People's Open University for their "distance learning" project which uses radio and correspondence to upgrade the content knowledge of primary school teachers already in service. The total cost for advisors, participant training, and commodities for this three year activity is about \$300,000.

SUMMARY

With the exception of the World Bank loan, which is almost exclusively for construction of educational facilities, most of the technical assistance activities described above of the other donors closely relate to our proposed area of assistance -- improvement of primary education. However, this in no way duplicates or conflicts with our program. To the extent that their advisory assistance is performed adequately and in a timely manner we will be able to take advantage of their services to supplement the short term consultant expertise we have built into our project design.

PART III

PROJECT ANALYSES

A. Technical Feasibility

1. Project Strategy:

The project has been developed around the belief that the very large size of the subsector and the historic entrenchment of the organizational procedures makes the problems summarized in the Project Background (Part II A) and discussed in detail in Annex B massive in scale and resistant to fast and "cheap" solutions. Because of the large financial implications of implementing any new idea throughout the system, the Government of Pakistan has resisted in the past and will continue to resist in the future, any ideas which have not been fully studied or clearly demonstrated in limited areas to be cost effective in accomplishing their objectives.

The strategy of this project, therefore, is to conduct, on a limited scale, a number of interventions into the existing system in order to: (1) make a more definitive determination of their appropriateness and (2) to establish the operating procedures necessary for large scale replication of those interventions determined to be cost effective. The interventions, developed and negotiated on a province by province basis taking into account each province's current state of educational development, vary in scope from the rather complex center school approach to be carried out in the Punjab to the fairly simple improvement of facilities, training of teachers and supply of textbooks in Baluchistan. (See Outputs by province). All interventions, however, are designed to effect a qualitative improvement in the existing system. The interventions will also be accompanied by a number of studies and experiments to establish the prefeasibility of reorganization and innovation beyond that envisioned in the provincial interventions described above (See Outputs - Federal level).

The project's strategy is considered feasible because the Government has demonstrated a willingness to conduct studies and experiment with new ideas and then modify existing practices in accordance with their findings.

Pakistan's capability to carry out these studies and experiments was amply demonstrated during calendar years 1976 and 1977 when the Bureau of Educational Planning with the aid of a U. S. A. I. D. financed consultant and drawing upon Pakistani scholars and practitioners from a variety of colleges and research institutes located throughout the country, commissioned over 30 studies and initiated school experiments in 15 villages in selected provinces. Due to the national elections and disturbances that followed, the experiments were never completed, although they will be able to serve as a basis for many of the experiments to be conducted under this loan. More than 20 of the studies were completed and have not only been helpful in providing information for the development of this Project Paper but will also be used as points of departure for more intensive and extensive studies under this loan. Studies of note are (1) Determining Pupil Participation through School Mapping Procedures, (2) Design Considerations for Construction of Rural Primary Schools and (3) School Management in the Punjab.

Perhaps the most noteworthy example of their willingness to act on the finding of studies is the adoption of the new curriculum, related teacher guides, textbooks and teaching kits designed to complement the new curriculum. This new curriculum and the related materials were developed as a result of several years of study with the assistance of UNESCO and UNICEF and it is considered a definite improvement over the previous curriculum. The Ministry of Education is now pursuing a nationwide program to train primary school teachers in its implementation, including the use of textbooks, guides and kits.

2. Activity Targets:

Each intervention will be composed of a number of activity targets - i. e. construction of classrooms, in-service training of teachers, training of supervisors, etc. The feasibility of the interventions themselves therefore must be considered on three grounds: (1) is the particular array and mix of activity targets suitable to accomplish the projects objectives. (2) can the Government of Pakistan carry out the activity targets in a timely manner, and (3) is the project adequately planned and are costs reasonable?

The first aspect of feasibility has been discussed in the Project Description of this PP. It has been concluded that the inputs-outputs-purpose linkages of this project are adequate to achieve the project's purpose. The suitability of the components of the project is one of the elements that is being evaluated in this project.

AID is satisfied that the project can be carried out within the life of the loan. There is adequate "flexibility" built into the implementation plan (Annex F) to allow for unexpected events which may delay certain elements of the project.

Both the Government of Pakistan and the AID Mission collaboratively planned and developed this project over a two year period. Proposed components of the project were examined in detail before inclusion into the project. Several field trips to the provinces were taken by Planning Wing personnel and AID Mission officers to discuss the project while it was being developed. Expatriate consultant expertise was freely used during the planning stages. It is AID's conclusion that the project is technically feasible as planned.

A technical analysis of each of the main activity targets follows immediately below. Additional technical details and detailed estimates of costs are contained in Annex B and C.

a. In-service Teacher Training

The loan component for activities to improve in-service teacher education is an element which is intended to mesh with the improvement of school facilities. Activities within this component are aimed at improving the effectiveness of teachers in their work, increasing their skills in using teaching materials, increasing the involvement of primary school pupils in their own learning, adapting the curriculum to the needs of the immediate environment, and gaining the support of parents and community members for the education of the children through all the primary grades.

The outcomes of such increased teacher effectiveness should include the reduction of wastage, the increased enrollment of girls, and the preparation of the majority of Class V graduates for relevant participation in the economic activities of their communities.

Two types of in-service training are planned. The first is a continuation of the two week training program provided in previous years to be given to teachers who have not yet had the opportunity to receive this training. This program is designed to provide teachers with general orientation for their work as well as specific skill learnings, teaching methodologies, and workshops for the preparation and use of inexpensive, locally-made, materials. Teachers will be helped to focus on specific subjects, and they will learn how to implement the new curriculum within the context of their own pupils and schools. All of the provinces have successfully implemented these programs. For example, last year 16,000 teachers received this training in the Sind while over 51,000 participated in a similar training in the Punjab. By all accounts (federal and provincial education officials, UNESCO and UNICEF advisors and AID Mission staff) these programs do provide an essential orientation to the new curriculum and are a necessary, if not sufficient, condition for improved learning in classroom. Over time it is anticipated that these training programs will be revised and perhaps lengthened. However, without waiting for this evolutionary process to take place our loan strategy is to support this serious effort, evaluate it as the program proceeds and supplement it with the development of programs of continuous in-service training through the pilot efforts in the center schools of the Punjab and the resource centers in the Sind (See Outputs for Punjab and Sind Provinces). This second type of training, while innovative, is built upon existing resources and organizational structures and its timing and implementation are being carefully worked out. For example, a special training program for supervisors and center school teachers is being designed as a pre-requisite for the training these persons will give to the teachers. Thus the province-wide two week training programs will be reinforced by this shorter but more frequent followup training.

b. Continuous In-service Training

The monthly in-service training provided through the center schools in the Punjab and the resource centers in the Sind will differ from the annual or bi-annual two week training programs in that it will be considerably less structured and will emphasize remedial actions based on teaching problems as noted by the teachers themselves, and/or observed by the supervisors. For

example, as supervisors and center school teachers visit the teachers in the feeder schools, observe their teaching and talk to them about their problems, a determination will be made that some or all teachers need strengthening in their content knowledge of mathematics, others may need help in relating the science material in the textbook with the science material in the teaching kits, some teachers may need help in breaking away from the traditional pattern of teachers lecturing and pupils reciting (repeating by rote) and in moving toward eliciting more active participation by the children, still others may have administrative support problems. It will be the task of the supervisors to assess the situation, provide on-the-job assistance where appropriate, e. g. present a demonstration lesson, and to then plan and coordinate short programs for the teachers to be conducted at the center schools and resource centers to address the needs of the teachers, drawing on such provincial resources as the normal schools for content, education extension centers for method, and the district education officers for administration. Supervisors and center school teachers will receive training specifically designed to enable them to carry out the functions described above prior to their assignments.

c. Supervision

In an effort to provide continuous support for teachers, provision is being made for (1) in-service training of headmasters, supervisors and center school teachers, (2) extra rooms in the resource centers of the Sind and center schools of the Punjab for use by supervisors for in-service teacher training, (3) transportation to enable supervisors to visit the teachers at their school sites and (4) a realignment of administrative responsibilities to enable supervisors to spend most of their time on direct, professional assistance to the teachers.

Agreement has been reached with the provincial governments of the Sind and Punjab that supervisors appointed to this project will be relieved of both routine administrative office work and the inspection function connected with visits to schools where they check up on teachers rather than guide and assist them.

Qualified professionals with teaching experience and a Master's degree will be selected for the supervisory positions.

Training will be provided for all project supervisors with special training developed for persons appointed to the new supervisory activities in Sind and Punjab programs. The provincial governments already have experience in developing and conducting these kinds of training programs for supervisory personnel. Also, the Sind Province has just published a Handbook on Supervision to be used in connection with its training programs. Included in this book is a checklist of evaluative criteria to be used by supervisors when visiting the teachers in the primary schools.

d. Construction of Classrooms

Additional classrooms in schools where students are already enrolled will alleviate overcrowding, allow additional students to enter and in many cases remedy the situation of one teacher in a single room attempting to instruct all five classes (or several) at once. Besides providing more student spaces, this will help to reduce the wastage caused by the crowded conditions.

Additional classroom or meeting room space to be used for meetings of teachers, workshops on curriculum, and other in-service education activities is a necessary component of an overall effort to provide more support for teachers. Teachers will be able to meet together for such purposes as in-service education if the proper facilities are made available from a group of reasonably close primary schools; e. g. in the center schools of the Punjab. In such a grouping, an experienced, more mature teacher will provide professional leadership and offer in-service training to the teachers from the other schools. Thus, the construction of an additional single room in an existing school will encourage the greater involvement of primary teachers in their profession, growth and will reduce the sense of isolation teachers now feel.

General plans and specifications along with detailed cost estimates for the construction of classrooms and female teachers residences for one province (Baluchistan) are contained in Annex C. Similar plans are also available for the other provinces which demonstrate that the construction work proposed under this project is feasible and that reasonably firm cost estimates have been done. Construction work will be done by private contractors, as is the general practice in Pakistan, after the work has been advertised in the local press. An engineer in the provincial implementation units will supervise construction. Similar procedures were used in

Pakistan for AID's Flood Rehabilitation Grant (391-4200) and demonstrated to be feasible.

e. Residences for Female Teachers -

Units will be constructed as a combined residence facility adjacent or attached to a primary school where several female teachers will live together and travel daily to their respective schools. Such a residence facilities will be constructed in reasonable proximity to several primary schools for girls or for mixed groups (see Annex C for design and cost details).

Tradition and social custom tend to cause a majority of parents to withhold their daughters from school enrollment. Since a major concern of education authorities in Pakistan is the under-enrollment of girls in primary schools, ways must be found to remedy this condition. To the extent that female teachers are available in the schools, enrollments of girls have been found to increase. In some instances female teachers have taught mixed groups of young children.

While it is considered most desirable that females from rural communities be trained as teachers and then teach in their own or nearby villages while living at home, this has not proved to be a satisfactory solution, since there are too few such women available or prepared to do so. (However, an experimental component of the loan will be the use of teacher aides; i. e. less qualified but available local women who would receive on-the-job training and work under the supervision of qualified teachers..)

3. Environmental Statement

An Initial Environmental Examination (IEE) determined that no significant environmental impacts were likely, and a negative determination was made for an environmental assessment. AID will, however, continue to be sensitive to environmental concerns throughout the life of this project and will take any appropriate corrective action required if evaluations of the project indicate the need.

B. Financial Analysis and Plan

1. Financial Arrangements

Funds for the local costs of this project have been budgeted within the Federal Annual Development Plan and each provincial Annual Development Plan (ADP). The Federal Annual Development Plan Budget provides the local currency generated by the AID loan (Rs. 69.3 million) and additional resources to a level of Rs. 70.58 million. As a precondition to project participation the provinces are required to contribute matching funds totalling Rs. 69.3 million during their FY 77-78, of which Rs. 29.8 million will be used to finance the balance of this project's costs. The remainder (Rs. 39.5 million) will be used to finance other primary education costs. These expenditures will be above FY 76-77 levels plus inflation.

With the exception of the funds required to finance the studies, experiments and activities in the Federal District, all funds budgeted for this project in the Federal ADP will be transferred to the provincial governments as block grants additive to the funds already budgeted in the provincial ADPs. Under present plans, these block grant funds will be turned over to each provincial implementation unit for disbursement for those project activities which were not included in the provincial ADPs. The provincial implementation units will maintain these funds in a personal ledger account with a local bank.

Activities within the project which are included in the provincial ADP (i.e. a portion of the salaries, training and constructions) will be funded from funds budgeted in each provincial ADP. These funds are generally disbursed through a quarterly disbursement mechanism from the Provincial Treasury to the Departments of Education in the provinces. Negotiations are underway between the Federal Government and provinces to permit these funds also to be under the control of the provincial implementation units.

The federal implementation unit will maintain a personal ledger account and disburse funds for all costs of the federal implementation units, the activities within the federal district and the funding of studies and research.

2. Project Costs

The total cost of the project over the two years is \$10.7 million of which the AID loan of \$7 million and grant of \$500,000 would cover 70.1%. (These figures do not include the additional Rs. 39.5 million provincial matching funds described above.) Expenditures from the loan will be made for a period of 24 months in the Punjab and the Sind provinces whereas the activities

in Baluchistan, the NWFP and the federal district are projected to be completed in 12-15 months. The grant will be expended over the full 24 months of the project. Table III B.1 summarizes the projected expenditure pattern of the project. The detailed expenditure pattern of each province is shown in supplementary tables C-VI through C-Xin Annex C.

In the Punjab and the Sind, more than half of the expenditures are expected to be made by the end of the first year reflecting the initial activity to construct and equip facilities and train the supervisory and master teacher personnel. The balance of the expenditures, occurring in the second year, are primarily for the operation of the two different systems - center schools and resource centers - which are being implemented. In the NWFP, Baluchistan and the federal area the training, construction and related activities will occur simultaneously and be completed by the end of the first year.

In each province and at the federal level, the implementation units will function throughout the two years, after starting up which is expected to take four months.

Disbursements from the AID loan will be made through dollar checks to the Ministry of Finance and will be made approximately semi-annually. However, disbursements may be accelerated (or may be delayed) depending on the actual rate of project implementation. Disbursements from the loan will be made at the same approximate rate as the overall pattern of disbursement of the project. Thus AID plans to disburse 20% of its loan at the end of six months if all performance criteria to be achieved according to the detailed implementation plan have in fact been met. Performance indicators which will determine disbursements will be spelled out in project implementation letters. A 55% disbursement is planned at the end of the first year upon certification of the completion of the first year's targets, especially the construction.

The following two releases are expected to be 12.5% each, one after 18 months of the project and the other as the final payment at the end of the two year period.

Table III B-1: Summary of Disbursement Rates - GCP

	<u>6 Months</u>	<u>12 Months</u>	<u>18 Months</u>	<u>24 Months</u>
	Rs.	Rs.	Rs.	Rs.
Total (Ex TA)	20,246,089	55,328,431	12,698,582	12,698,582
Federal Level	4,191,564	(4,394,172)	(269,712)	(269,712)
Punjab	(5,182,816)	(22,378,848)	(10,626,548)	(10,626,548)
Sind	(3,353,870)	(12,533,450)	(1,636,263)	(1,636,263)
Baluchistan	(2,256,300)	(3,967,600)	(55,350)	(55,350)
N.W.F.P.	(5,261,537)	(12,054,361)	(110,736)	(110,736)

Total life of project costs

excluding Technical Assistance: Rs.100,971,632 = \$10.199 million

Summary of Disbursement Rates

AID Loan and Grant

	<u>6 Months</u>	<u>12 Months</u>	<u>18 Months</u>	<u>24 Months</u>
Disbursements from AID loan (\$ million)	20% (1.4)	55% (3.85)	12.5% (.875)	12.5% (.875)
Technical Assistance (\$ thousands)	50	200	200	50

Table III B-2: Fiscal Effort in Primary Education
(Rupees in Millions)

	Actual Expenditure 1976-77	+	10% Increase	+	Provincial Matching	=	Minimum* Requirement 1977-78	Budget 1977-78
PUNJAB								
Development	12.29							26.59
Recurrent	<u>456.55</u>							<u>568.65</u>
	468.84	+	46.88	+	35.0	=	550.72	<u>595.24</u>
SINDH								
Development	14.65							23.00
Recurrent	<u>197.01</u>							<u>250.00</u>
	211.66	+	21.16	+	18.0	=	250.82	<u>273.00</u>
N. W. F. P.								
Development	18.72							57.08
Recurrent	<u>73.74</u>							<u>101.22</u>
	92.46	+	9.24	+	10.5	=	112.20	<u>158.30</u>
BALUCHISTAN								
Development	4.33							3.77
Recurrent	<u>34.41</u>							<u>42.40</u>
	38.74	+	3.87	+	3.5	=	46.11	<u>46.17</u>
FED. AREAS								
Development	16.72							83.70
Recurrent	<u>31.79</u>							<u>31.30</u>
	48.51	+	4.85	+	2.3	=	55.66	<u>120.00</u>
TOTAL								
Development	66.71							199.14
Recurrent	<u>793.50</u>							<u>993.57</u>
	860.21	+	86.00	+	69.30	=	1015.51	<u>1192.71</u>

*/ This is the minimum fiscal requirement for each province to qualify for participation in the AID-assisted project. This effort entitles each province to receive an additional amount from the Federal Government in Rupees equivalent to the dollar loan (see "Provincial Matching" column above for proportionate amount allocated to each province) to be used towards the implementation of AID/Federal/Provincial mutually agreed upon loan project activities.

C. Social Soundness Analysis (Summary)

Pakistan is an extremely poor country, with a population characterized by pervasive poverty. There is significant language diversity: Punjabi is spoken by approximately 60 percent of the population, Sindhi by 13 percent, Pushto by 8 percent and Baluchi by 2 percent. Minor languages include Shina and Burushashi in the Federally Administered Northern areas and Brahui in Baluchistan. Urdu, the official national language is the mother tongue of only 8 percent of the population, but is in common use as lingua franca. It is nonetheless the sign of the alien in many rural places. The language of higher level administration and university education is English. This plurality of languages, and a related local particularism intensify the hierarchical nature of the society. This hierarchical structure exists in the family, where social relations follow clearly defined lines of authority, elder members exercise authority over younger and men are expected to guide and protect women. Sex role learning begins early, with preferential treatment for male over female children. As the male child grows, he gradually increases his association with the male world outside his house compound. Girls become involved early with domestic tasks, exactly apposite to the boys. Experience, and their social contacts and ability to move about become progressively more restricted as they grow older.

Outside the family, the hierarchical structure of social relations and authority is repeated in the joint property group (ghar), the baraderi (brotherhoods), the village and beyond. The hierarchy is reflected in the educational system in several ways.

First, teachers are responsible only to their bureaucratic supervisors, persons outside the bureaucracy are not in their hierarchy. Secondly, there is a sharp distinction and considerable social distance between primary school teachers and their supervisors. Few become supervisors, the latter are mainly recruited from secondary school staff. Ambitious, talented primary school teachers seek to obtain transfers into the higher status of the secondary school.

Thirdly, there is a sharp distinction between elite and common educational experience. The elite, whether urban or rural, political-administrative, business, military or educational send their children to English medium schools. There are two categories of these: i) the private ones in the English "public school" tradition and ii) the government sponsored English-medium schools, access to which is

effectively limited to children of the managerial classes, largely urban.

This structure handicaps the rural, vernacular primary school teachers effectiveness by limiting his ability to influence his superiors and obtain the material and other support he or she needs to do a better job. At the same time it protects the teacher from the pressures the families of pupils would put on him or her, as these could only be effectively applied down through the hierarchy. Local ability to assure effective performance is limited.

This project will begin to get at these problems, not by a probably nonfeasible attempt to change these socially supported structures, but by directly improving the relevant training and status of the primary teacher. His or her communications with those higher in the hierarchy are to be improved.

The spread effects will be felt by all those with whom the teachers and supervisors come into contact with in the community. Above all, they will be felt by the pupils and their parents. A major impact will be enhanced political and cultural socialization to the larger ideals and practices of Pakistan. Many rural schools exist in relative isolation from the larger society, the wider opportunity this project will present to their pupils, their pupils' families, and their staffs, will lower the barriers of language, learning and experience between the village and that larger society. (Annex D analyzes the social impact and spread effects of this project in greater detail and provides a Population Impact Statement.)

D. Economic Analysis

1. Summary

(See Annex E for a more detailed discussion)

Pakistan's resources (including those made available through foreign aid) are limited. Why should they be used for more and better primary education rather than some other purpose?

This question of the economic feasibility of the Primary Education Project can be analyzed on three levels. First, for the economy as a whole, investment in education has to be compared with investments in other sectors. Second, within the education sector, investment in primary education needs to be compared with other levels of education. Third, on the project level, investment in this particular project has to be examined for economic soundness and cost effectiveness. What is needed is reasonable certainty that the expected return will exceed A. I. E. 's minimum expected 15% internal rate of return, and a mechanism to continue to confirm or to deny the expectation, coupled with a way to stop or modify the activities when the evidence turns against the expected returns.

On the first level, the trade-off to be analyzed is between the alternatives of investments in education, other human capital, or physical capital. It is important that literacy and education are considered a basic human need. Therefore the comparison is limited to other ways of providing basic human needs. Although many observers believe that investments in education may be more profitable than alternative investments in most less developed countries, the lack of solid data on the real rates of return for various investments make this difficult to prove in the case of Pakistan. Estimates, based on expected incremental earned income, of the social rate of return to education in Pakistan vary from 5 per cent to over 19 per cent. Private rates of return are generally estimated to be even higher. If the value of benefits other than incremental earned income were included, the returns would be still greater. It is generally agreed that the rate of return on primary education in most developing countries is above A. I. E. 's conventional cutoff of 15 per cent.

Pakistan has invested relatively little in education and literacy in the past compared with other developing countries, and a large portion of its population has only limited or no access to this basic need. Out of the 49 lowest income countries, 35 spent more per capita on education than Pakistan in 1973. During FY 1977 government education expenditures at Rs. 28 per capita (\$2.80) were only 1.8% of GNP or 6.5% of the total budget.

Within the education sector, the meeting of the basic human need for literacy and primary education clearly has priority over other education unless another basic human need is thereby frustrated. Studies show that in most developing countries the rate of return to investments in primary education is greater than for higher levels, a result indicating the market supports the implications of this conclusion. Studies done in Pakistan estimate social rates of return (again on the basis of earned income) to primary education ranging from 13 per cent to over 18 per cent. These primary school rates of return were higher than those for higher levels of education.

The Project involves three basic activities:

1. the expansion of the present system through the construction of additional classrooms in existing schools;
2. improving the quality of the existing system through efforts to upgrade in-service training, supervisory activities, and instructional materials, and;
3. Experimentation with new approaches such as use of teacher aides, and residences for female teachers to help increase the quality, coverage and efficiency of the present system.

The benefits of the first set of activities are immediate, because they will open education to a large part of the target population now excluded from schools by lack of space. The second set of activities is crucial because of the generally acknowledged poor quality of the current system. Inadequate transport, communications and personnel, is a major factor. The increased

effectiveness of better trained and supervised teachers will help to widen the coverage of the schools as well as increase the returns of education to students and their families. The benefits from experimentation, the third activity, are the result of the valuable information the project and its evaluation will yield for designing further activity in primary education or avoiding incorrect investments in the future.

2. Beneficiaries

The benefits of investment in primary education will accrue in large part to AID's target population, the rural poor. This is in sharp contrast to investment in higher level schooling, where a much greater proportion of the benefits will accrue to higher income families. The largest unmet demand for primary education is in the rural areas. Rural dwellers are generally poorer than their urban counterparts, and it is the children of the poorer rural families who are currently not in school. Another major income distribution argument for the priority of primary education is the large portion of the beneficiaries who will be female. Particularly in rural areas, girls' schools are relatively more scarce than boys' schools, so this disadvantaged group will receive a large relative increase in opportunity.

The final beneficiaries of the Project will be primary school age children (ages 5-9 years) in the rural areas of Pakistan and their families. Most of these children will come from families in which the per capita income is less than \$ 100 per year.

The intermediate beneficiaries of the Project are of two types. First, there are those who will be hired for the new jobs created by the Project. The second group of intermediate beneficiaries are the teachers and supervisors already in the primary school system who will receive inservice training that will increase their skills and job satisfaction, and enable them to take on more responsible and higher paying positions.

3. Benefits

The ultimate benefits from this Project are the benefits which flow from better quality primary education provided to an expanded number of children. These benefits may be economic, social, political, or purely personal, or may

involve a combination of these elements. Some may take effect immediately, other become evident only after a long gestation period. The following list is illustrative of the types of benefits expected from the Project:

- a. Gateway Effects
 - b. Increased Productivity
 - c. Increased Efficiency in the Economy As a Whole
 - d. Improved Health Status
 - e. Decreased Fertility
 - i. More Equitable Distribution of Income
 - g. Enhanced Role of Women
 - h. Socio-political Benefits
 - i. Basic Needs
 - j. Increasing the Efficiency of the Present System
4. Need for Assistance and Repayment Capacity

Pakistan is a poor country, with a per capita income in 1970 prices of about \$70, well below the A. L. D. benchmark of \$150. About 36 to 40 per cent of the population is of school age (5-19 years, inclusive) according to the most recent, 1972 census. It is not surprising that existing education facilities are able to accommodate only about 47 per cent of this school age population. Only 41 per cent of the population of ten years or above were literate in 1972, and in rural areas the proportion was only 14 per cent. Females, particularly, were deprived of the basic human need for education and literacy, with less than five per cent of rural females over nine years of age literate.

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While Pakistan is making hard efforts to increase the proportion of its own resources devoted to education and other basic needs (This is described elsewhere in this paper, and in USAID/Pakistan's May 1977 FY 1979 Budget Submission.) it cannot find the means to provide all its people with acceptable minimum standards within the next decade from its own resources. Even with foreign help, the task can only be begun.

Pakistan has a current trade deficit of over \$1.1 billion exchange reserves of only about \$450 million and growing external debt service liabilities. The foreign assistance given Pakistan should be on the softest possible terms. Ideally it should be grant. If that is not possible A. L. D.'s easiest loan terms should be applied.

Pakistan is still receiving debt relief from service and rescheduling agreements signed with the various Aid to Pakistan Consortium members in accordance with a 1974 agreement. Russia, China, and other non consortium creditors gave it debt relief as well. Pakistan's potential for overall growth in production, income and exports is excellent, so that the prospects for repayment of loans on appropriate terms are reasonable.

PART IV
IMPLEMENTATION ARRANGEMENTS

A. Administrative Arrangements: Government of Pakistan

1. Federal Level

The implementing agency at the federal level will be a special implementation unit which will be set up under the Ministry of Education's Planning Wing. Figure IV-1 is an organizational diagram showing the location of the unit within the Ministry of Education. The unit will be responsible for the design and implementation of all studies and experiments under this project and will monitor all other project activities. The staffing for the unit will include a Chief, a deputy for field operations, a deputy for financial management, a deputy for design and construction (architect), a deputy for research, planning and evaluation. Each deputy will have several research officers and support staff. Figure IV-2 shows the proposed staffing plan for the unit.

The key sections of the unit will be the sections concerned with field operations and with research, planning, and evaluation. The research planning and evaluation section will be responsible for developing research proposals, determining the appropriate agencies to carry out the research, and seeing that it is expedited in a proper manner. It will also be concerned with the indepth evaluation of the project and the planning for future projects. The operations section will be primarily concerned with monitoring the implementation of the project elements carried out by the provinces.

The deputy for field operations will regularly travel to the provinces to help ensure that implementation is proceeding on schedule and that the federal unit is advised of any problems in a timely manner. A full-time advisor (see Part II-B, Technical Assistance) will be attached to the research, planning, and evaluation section to assist in these important functions and the AID Mission plans to work closely with the deputy for field operations to monitor the project.

2. Provincial Level

Each of Pakistan's four provinces has a separate department of education which is responsible for the administration of the primary schools in the provinces. Thus, while the Federal Government provides funds for development programs, promulgates policy, and coordinates the education programs for the provinces, actual implementation of the primary education program and financing recurrent expenditures is a provincial responsibility. Figure IV-3 shows the organization of one province's education secretariat as an example.

Each province is divided into several administrative divisions and subdivisions, called districts. There are 12 divisions and 60 districts in Pakistan. At the district level a district education office is directly charged with the administration of the primary schools in the district. The district education officer (DEO) heads the office and is responsible for preparing budget proposals, recruiting teachers, disbursing pay checks, and ensuring that the primary education system functions properly in the district. A diagram of the district level organization for primary education is shown in Figure IV-4. A description of the functions of DECs and their assistants is given in Annex B, Detailed Technical Analysis.

For this project a special implementation unit will be organized in each province. In Punjab it will be established under the Directorate of Public Instruction while in other provinces plans call for establishing the unit under the Secretary of Education. These units will be responsible for ensuring that project outputs are expedited in accordance with approved plans and specifications. The provincial units will also gather and compile data relating to project implementation and will regularly report the status of the project to concerned provincial and federal officials. The proposed position of the unit within the provincial departments of education is shown in Figure IV-3. Staffing for the units will include a project director, deputy director (engineer), research officer, an accountant, junior clerks, a draftsman, and several typists and other support staff. Detailed equipment lists for the units are shown in Annex C.

Figure IV-1 Organizational Location of Federal Implementation Unit

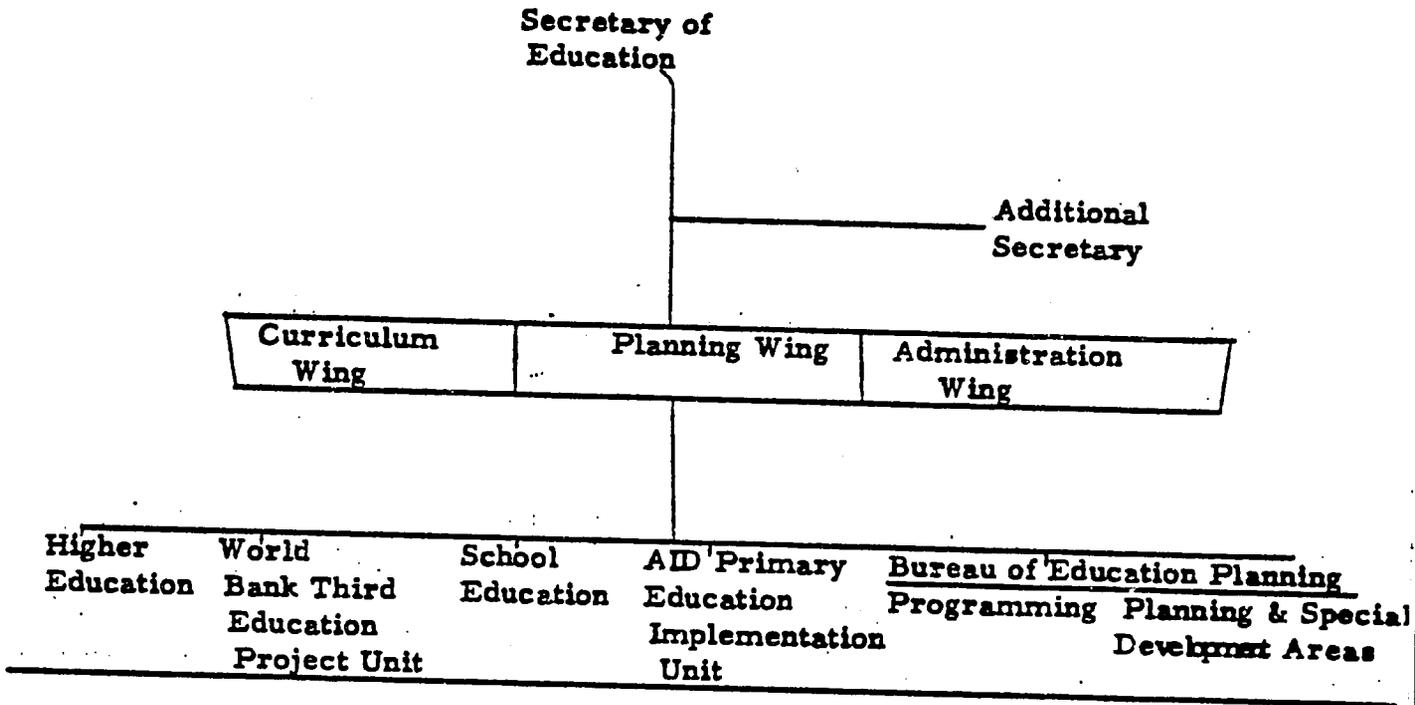


Figure IV-2 Staffing Plan for Federal Implementation Unit

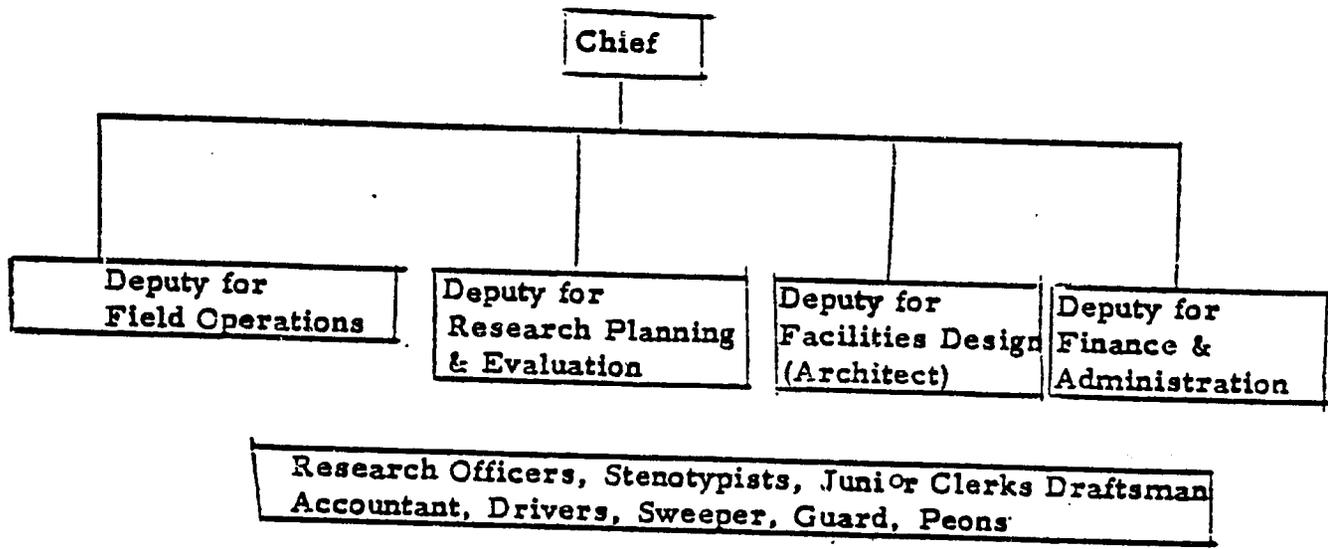
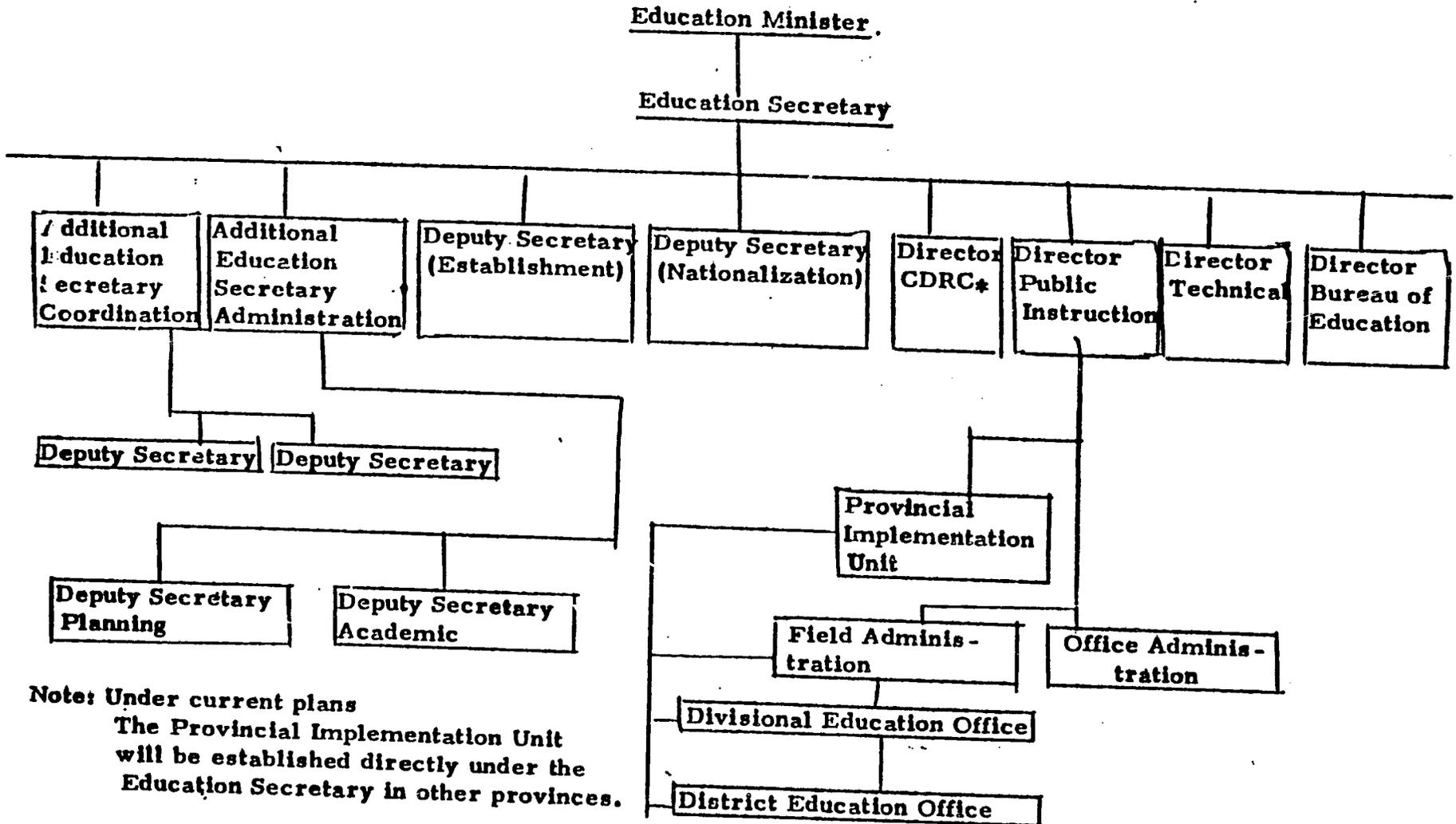


Figure IV-3

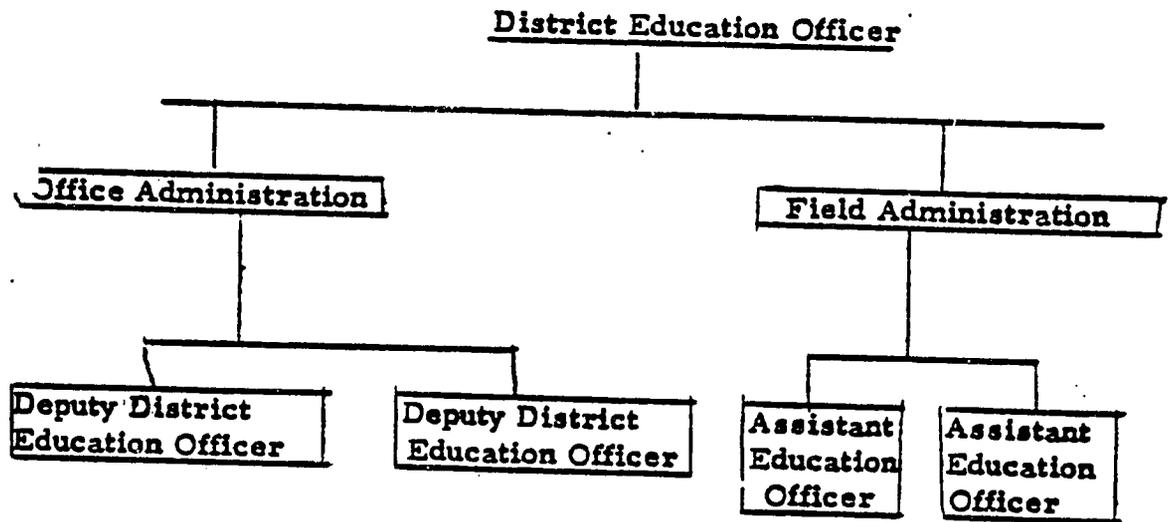
ORGANIZATIONAL CHART OF EDUCATION
DEPARTMENT, PUNJAB



Note: Under current plans
The Provincial Implementation Unit
will be established directly under the
Education Secretary in other provinces.

* Curriculum Development Research Center

Figure IV-4 Organization of District Education Office (Punjab)*



* Offices for other provinces are similarly organized with minor differences

The provincial units will be set up initially to look after only the outputs of this project, i.e. only those items directly financed by the project funds released to the provinces and controlled by the units - the ultimate objective, however, is for the units to oversee all elements of primary education in the provinces. This function has previously not been fulfilled by a separate office and is likely to be necessary for the proper administration of primary education at the local level.

3. GCP Project Committee

A GCP project committee has been designated to oversee all aspects of the Primary Education Project. This committee has worked closely with AID staff during project development and will continue to function during project implementation. During implementation the primary function of the committee will be to periodically review the progress of the project and recommend any necessary actions to the Secretary of Education for improving project performance. Project review meetings will be held quarterly unless more frequent meetings are called for. Representatives from AID will participate in the meetings. The composition of the GCP project committee is given in Part I of this PP.

4. Analysis of GCP Administrative Arrangements

The effectiveness of the federal and provincial implementation units will be carefully evaluated during the life of this project. A key question will be whether the provincial units are able to effectively manage the inputs of this project so that all outputs are in place according to schedule. Under the present decentralized system, province level administrators have very little control over what happens in the field and DECs operate with relative autonomy. The establishment of the provincial implementation units should form an important link in the system between policy/planning and actual implementation and ensure close compliance to project plans and specifications. The unit's heavy emphasis on field monitoring will help identify problem areas before they are critical and enable a timely response to requests from lower administrative levels.

Similarly, the federal implementation unit will provide feedback from the provinces to the Ministry of Education at the federal level where principal policy, planning, coordination, and evaluation functions of the project are located. The GCP project committee will supply the necessary project oversight and will evaluate overall performance and have opportunity for revising procedures as necessary during the quarterly reviews.

5. Analysis of the GCP's Management Capability

A study of the management of primary education was conducted by two professional, senior officials in the Punjab Province specifically for assisting in the development of this project. Some major conclusions of the study were that the procedures required to develop, approve, and finance education programs were overly complicated and that procedural concerns often outweighed educational concerns during the approval and implementation process; that provincial administrators did not have a good feel for the needs of primary education at the village level; that supervision of, and assistance to, primary schools was poor due to inadequate time and resources of the inspection staffs; and that no clear delineation was apparent between supervision and administration responsibilities. Additional reports on management from provincial education planners have indicated that there are jurisdictional problems in some areas of education, and that there are chronic staffing problems and problems in acquiring valid data on the status of primary education at the local level. (Annex B, Supplementary Technical Details, discusses these problems in greater detail.)

Many of the above problems seem to be endemic to developing countries, especially education ministries which are usually highly bureaucratic and conservative.

Several of the elements of this project are designed to alleviate many of the problems identified above. As discussed elsewhere the project implementation units will assume some of the administrative burden and help ensure that primary education activities are closely supervised by the province. The units will also establish a viable channel of feedback between the provincial and local levels of the education bureaucracy. Financial arrangements

(discussed in Part III) will be streamlined to allow disbursement of funds as they are required. Much of the research, experimentation and evaluation of present programs to be carried out under this project will also be directed at resolving the management problems encountered in the primary education system. Some of the pilot activities will be directed at more closely involving the rural people in the education process as explained elsewhere in this PP.

Many of the management problems in Pakistan's education system have developed over decades of neglect and are not subject to quick solution. The system has shown, however, that it does function and that it is susceptible to change (for example, the administration of primary schools through the center school concept is already established in the Punjab and has been successful to date). AID is confident that the additional administrative burdens imposed by this project have been compensated for by the implementation unit concept and that the management system of the education bureaucracy will be capable of satisfactorily managing this project. Accordingly, after a thorough assessment of the requirements of this project and the management capabilities of the education system, AID has concluded that the project is administratively feasible as designed.

B. Administrative Arrangements - AID

1. General

An AID Mission project committee has been appointed to monitor this project. The committee, comprising representatives from each of the Mission's concerned offices (see Part I), is chaired by the Assistant Director for Education and Public Services (E&PS), who will spend an estimated 50 percent of his time monitoring this project. A direct hire local employee within E&PS will be assigned full time to the project and it is planned that he will regularly accompany members of the federal implementation unit during their trips to the provinces. Other members of the committee will assist in monitoring the project as needed. The AID project committee will most actively monitor the following project elements :

- Construction activities, equipping, staffing and operation of Implementation Units, classrooms, center schools, resource centers, teachers' accommodations.
- In-service training activities for teachers and supervisory personnel and follow-up to ensure utilization of training.
- Distribution of instructional materials.
- Financial management.
- Research activities.

In addition, the AID project committee will participate in the quarterly project review meetings and will arrange for consultant services as they are required.

2. Provincial Implementation Agreements

In order to help ensure that AID and the provincial governments have a clear mutual understanding of the project and that the provinces are firmly committed to carry it out according to agreed plans, the AID Mission plans to negotiate separate project implementation agreements with each province in addition to the standard project agreement with the Federal Government. Similar provincial agreements are also planned for other AID projects in Pakistan and should serve to strengthen the AID Mission's monitoring activities in the provinces as well as clearly define provincial responsibilities in project implementation.

C. Project Monitoring, Review and Evaluation Arrangements

The implementation and evaluation strategy for this project provides for routine quarterly project reviews aimed at monitoring project implementation, and for an in-depth evaluation to measure progress toward project purpose and goals, and for assessing the appropriateness of the project design for achieving these targets.

1. Project Monitoring and Review

Routine project monitoring and quarterly project reviews will be conducted throughout the life of the project. Present

plans call for the reviews to be convened by the chairperson of the GOP project committee following the preparation of quarterly progress reports by the federal and provincial implementation units. Members of both the GOP and AID project committees will be invited to attend the meetings.

The main purpose of the reviews will be to assess the performance of the project in relation to the planned targets, particularly at the output level of the project. Discussions will center on provision of project inputs according to schedule and on problems encountered in developing project outputs. Implementation plans will be discussed and revisions recommended as needed.

2. Evaluations

Two in-depth evaluations emphasizing project goal, purposes, processes and impact are planned for November/December 1978 and May/June 1979. The first evaluation, following after the Third Quarterly Project Review, will be used as a basis for the GOP's FY 79-80 Annual Development Plan, the first draft of which is prepared during January/February 1979. The conclusions of the second evaluation in May/June 1979 will serve both to refine the GOP plans and to determine the nature and scope of follow-on AID loans. The evaluation will focus on progress toward the purpose and goal targets of the project and will address such questions as to whether the in-service training program is adequate to meet program needs, whether supervisors are functioning effectively and whether other elements of the project are contributing to the betterment of the education system. The evaluation will draw upon the results and conclusions of the quarterly project reviews plus the studies and experiments which will be conducted during the project. Present plans call for the evaluation to be conducted by an evaluation committee composed of the director of the federal implementation unit, an AID Mission representative, a U.S. consultant or AID/W TDY specialist on education, and at least one representative of Pakistan's social science research community.

Other evaluations may be scheduled if deemed appropriate by the GOP and AID project committees.

Under the grant technical assistance component of this project a full time research and evaluation advisor will be contracted by the Government to assist in the design for the experimentation and studies and in the design and conduct of evaluations as well as the quarterly reviews.

D. Implementation Plan

A Gantt Chart is presented in Annex F showing the approximate time frame for each of the major project components.

It is expected that the project will be authorized before the end of October, 1977 and that the project agreement will be executed prior to November 30. The GOP expects to approve (anticipatory approval) their PC-1, which is equivalent to AID's PP, by September 30. This will permit expenditures thereafter of rupees that have been budgetted for the project.

In order to permit timely project implementation it is likely that the AID Mission will permit an eligibility date for expenditures subject to reimbursement, prior to execution of the project agreement. Such an arrangement will be carefully considered after authorization of AID funds for the project, and will largely depend on the date of the authorization.

One of the first actions under the project will be the establishment of the federal and provincial implementation units. The GOP expects to advertise throughout the Government Service for the required personnel as soon as the PC-1 is approved. The GOP expects to be able to appoint all key personnel by mid-late November. All implementation units should be completely operational and equipped by February 1978. The AID Mission plans to assist the GOP in the recruitment and contracting of a long term advisor during the intervening period so that he may be available at that time. Arrangements for a PASA advisor will also be made by AID during this period.

Preliminary activities for construction of school classrooms and teachers' housing were begun in July, 1977, when provincial education authorities met with AID Mission and federal level education officers. Criteria have been developed and sites have been selected for many of the facilities and plans and specification have been

prepared. AID will review these items as a condition precedent to disbursement but preliminary reviews (see Technical Analysis and Annex C) indicate that they should be acceptable.

In-service training plans were also underway as of August and training activities for teachers are scheduled to begin by October in NWFP. Training in the Sind and Punjab will be begun in mid-1978, since supervisors and center school teachers must be selected before training may be begun.

Research studies and experimentation activities will be begun later than most other components of the project. It is important that the U.S. advisor be available prior to the design of the research, and design is accordingly scheduled to begin in February 1978. The Government of Pakistan plans to begin the studies and research by April 1978 and complete them by the end of July 1978. Analysis should be completed by October 1978. Plans for future education activities will be developed on the basis of the study and experiment findings during the subsequent six months. Design of these plans will also take into account the results of the quarterly reviews and the in-depth project evaluation scheduled for November-December, 1978.

All project assistance is scheduled to be completed by July 1979. (Note: It is planned that the PASA advisor be present in country beyond this date in order to permit his assistance in the preparation of the PP for the follow-on loan). A final in-depth evaluation is planned for May-June 1979.

E. Conditions, Covenants, and Negotiating Status

1. Conditions and Covenants

The following are illustrative of the Conditions Precedent and Covenants that AID will attempt to negotiate with the Government of Pakistan. Although it is understood that the Government is generally in accord with these, the final texts cannot be determined until the project agreement has been negotiated.

a. Section 5.01: Initial Conditions Precedent to Disbursement

Prior to the first disbursement under the Loan or Grant, the Borrower/Grantee shall, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID:

- (1) A legal opinion certifying as to the binding nature of the Loan/Grant Agreement.
- (2) Designation of Borrower/Grantee's authorized representative.
- (3) Evidence that the Federal Government and each provincial government has firmly budgeted funds for Pakistan's FY 1977-78 for primary education at least equal to that level expended in the previous fiscal year plus ten percent (10%) plus a rupee amount equal to the dollar amount provided by this Loan plus a rupee amount sufficient to carry out project activities approved for implementation during that year.
- (4) Evidence that all necessary action has been taken to create the Federal Implementation Unit and each Provincial Implementation Unit and that principal positions in each Implementation Unit have been established and staffed with qualified personnel.
- (5) Evidence that a contract satisfactory to AID for an Advisor in Research and Evaluation has been executed.

(6) A comprehensive Project Implementation Plan acceptable to AID which among other things; (a) identifies the role of the Implementation Units; (b) describes in detail all activities to be financed by the project; (c) itemizes the costs of all inputs and the financial arrangements which will be followed; (d) sets out a time schedule for project implementation, (e) describes a project reporting and review format and procedure and evaluation plan, and (f) describes the maintenance arrangements for facilities constructed and goods procured under the project.

(7) Detailed plans acceptable to AID of all construction to be carried out under the project. These plans will include among other things: (a) criteria of selection, (b) design specifications, (c) location, and (d) firm cost estimates.

(8) A description of general contract format, bidding and contract procedures to be used for goods and services financed by the project.

(9) Execution of Project Implementation Agreements between each province and AID as approved by the Government.

b. Section 5.02: Conditions Precedent to Intermediate Disbursement of the Loan

Prior to disbursement of each of the intermediate loan disbursement instalments, the Borrower/Grantee shall furnish in form and substance satisfactory to AID:

(1) Evidence that the Federal Government and each provincial government is expending funds for primary education consistent with the minimum budget requirements set out in Section 5.01(3) above.

(2) Evidence that the project is being implemented in accordance with the approved Project Implementation Plan and Provincial Implementation Agreements, and performance targets agreed to in Project Implementation Letters have been satisfactorily met.

c. Section 5.03: Conditions Precedent to Final Disbursement of the Loan

Prior to the final disbursement of loan funds, the Borrower/Grantee shall provide in form and substance acceptable to AID:

(1) Evidence that the Federal government and each provincial government has expended funds for primary education during this project consistent with the minimum budget requirements set out in Section 5.01 (3) above.

(2) Evidence that all activities described in the Project Implementation Plan have been completed.

(3) A detailed financial statement showing funds that have been expended during the project for activities financed by the project.

(4) A plan for each province and federal area which indicates educational strategy and activities to be carried out in succeeding years based on the findings of this project.

d. Special Covenants by the Government of Pakistan

(1) The Borrower/Grantee agrees that funds expended to finance primary education during Pakistan's FY 1978-79 shall be at least equal to the level expended in the previous fiscal year plus ten percent (10%).

(2) The Borrower/Grantee agrees to properly maintain all items procured or constructed under this project.

(3) The Borrower/Grantee agrees to use the findings of this project to develop a long-range educational plan for the provinces and federal area.

(4) The Borrower/Grantee will assure that the terms and conditions of each province's project implementation agreement with AID are observed by the provinces.

(5) The Borrowing/Grantee agrees to provide acceptable Project monitoring and evaluation arrangements.

F. Negotiation Status

This project has been collaboratively developed with the Government of Pakistan and is reflected in their draft PC-1 (Government of Pakistan Planning Commission document) which substantively agrees with this Project Paper. The above conditions precedent and covenants have been discussed with the appropriate GOP authorities. It is expected that no major negotiation hurdles remain except possibly for the A. L. D. provincial agreement mentioned in 5.01(9) for which a compromise position may have to be adopted, and that the loan agreement can be executed within allowable time limits after the funds have been authorized.

ANNEX A

EA 110
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FM SECSTATE WASHDC
TO AMEMBASSY ISLAMABAD 6799
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UNCLAS STATE 002957

0945 HOURS
JANUARY 07, 1976

OFF: FILE ADPS

ACTION: ADPS-2

INFO: ADDF PRJ DEA ADCDE RLA
D DD RF CH AMB DCM ECJN
EMB/C&R LHR KAR PESH

AIDAC

E. O. 11652: N/A

32 mh

TAGS:

SUBJECT: PRIMARY EDUCATION

REF: (A) AIDTO A-1453, DATED 1/5/73 - (B) STATE 28911E

1. ON DECEMBER 3, 1975, ASIA PROJECT ADVISORY COMMITTEE APPROVED SUBJECT PROJECT REVIEW PAPER (PRP) FOR INCLUSION IN FY 77 CONGRESSIONAL PRESENTATION. CF NARRATIVE WILL BE GENERAL IN ORDER TO ALLOW SUBSTANTIAL FLEXIBILITY IN FINAL PROJECT DESIGN. FOLLOWING ARE ISSUES/POINTS OF CONCERN RAISED DURING COMMITTEE REVIEW AND IN SUBSEQUENT MEETINGS WHICH, IN ADDITION TO ISSUES IDENTIFIED IN PRP, ARE TO BE ADDRESSED DURING FURTHER DEVELOPMENT OF PROJECT AND DISCUSSED ACCORDINGLY IN PROJECT PAPER (PP).

2. AS NOTED REF (?), AMOUNT OF LOAN IS REDUCED TO DOLLARS TEN MILLION, WHICH AMOUNT IS TO COVER ALL YEARS OF THIS PROPOSED INPUT, AND MISSION IS REQUESTED TO PREPARE AND SUBMIT REVISED PRP FACESHEET ACCORDINGLY. FYI - DOLLARS TEN MILLION CEILING BEING IMPOSED AT THIS TIME DOES NOT REPEAT NOT PRECLUDE ADDITIONAL LOANS FOR PAKISTAN'S EDUCATION SECTOR IN LATER YEARS. HOWEVER, AGENCY COMMITMENT AND PLANS LIMITED TO THIS PROJ OSAL AT THIS TIME.

3. MOST ISSUES/QUESTIONS RAISED DURING COMMITTEE REVIEW ARE TO BE COVERED UNDER ONE OF THE PRE-PROJECT STUDIES DESCRIBED IN FRP, THUS GOFC CONCURRENCE AND PARTICIPATION THESE STUDIES ARE CRITICAL. FURTHER, STUDIES MUST BE REVIEWED AND APPROVED IN COMPLIANCE REF (A). PLEASE ADVISE.

4. IT IS RECOGNIZED THAT IMPROVEMENT OF PHYSICAL FACILITIES IS CONSIDERED TO BE ONE FACTOR IN REDUCING DROP OUT RATE, AND THAT AT LEAST A PORTION OF PROPOSED LOAN WILL LIKELY BE USED TO FINANCE SUCH IMPROVEMENTS. HOWEVER, WE ARE NOT GIVING APPROVAL FOR DEVELOPMENT OF A LOAN FOR SCHOOL CONSTRUCTION PER SE, AND FINAL PROJECT DESIGN, INCLUDING IMPLEMENTATION PLAN AND TIMING/METHOD OF DISBURSING FUNDS, MUST PROVIDE FOR AN APPROPRIATE MIX OF INPUTS DIRECTED AT OTHER ASPECTS OF THE DROP OUT/RETENTION PROBLEM, E.G., TEACHER TRAINING AND IMPROVED INSTRUCTIONAL MATERIALS, SO THAT PROJECT PURPOSE WILL BE ACHIEVED. CONCLUSIONS OF USAID CONCERNING ADEQUACY AND RELEVANCE OF CURRICULUM SHOULD BE DOCUMENTED IN INTERIM REPORT (SEE PARA 9). FINAL PROJECT DESIGN SHOULD IDENTIFY SPECIFIC ELEMENTS IN OUR ASSISTANCE RATHER THAN BEING A FORM OF BUDGETARY SUPPORT. FURTHER, BASIS FOR PROJECT DESIGN SHOULD REST PRIMARILY ON DATA GATHERED AND CONCLUSIONS REACHED RESULTING FROM STUDIES TO BE PERFORMED, AS IDENTIFIED IN FRP.

5. IT IS FELT THAT ADDITIONAL EXPERIMENTATION WITH MIX OF INPUTS DESIGNED TO ATTAIN HIGH RETENTION RATES MAY WELL BE DESIRABLE, AND MISSION IS REQUESTED TO EXPLORE WITH GOFC POSSIBILITIES FOR SUCH EXPERIMENTATION DURING PROJECT IMPLEMENTATION, WITH PERHAPS A MODEST PORTION OF LOAN FUNDS BEING MADE AVAILABLE FOR THIS PURPOSE.

6. TO THE EXTENT THAT FINAL PROJECT DESIGN INCLUDES IMPROVEMENT OF PHYSICAL FACILITIES, AND ASSUMING THAT LOAN FINANCING OF SAME WILL BE ON FIXED AMOUNT REIMBURSABLE (FAR) METHOD, MISSION MAY WISH TO BENEFIT FROM USAID/AFGHANISTAN'S EXPERIENCE WITH SAME METHOD ON RURAL ELEMENTARY SCHOOLS, AND WE SUGGEST MISSION CONTACT USAID/A TO OPEN DIALOGUE.

7. THE CLARIFICATION OF PROJECT THRUST AS SUGGESTED ABOVE REQUIRES PREPARATION OF EVALUATION PLAN THAT MEASURES IMPACT OF PROJECT ON PAKISTANIS ATTENDING PRIMARY SCHOOL. WHILE A NUMBER OF YEARS MAY BE REQUIRED TO MEASURE FULL IMPACT OF THIS PROJECT, END-OF-PROJECT CONDITIONS SHOULD INDICATE CERTAIN SUBSTANTIVE CHANGES IN CURRENT DIRECTIONS.

8. MISSION IS REMINDED OF NECESSITY TO (A) ADEQUATELY ADDRESS ENVIRONMENTAL IMPACT OF PROJECT, (B) FULLY DISCUSS ROLE OF WOMEN WITH RESPECT TO PROJECT, NOT ONLY AS BENEFICIARIES BUT ALSO AS PLANNERS, MANAGERS AND OTHER SIMILAR FUNCTIONS, AND (C) HAVE SOCIAL ANALYSIS INCLUDE DISCUSSION PART PLAYED IN PROJECT PLANNING AND DESIGN BY THOSE WHO ARE TO BE MOST AFFECTED BY PROJECT, E.G., STUDENTS, PARENTS, TEACHERS, ETC.

9. IN VIEW OF NATURE OF ISSUES SURROUNDING THIS PROJECT, AND RELEVANCE OF STUDIES TO FINAL PROJECT DESIGN, MISSION SHOULD SUBMIT INTERIM REPORT FOR REVIEW AND COMMENT BY AID/W PRIOR TO PROCEEDING WITH FINAL PROJECT DESIGN IN PREPARATION OF PP. TIMING OF INTERIM REPORT WILL BE LEFT LARGELY TO MISSION'S JUDGEMENT (BUT AID/W ASSUMES IT WOULD BE EARLY CY 77). THEREFORE, IMPORTANT THAT STUDIES BE INITIATED AND COMPLETED PRIOR TO INTERIM REPORT TO EXTENT POSSIBLE, PARTICULARLY WITH RESPECT TO RELATIVE SIGNIFICANCE OF OUT-OF-SCHOOL FACTORS AS CAUSES OF DROP-OUT PROBLEM. KISSINGER

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SUPPLEMENTARY TECHNICAL DETAILS

Structure and Characteristics

Pakistan's education system consists of the following levels : primary (grades 1-5), middle (grades 6-8), high (grades 9-10), intermediate (colleges, grades 11-12), and degree (colleges and universities, grades 13-14 plus). The Ministry of Education is responsible for all education and training except for universities which are semi-autonomous and certain vocational and professional programs, which are run by such Government Ministries as Agriculture and Health. The Provincial Governments share administrative responsibilities with the Federal Government. The Provinces administer schools and supply operating budgets while the Federal Government provides development finance, policy formulation and coordination.

Extent of Coverage and Disparity Between Sexes

The percentage of school aged children actually enrolled in school in 1974 is presented in Table I. For the country as a whole, slightly over 48.8% of the school aged children were enrolled, however, the situation was very uneven when viewed by province with Sind having reached almost 53.7% of its children while Baluchistan had only 29.5% enrolled.

TABLE I
Percentage of Primary School Aged Children
Enrolled in School, by Province & Sex, 1974 a/

	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
PAKISTAN	48.8	67.2	29.4
Punjab	50.7	64.2	35.8
Sind	53.3	75.7	28.6
NWFP b/	43.0	70.5	12.7
Baluchistan	29.5	44.7	12.7

a/ Primary school age is 5-9

b/ Include FATA

Source: Data provided by BEP.

One important cause of these low enrollment ratios can be directly attributed to the very limited provision of primary education to girls. While the national average enrollment ratio is slightly over 40%, the enrollment ratio for girls is only 29.4%. Enrollment for boys, on the other hand, is considerably better at 67.2%.

This national pattern is repeated in each of the provinces and is especially acute in NWFP and Baluchistan where only 12.7% of all females of primary school age is actually enrolled. In Baluchistan schools are so scarce that only 44.7% of the boys of primary school age are enrolled.

While the Government of Pakistan does not collect enrollment data by rural/urban location, the nearly equal number of girls and boys (5,332 and 6,071 respectively) enrolled in the schools in the essentially urban Islamabad Federal District suggests that the small number of girls enrolled in the four provinces are mainly residents of the urban areas (i. e. Karachi, Lahore, Peshawar, etc.) For example if a female enrollment ratio of 50% existed in the city of Peshawar, the female enrollment ratio in the rural areas of NWFP would be only 10.4% with a large number of villages in which no girls attended schools (i. e. a female enrollment ratio of zero).

As the number of girls in primary schools is relatively small, they are thinly distributed. A primary school has to serve an area falling within a radius of two or more miles which in turn covers more than one village. In many small villages girls have to walk long distances to attend these schools, which many parents prefer to avoid. As a result, the enrollment in girls' school is much smaller compared to boys in the same locality. However, when villages are located on a main road they have girls' primary schools because the urban influence on the village parents makes them more willing to educate their daughters. Also, a girls' primary school invariably exists in each village where a boys' middle school operates. This shows a general tendency among parents that girls education receives their attention once the boys have reached a certain level of education.

The Dropout Problem

A second cause of the low enrollment ratios shown in Table I is the high dropout which is found in all provinces. Table II lists the percentage of Class I students who leave school before Class V.

TABLE II
Percentage of Students Who Dropout of Primary
School from Class I (1970-71) to Class V (1974-75)

	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
PAKISTAN	47.7	45.8	52.4
Punjab	45.0	39.7	54.3
Sind	45.4	43.3	34.3
NWFP	59.9	58.5	66.5
Baluchistan	63.7	61.3	71.3
Islamabad Federal District	3.1	0.6	5.8

Source: Data provided by the BEP.

While the national enrollment declined by 47.7% for those starting Class I in 1970-71 and completing Class V in 1974-75, the dropout rate in the poorer provinces of NWFP and Baluchistan showed a much higher level. The dropout rate was generally but not significantly higher among girls than boys.

The inclusion of Islamabad Federal District illustrates the situation which prevails in urban areas although the effects of in-migration to the city could not be netted out and biases the findings by understating the actual dropout rate.

There are two potentially significant aspects of the dropout problem which have implications for efforts to achieve universal enrollment. Firstly, the highest percentage dropout occurs between Class I and Class II. The percentage is much less between Class IV and V. Secondly, the dropout rate among children who start school at seven years of age is significantly below the dropout rate among children who start school at five years of age.

The first aspect is evident in the data presented in Table III.

TABLE III
Percentage Change in Enrollment of Primary
Student by Class from 1972-73 to 1973-74

<u>ALL STUDENTS</u>				
	<u>I - II</u>	<u>II - III</u>	<u>III-IV</u>	<u>IV - V</u>
PAKISTAN	-30.8	-10.3	14.0	-9.4
Punjab	-31.1	-9.9	-4.8	-8.3
Sind	-34.3	-10.7	-4.7	-2.2
NWFP	-21.7	-4.8	+3.0	-25.9
Baluchistan	-43.6	-8.2	-8.4	-16.3
Islamabad Fed. Dist.	-11.6	-9.5	-8.4	-3.8
<u>BOYS</u>				
PAKISTAN	-26.2	-10.4	-4.7	-3.7
Punjab	-23.3	-10.9	-5.6	-7.1
Sind	-35.2	-10.4	-3.3	+1.4
NWFP	-22.5	-1.1	+6.9	-27.9
Baluchistan	-47.0	-8.4	-9.3	-16.6
Islamabad Fed. Dist.	-12.5	-10.5	-1.3	-4.1
<u>GIRLS</u>				
PAKISTAN	-41.0	-9.9	-2.0	-11.3
Punjab	-43.5	-7.8	-3.0	-10.9
Sind	-31.3	-11.8	+6.3	-12.0
NWFP	-39.5	-24.5	-19.9	-12.6
Baluchistan	-54.3	-7.1	-2.0	-14.8
Islamabad Fed. Dist.	-10.7	-8.4	-15.4	-13.7

Source: Data provided by BEP.

A number of explanations have been put forth by Government of Pakistan education authorities and foreign experts to account for the high dropout rate between Classes I and II. Those who offer explanations can be grouped into two schools of thought, those who argue the importance of in-school factors and those who argue the importance of out-of-school factors.

The in-school factors held to be responsible for the high number of dropouts are the poverty of facilities (e.g. some schools have no buildings; most have no furniture or equipment), lack of textbooks and teaching aids, and teachers who lack training, receive little support and often are required to teach all subjects to all five age groups, and receive no incentive for doing a good job. Those who argue that out-of-school factors are the primary cause of dropouts point out that there is a low level of parental interest in keeping children in school because of poverty. As the child gets older he or she is needed on the farm or in the house and the income foregone by attending school is too great for the family to afford. In addition there are the direct costs of textbooks, exercise books and some times uniforms which are beyond the means of the very poor.

An additional explanation is that since schools admit children, primarily five years old, to Class I throughout the school year, those who come late and who are felt to be unable to catch up to the class are kept somewhat apart from the group of Class I pupils who started at the beginning of the school year. These latecomers do not, therefore, achieve Class I standards and are required to repeat the full year. One estimate provided by the Planning Division of this repeater problem is 15%. If this percentage is correct, the dropout rate between Classes I and II is lower than that calculated in Table III and conforms somewhat more closely to the rate experienced in the higher classes. This explanation needs to be verified and quantified for each province especially in the rural areas.

Regarding the second potentially significant aspect of the dropout problem mentioned above, a number of explanations have also been offered. Logically one would expect a greater retention in school of children who start at age five than age seven. Since older children are more easily distracted from school and are more expensive for the family to educate in terms of income foregone. However, five year olds may be more easily scared away from

school because of teacher brutality and lack of attention (the older children sit in front of the class). In a society with low parental interest in primary education, an unhappy five year old may find it an easy task to convince his parents to end his schooling. A seven year old, on the other hand, may be more able to cope with the school conditions and thereby be less likely to drop out.

Alternatively, the seven year olds may be from wealthier families in which the income foregone of the child's labor is relatively insignificant. On the other hand the five year olds may be from poor families who use the school as a partial day care center until the child is six and more able to take on tasks in and around the home.

While most studies have compared socio-economic factors and personal characteristics of dropouts and stayins, no study has compared these same variables for dropouts and those who never attend. One would tend to hypothesize that out-of-school factors causing non-attendance would predominate for those who never attend school but in-school factors would be more significant in the case of dropou . Otherwise, even if the babysitting function mentioned above may be an element to consider, the question remains, why do most dropouts bother to attend in first place?

Although further, more rigorous pursuit of this issue should be continued, the most recently completed study (Dropouts in Primary Schools of the Punjab, Institute of Education and Research, University of the Punjab, April 1977) takes the most common sense approach to the problem. After reviewing all previous dropout studies in Pakistan, including the 1976 Eastmond/BEP work, and conducting some new although somewhat limited additional studies, the IER researchers concluded that "...there are different causes of dropout that operate and dropout of the child occurs as a result of the interplay of these factors jointly... Factors associated with wastage, particularly dropouts, do not operate in isolation but rather work together, interlinked in such a way that the influence of one effects the gravity of the other. It is logical to assume that isolated measures to combat the problem would fail to give a lasting result. It, therefore, appears necessary that a multi-directional, comprehensive approach involving school, community and government be adopted."

Based on its findings and in an effort to link the causes of dropouts with suggested measures to overcome the problem, the Punjab Study concludes with the following recommendations :

1. The main reason for early withdrawal of children was identified as poverty of the parents and consequent upon it demand for child labor. It can only be remedied by a large scale developmental program. Such a program can be effective, by mobilizing all the national resources. A close cooperation of different departments and a revolutionary and progressive nationwide approach is needed. The relationship between illiteracy and poverty is circular rather than linear, i.e. one promotes the effects of the others. Therefore, it is suggested that free and compulsory education step by step be introduced along with other measures for promoting literacy in the country, thus contributing to decreasing poverty.
2. Data in the study have made it evident that large numbers of dropouts occur during the harvesting and sowing season. Adjustment of the school calendar in such a way that long holidays may coincide with the peak season of agricultural operations, would decrease the number of dropouts. A flexible school program meeting the time demands of the parents and children can also be a step in checking wastage. Students could come to school for the part of the day or in the evening or on fixed week days.
3. At present the responsibility of financing a child's education is shared by government and the parents. It is recommended that measures be adopted to remove the parents' burden entirely. The government should bear all expenses of education including purchase of books, stationery, uniform, etc.
4. The program of combating wastage in education can only be effective if parents are involved. It is therefore recommended that parents be persuaded to take interest in the schools. Parental attitude should be changed through effective use of communication media.
(Note: Also through provision of adult education/literacy programs for parents which will cause them to have more interest and place more value in the education of their children.)

5. School facilities have been observed not to be adequate in almost all the schools. It is suggested that a minimum facility of adequate space, classroom, teaching aids and other facilities for co-curricular activities be provided. The excessive expenditure can be reduced by consolidating small school units. The accumulation of resources, both facility-wise and teacher-wise is assumed to yield good results, decreasing wastage and improving the quality of teaching. A step in this direction is to integrate boys and girls schools functioning separately in the same village. Teaching however in most cases would be in separate shifts.
6. Primary school withdrawals can effectively be checked if the professional preparation of teachers is closely geared to the problems of children and modern instructional techniques. An urgent requirement is to critically examine the training techniques and methods used in the preparation of primary school teachers. It is suggested that pre-service training programs for primary school teachers be improved to include the study of measures for school holding power. Improvement of the existing teaching staff can be carried out through intensive and extensive in-service training programs.
7. It is suggested that screening procedure for entering teacher's training institutions be revised in such a way that proper weight be given to the attitudes, interests and teaching capabilities of the prospective teachers. This is even more important than years of schooling or academic qualifications.
8. An effective check on transfer and leaves of the teachers be employed. No teacher should be transferred during academic session. "Internal Transfers" should not be allowed under any circumstances. No teacher should be allowed to leave the school unless a substitute is provided.

Shortage of teachers is to the extent that in one district only about one-third of the schools were functioning while in the other district education authorities told the investigator that about half the schools for girls had to be closed on account of non-availability of teachers or due to "internal

transfer" of teachers. In a consolidated unit, suggested in Point Five above, if there is urgency for teacher's transfer, other teachers in the school would take care of the students till the arrival of the new teachers.

Management and Supervisory Systems

Existing evidence plus reports of provincial education planners indicates that the top down management system is extremely thin at the bottom level (i. e. the district and subdistrict levels.) The number of schools under the jurisdiction of officials at the bottom level is too large for inspection and supervision to be carried out in a meaningful way.

There appears to be no distinction made between inspection and supervision with both, when they occur, carried out from the inspection point of view.

On the federal and provincial level the usual bureaucratic compartmentalization and rigid vertical lines of communication found in large organizations especially in developing countries is very evident. Those who prepare the exams do not talk to those who are introducing the new curriculum and neither feel a vested interest in seeing that the new curriculum and textbooks are widely distributed.

One measure of management capability is the Government of Pakistan's performance on school construction. Delays in construction and some obvious weaknesses in school maintenance seem largely traceable to split jurisdictions between the Ministries of Education and of Public Works.

Responsibility for actual school construction lies, with few exceptions, in the Provincial Ministries of Education. These turn to Public Works Departments who let out contracts to private builders. Individual contracts tend to be small so that private builders, as elsewhere, give such work low priority on their schedules.

A second and related obstacle in providing proper school facilities is that of maintenance. Since communities reportedly tend no longer to maintain buildings, responsibility falls on the Provincial Ministries of Education, is passed on to Public Works authorities and finally reaches private contractors. To compound the problem, Ministries of Education lack staff to supervise the work. Thus, accountability is weak.

Information Systems

Decisions in education require sufficient and timely information. A practical objective in designing an educational information system should focus upon essential data needs for development.

In the primary education sector, the tasks of providing basic planning and monitoring information depend upon both physical and financial data. As to the former, Pakistan now has rudimentary demographic information on her eligible school population.

Enrollment statistics leave much to be desired, but the shortcomings need not be exaggerated. At present, teachers collect registration and daily attendance figures which are forwarded through District Education Officers to Provincial Ministries of Education and subsequently to the Federal level. The published data represent a sequential averaging of daily into weekly, then monthly and finally into annual figures. In these processes, opportunities for error multiply and accuracy may suffer.

Officials in the Federal Education Ministry and Planning Division, when urgently in need of information, may contact provinces or districts directly. Enrollment figures may thus be considerably at variance with others appearing elsewhere.

The Quality of the Pedagogical Experience

Many of the criticisms of the quality of primary school instruction which are leveled against systems in developing countries apply with full force to Pakistan in general and the rural areas in particular. The teaching staff is inadequate, poorly trained, ill equipped and anxious to leave the "profession" for more prestigious and lucrative

careers. While the idea of completely leaving the job is attractive to many primary teachers it is unlikely since they entered the profession because they were unable to get into anything better. Within the profession, the objective of most teachers is to minimize their hardship by making a continual effort to be placed in urban areas.

An important manifestation of the desire to avoid working in the rural areas is the suspected high rate of teacher absenteeism in rural schools. If unable to work in urban areas, many rural teachers especially females live in the urban areas and commute to their schools. Frequently this means just putting in an appearance at the school and then returning to town. More refined arrangements have been reported in which a teacher is assigned to a rural school in name only but in fact is added to the staff of an urban school and never goes to the rural school. Because of the very thinly spread management system and no local accountability, the practice continues unabated. Each province reports this as a serious problem for rural schools.

Within the school, rote learning, heavy emphasis on discipline and inadequate books and equipment further hamper the learning environment. While the Government of Pakistan has prepared and published a new curriculum, textbooks and a teaching kit, few teachers especially in the rural areas are aware of these changes, have seen copies of the material or have been trained in their use.

Teachers

The number of primary school teachers in Pakistan in 1976-77 was estimated at 155,000 of which roughly 30% were female. The majority of the teachers have a Primary Teacher's Certificate (P.T.C.) which is earned after one year of training beyond the Tenth Grade.

The draft Fifth Plan indicates that in order to meet the anticipated increased enrollment 146,000 additional teachers will have to be trained between 1977 to 1983. It is proposed that this additional need be met through developing some new capacity in teacher training institutions, particularly for training women teachers from rural areas (see comments on IBRD's Third Education Loan Project under section on Other Donors.) The

subject of education is also being introduced as a course at the secondary school level as a supplementary source for producing teachers.

A new curriculum has been developed for the training of primary teachers. It includes an upgrading in some of the courses and changes consistent with the new primary school curriculum.

The existing staffing position does not indicate any firm relationship with total enrollment. For example, near Islamabad three one-teacher schools have enrollment between 41-80, while 2 two-teachers schools have enrollment which is less than 40. Similarly, 5 two-teachers schools have enrollment between 81-120 and 1 two-teachers school has an enrollment of 121. There are 2 three-teachers schools with enrollment less than 80 and 1 four-teachers school having an enrollment of 75 only.

Through effective in-service education programs not only could the teacher input be strengthened but at the same time inputs of curriculum, materials, media, evaluation and even parent and community involvement could be improved. Further, a continuous program of in-service education could provide for some of the much needed supervision.

Ministry officials are making an effort to introduce the new curriculum through a series of in-service education workshops. In each of the provinces training programs are being held during the vacation period. The in-service programs are directed by "master trainers" after they have received a two-week orientation program. Master trainers are selected from among subject matter teachers in secondary schools, teachers in teacher training institutions and Assistant Education Officers. Although provinces planned for four weeks of training they have had to cut back to two weeks for two reasons: (1) the cost of the teachers' daily allowance was becoming prohibitive, and (2) they wished to speed up the process. To date 16,000 teachers in the Sind Province and 51,000 in the Punjab have been "trained".

The primary teacher is responsible for learning about new curriculum materials in seven different fields. Clearly, two weeks are not adequate to introduce teachers to a new curriculum in several subjects. (Note: An evaluation of the effectiveness of this training is currently underway in the Punjab. Data will be gathered on the training of both the master trainers and the primary school teachers, including observations of actual classroom teaching.)

One of the most serious defects in Primary Education is the lack of both monetary and non-monetary incentives of teachers. A primary teacher is hired at the National Pay Scale (NPS)-6 level and remains at that same grade and salary throughout his teaching career. (Note: Clerks in government offices generally are hired at NPS-5 but overtime can move up to become middle level administrators (NPS-17). Unlike other countries the best teachers are not identified and selected for further training and/or promotion within the primary education system. Primary school inspectors, supervisors and other administrators have never been primary school teachers. Thus, besides opportunities for teachers' advancement being blocked, these officers have no first hand knowledge about primary school teaching or children with which they could help the teachers. It is doubtful that the full impact of any qualitative improvements can be realized until this structural problem is corrected.

Primary School Inspection

The school systems in the provinces are controlled through successive units of administration each headed by an officer; at the top is the Region (Director of Education, Schools), the two largest provinces, Punjab and Sind, each having two regions and the others one only; then the Division (Divisional Inspector/Inspectress of Schools); the District (District Education Officer; formerly District Inspector/Inspectress); the Sub-Division (Assistant Education Officer; formerly Assistant Inspector/Inspectress). It will be noted that there are separate inspectorates of men and women, as the great majority of schools in the country are single-sex according to Islamic tradition, even at primary level. The Director of Education, Schools has overall responsibility for all primary, middle and secondary schools in his region; the Divisional Inspectorate, with a number of deputies has general

oversight of primary and middle schools; and the AEO's main responsibility is for primary schools though they assist with inspection at other levels. Thus it is clear that the Inspectorate combines the administrative functions of an education officer with professional functions of a school inspector or supervisor; and this dual role, lies at the root of the concern felt about the present effectiveness of primary inspection.

Duties of the DEO

- (a) to inspect, with their Assistants, all the schools within the district by annual (announced) inspections and by 'surprise' visits;
- (b) final responsibility for the payment of salaries to all teachers in the district;
- (c) to appoint, transfer and promote teachers;
- (d) to sanction leave of teachers;
- (e) to deal with enquiries, disputes and appeals;
- (f) to supply survey reports, statistical and other information and development proposals to the Director of Education (Schools) through the Divisional Inspector;
- (g) to confer with representatives of local communities on the provision, enlargement and maintenance of schools;
- (h) to order supplies, place contracts and exercise overall supervision of expenditure, under the Directorate of Education;
- (i) to conduct examinations in primary schools;
- (j) to assist with in-service training of teachers.

The DEOs, therefore, and to a lesser degree the AEOs combine a wide range of administrative duties with their more supervisory functions and the former engage a good deal of their time and attention at the expense of the latter (between 50 and 60 percent of their time on administration). Inspection tends to be a bureaucratic rather than advisory or creative exercise. The inspectresses carry an even heavier administrative load as they are fewer in number in relation to the schools and teachers for whom they are responsible.

Recruitment and Training

AEOs must possess the minimum qualifications of a bachelor's degree in arts or science followed by a professional degree in education. Unlike most countries, they are recruited strictly on the basis of seniority from subject posts in secondary schools or from the staff of training colleges, and the posts of the three groups, being on the same salary scale, are interchangeable. Though all will have followed a course in elementary education as part of their professional training, their immediate teaching experience is secondary. DEOs are recruited from the heads of secondary schools or of training colleges. There is no competition for selection or promotion and no period of probation nor is there any required period of formal training before taking up the posts.

Inspectors are expected to be an important agent in insuring that the new syllabuses and teaching methods are successfully introduced and interpreted in the schools; therefore, their own retraining, together with that of the staff of training colleges and the heads of schools, will need to attract high priority if they are to be the vanguard of the reforms.

Short in-service courses are held for inspectors occasionally at Educational Extension Centers. For example, in April 1976 the Curriculum and Extension Wing of the Sind Province held a one week orientation program for District Education Officers of the Province. With a view towards enabling them to better supervise the work of teachers, discussions in the program focused on important problems and issues involved in the implementation of the National Education Policy in general and the new primary education curriculum in particular.

Unfortunately, often after training of this type these officers transfer out of primary education work as the training is a stepping stone to administrative posts at the secondary level.

Rural Schools

In the countryside, where, as stated, there is a large number of small village schools, often isolated and difficult of access especially in bad weather, these are often grouped with a "center" school, a large primary/middle school, used mainly as a focal point for the payment of salaries and distribution of official instructions by the AEO. There seems to be the possibility of developing this system into a rural school nucleus, as in other countries, to extend the benefits of closer supervision to the rural teacher and of regular in-service training under the AEO and the head of the "Center" school.

Conditions of Work for the Inspectorate

Generally an AEO is supposed to have about 50 primary schools in his charge. However, the actual number of schools for which responsibility is generally borne by one AEO is much larger. This is so because (a) each AEO has to share the responsibility of his/her relieved colleagues on transfer, (b) absence on leave, (c) training at outstation and (d) visits to tehsil/district headquarters on special assignment. As a specific example, it may be mentioned that in the Rawalpindi district there are 15 male AEOs who have to take care of 753 primary and 150 middle schools. This means that one AEO has to look after 50 primary and 10 middle schools.

In the case of female AEOs the workload in terms of the number of schools may be comparable to that of male AEOs. However the problem of reaching the schools in the case of female AEOs is even more serious because due to lower female enrollment, the girls schools are spread over a much larger area than the boys. Thus, there is only one female AEO for each Tehsil, whereas there are 2 or more male AEOs working in each tehsil depending on the number of schools.

A school year covers 185 to 200 working days. During these days, the AECs are required to carry out the duties described earlier besides visits to each school under his/her charge at least once a year.

In meeting with AECs, lack of transport and shortage of travelling allowances are claimed as a major reason for their not visiting schools as frequently as required. Very little official transport is provided at district level. In effect it seems that in many areas only those schools served by public transport are visited regularly, though several examples may be found of determined efforts made by men and women, often in difficult terrain, to reach their schools by foot, on horseback or by canoe.

Keeping in view the present position of the arrangements of transportation provided for the AEOs, especially in the distant rural areas, the total number of days during which the schools can be visited, severe weather conditions especially in the rainy season, and the overall responsibility entrusted to the AEOs, it is not surprising if they do not find any time to devote to the supervision of actual teaching programs in the schools. The visits of the AEOs are generally taken as a matter of formality and not specifically aimed at or planned for helping the schools to improve their teaching programs or taking due cognizance of school requirements. Female AEOs find it more difficult to reach the schools under their charge mainly due to long distances.

Curriculum and Instructional Materials

The present curriculum is designed to prepare students for the next level of education with little attempt to relate the education to the lives of the children. The classroom instruction is textbook-oriented with no evidence of any other type of visual material, nor of any materials that might be used for demonstration or discussion purposes. There is an excessive reliance on memorization and recitation.

The nature of the learning experiences provided is not surprising, since relatively untrained and often young teachers are expected to teach 2 or 3 classes (some times 5 classes) simultaneously and the only material they have available is the textbook.

The curriculum planned at the national and provincial levels is in sharp contrast with the actual experiences children are having in schools. Within the past three years curriculum documents have been published for seven subjects in the primary school. Each of these curriculum documents includes a statement of the aims and objectives of the course and an outline of subject matter to be included at each grade level.

This new curriculum is designed to prepare pupils for the next level of study. That is, the curriculum for primary school is designed to prepare students for middle school. The nature of the curriculum is not surprising since membership in the curriculum committees is dominated by university professors and secondary school teachers. These individuals were attempting to improve the type of curriculum in which they had succeeded. (In fairness, it should be pointed out that the curriculum material developed was for the urban child as well as the rural child. On the other hand these experts know subjects but have little understanding of the experiences primary school children bring to the classroom or how children of this age learn.)

Even with its shortcomings, the new curriculum has definite advantages over the former curriculum. It includes material reflecting recent developments in various disciplines (e. g. new math) and it offers suggestions for modern methods of pedagogy. And, although it is not oriented toward rural life, it does provide opportunities for relating the curriculum to everyday life. For example, the social

studies syllabus has as one objective: "To have understanding of the problems of the province and suggest solutions."

Another illustration is that the syllabus on Health and Physical Education includes the study of communicable disease and food and nutrition. In addition, curriculum staffs at provincial levels are encouraged to write teacher manuals and textbooks appropriate to provincial needs.

The Bureau of Curriculum at Islamabad is considering a continuous evaluation of the new curriculum as it is implemented. Based on this evaluation, modifications could be made in the curriculum through an evolutionary type of approach. As a step in this direction, workshops were held in 1976 to acquaint key personnel from all over the country with evaluation techniques.

In a survey conducted in late 1975 in 534 schools in the Sind Province the following was found regarding the progress toward implementing the new curriculum and instructional materials.

Curriculum - Copies of the curriculum were not available in 95% of the schools visited and only 23% of the teachers in the Hyderabad region and 13% in the Karachi region had any training related to the new curriculum.

Textbooks - In most of the schools only the language textbooks were available with the majority of the pupils from Grade 1-3. Books in other subjects, particularly science and mathematics, were not available. This was attributed to non-availability of textbooks in the market, parents not being able to afford to buy the books (Rs. 8.25 for one math book in Grade 3) coupled with the requirement by some booksellers that non-prescribed texts be purchased as well, and lack of supervision by district officials.

Teachers' Guides - Very few teachers were found with guide books. When guides could be located in a school, they were usually locked in a box in the headmaster's office. For the most part the guides never left the offices of the District Education Officer.

Supervisors - Very few are trained in the new curriculum. They do not visit schools often and do not take any responsibility for the distribution of instructional materials or for assisting teachers with the new curriculum. The few supervisors who are better trained are often transferred and posted as secondary school headmasters.

Officials in the Sind Province indicated in 1977 that the situation noted in the 1975 survey has not substantially changed. Although no such study has been conducted in the other provinces, the findings would be about the same.

However, there are winds of change and progress has been made on a number of fronts. For example, the Curriculum Wing of the Sind Province recognizes the need for better systems of in-service training, supervision and distribution of instructional materials. However, it needs assistance in developing comprehensive plans to attack these problems and in gaining administrative approval to do so.

Teaching Kits

The Education Policy has placed significant emphasis on qualitative improvement in instructional methodology. The Policy has stressed the provision of teacher guides, teacher manuals, teaching aids and basic instructional materials to all the educational institutions in the country. Realizing these basic needs, the Curriculum Wing of the Ministry of Education launched a project known as the National Teaching Kit Project.

This scheme envisages provision of teaching kit consisting of instructional materials covering a wide range of school subjects, particularly in Science, Mathematics, Social Studies and Languages.

The kits emphasize involvement of the senses in observation, exploration and understanding of the natural as well as man made environment through activities which children can perform at home, at school or even under a tree with the help of a self contained package of curricular activities.

About 100 master teacher trainers have been trained both at the Federal and Provincial level. This group will hopefully be capable of training at least 10,000 teachers in the use and maintenance of teaching kits at the grass roots level. Thus, during the first phase of the project, the Government of Pakistan hopes to develop and distribute about 10,000 teaching kits and likewise train 10,000 teachers. They also plan to ensure that those schools should get the first instalment of kits who have trained teachers in their use and arrangement for maintenance.

After these kits have been evaluated and revised the plan of distribution includes providing one kit for each primary school (55,000) plus 5,000 more per year for five years. Later, additional kits will be supplied to schools based on numbers of teachers.

Examinations

The examination system shapes the direction and quality of education in Pakistan. A decentralized group of examination boards (each province has at least one board and some have several) write and administer the yearly examinations. The examinations form a series of frightening obstacles in the path of each student and succeed in paring down the number of students in the system that continue to higher levels of education. The grades obtained at the matric examination at the end of secondary schooling greatly affect employment opportunities. The intermediate examination taken at the end of the first two years of college must be passed to secure a government position.

The formal external examinations are designed to maintain academic standards in a system where the quality of teaching in different schools varies widely. But the very rigidity of the system has itself led to serious breaches in standards. The examinations have become more important than actual learning. The tests are written and can be passed solely by rote memorization. Because internal evaluations have no value, the students do not feel strong pressure to perform well on a daily basis by attending lectures and participating in discussions groups. Education has become more a matter of short-term mastery of many facts than an attempt to master a given subject.

These problems are not new. Since the Report of the Commission on National Education in 1959, at least nine commissions have addressed the main problems of the examination system. The commissions have recommended the institution of internal evaluation by teachers, the maintenance of cumulative records by the schools and automatic promotion through the primary grades in order to shift emphasis away from the examinations. As a means of improving the examinations, the commissions have urged a change toward objective questions that measure students' reasoning ability and understanding of a subject in place of the present essay question that measure the ability to recite scores of facts. A major program is now underway to develop objective tests. However, because few new text-books or teachers guides are available and few teachers are trained in their use, examinations for the time being continue to be conducted on an annual basis.

Physical Facilities

Until 1971 provision of accommodation for primary schools was the responsibility of the local communities. Most of the existing schools are therefore housed in buildings arranged privately by the local communities. In fact all kinds of accommodations, permanent or temporary, having one or more rooms, in good condition or bad, available whole or part time, are being used for the schools.

The length of the life of a school seems to have a direct relationship with the condition of the school building and teaching aids available. The older the school the poorer the condition of physical facilities of every kind.

Normal repairs and maintenance of government owned school buildings in the rural areas was the responsibility of the People's Works Program to be executed through the 'defunct' Union Councils, but the condition of school buildings indicates that no repairs have taken place for a long time.

The condition of the furniture and teaching aids in the schools also indicates that there has been no regular system of maintenance and replacement of these items for a considerable period. For example, one boys' primary school (Alipur) last received furniture in 1960. In another school (Nelore) the last supply was made in 1963. On inquiry, it was pointed out that the broken chairs, tables and blackboards had been in bad shape for years and no arrangement had been made for their repair or replacement.

None of the schools seems to be in possession of adequate arrangement for seating the students, or furniture for teachers or any other teaching aids at all except broken blackboards and outdated maps and charts and some old books which are lying locked in boxes for a long time.

In the past, land in rural areas did not present a problem because of availability of government and donated lands. Due to large scale development activity in various fields, the government land is now being utilized on many other projects, and the local communities can no longer afford to provide land by way of donations because of economic reasons. Therefore, it is necessary to take into account the cost of land when estimating expenditure on primary education.

There were 53,372 primary schools in Pakistan in 1976-77; 16,012 were for girls. Over half of the schools in rural areas are two rooms or less.

A 1975 survey of rural schools in the Federal area indicated that:

- One-third of the schools were single teacher schools. This means that one teacher teaches five classes simultaneously.
- About two-thirds of the schools had a pupil-teacher ratio in excess of 40:1
- Fifty percent of the schools had no land of their own.
- Forty percent of the schools had only one classroom.
- Of 116 primary schools only 9 had two chairs each.
- Out of 116, only one school had a table in its possession.
- None of the primary schools had desks or benches for pupils. Only two of the schools reported that a blackboard was available.
- Only eight out of 116 primary schools reported that they had books in their possession.
- 35 out of 116 schools were very badly in need of repairs.
- Out of 116, eight schools had no teachers at all.

The whole area of physical facilities -- site selection, design, construction, maintenance and utilization -- needs to be carefully reviewed. The need for expansion and the costs entailed therein are of such magnitude as to claim a high priority for further analysis. Initial studies indicate that lack of buildings contributes to non-attendance of females but quality of buildings has no significant relationship to school attendance. If this is substantiated then construction costs, now between Rs. 65,000 - 80,000 per building, could conceivably be reduced to as low as Rs. 5,000 - 10,000.

Relationship of Primary Education to Secondary Education

Secondary level education included about 1.3 million boys and 290,000 girls in 1975-76. Enrollment ratios for the middle and high levels were, respectively, 32% and 20% for boys and 8% and 4% for girls. Less than 5% of the students specialized in vocationally oriented subjects. Enrollment in secondary vocational schools, which are separated from general high schools, is about 10% of the total enrollment at this level. Most of the teaching staff is formally qualified.

The Fifth Plan states that an expansion of the secondary stage is an essential concomitant of the increase in primary enrollment. Projections for secondary level expansion are based on a flow of 85% from primary to middle (as against 80% now) and 90% from middle to high school. The requirement of additional teachers is estimated at 64,000 which gives an average teacher-student ratio of about 1:24. The increased supply would come from the existing training colleges for graduate and undergraduate teachers, institutes of education and research at the universities, and from the special institutes/programs being established for training teachers of agro-technical subjects.

As in the case of primary education, there will have to be a sharper acceleration in girls education through improved utilization of buildings and more teacher training.

Relationship of Primary Education to Health

One of the causes of low enrollment and dropouts is the poor health of children and/or parents. USAID's Basic Health Services loan project will be running parallel to this project and over time should serve to significantly reduce poor health as a major contributing factor to non-attendance at school. As currently planned, over 50% of Pakistan's rural population will be covered by the newly developed health system by the eighth year of the project with full coverage planned by year 15. Of all clients roughly 80% will be women, girls and small children.

Both projects will be reinforcing in terms of (1) providing health education to children through the schools and to adults through the Village Health Worker, (2) reaching into homes and encouraging parental and village involvement and (3) placing emphasis on improving the condition of the female population.

Relationship of Primary Education to Adult Education

The Fifth Plan provides for the development of integrated literacy and functional education programs for adults and out-of-school youth using various approaches, including T.V. During 1977-83 the functional literacy programs will cover about 1.5 million illiterate adults of whom half would be female. Adding to this number the additional literates resulting from increased primary school enrollments, the literacy rate for the population five years and over would be about 31.2 percent as against 22.8 percent in 1976-77.

Adult education, with emphasis on literacy, should help to make the education of children more effective. All the information we have suggests that children of illiterate parents tend to fall behind in scholastic achievement and more easily lapse into illiteracy. The detrimental effects of an illiterate home and village setting begin in the pre-school years, and these are singularly formative years when attitudes are shaped that will tend to persist. Also, illiterate parents are usually less inclined to enter their children in schools, and to keep them there, a fact that helps explain the many dropouts and repeaters in primary schools. For this reason the Primary Education project has included an experimental component which tests the potential for increasing school enrollments as a by-product of adult education programs requested by villagers.

In the long run, once primary education extends to all rural areas and at the same time becomes more affective and as decentralization through local government evolves, the creation of village learning centers is expected where both youth and adults, in-school and out, would be provided with relevant learning experiences.

Future Plans and Past Experience

The draft Fifth Year Plan is the principal document which states the Government of Pakistan's interest in education in general and primary education in particular. The Plan's 1982/83 targets are, among other things; increasing the enrollment ratio of boys to 90%; increasing the enrollment ratio of girls to 50%; and a financial allocation to all education of 2.8% of GNP (up from the present 1.8%). These targets are very ambitious and, according to the Planning Commission, were set at the highest levels of government. Obviously, if the targets are to be achieved, the Government of Pakistan will have to increase its rate of expansion of the system above its present rate of growth. Much of the increase in the enrollment of boys will depend on the reduction of the drop-out rate since there is already a fairly high percentage of school aged boys who actually enter school. The increase in enrollment of girls will require a physical expansion of the system as well as a reduction of the dropout rate.

Skepticism in the ability of the government to reach its targets has been expressed by some government officials and foreign observers and stems largely from the fact that there are no programs currently available which have been successfully tested and are operationally feasible within the context of the Ministry of Education to reduce the dropout rate or attract female teachers to rural areas. While much preliminary experimentation has been carried out by the Bureau of Educational Planning, a considerable amount of additional work will have to be done before the Pakistan educational establishment is intellectually and organizationally prepared to expand these experiments to nationwide coverage. Programs to initiate the Fifth Plan and which will be undertaken on a large scale will, therefore, be more closely linked to improving and expanding ongoing activity than introducing new approaches currently under development in the experimental program of the BEP. Likely areas of increased emphasis in next years program are in-service teacher training, a wide dissemination of textbooks and teaching materials, improved transportation arrangements for district supervisors and construction of new schools.

Table IV presents the Fifth Plan enrollment targets as well as the historic experience. The annual percentage increase in enrollment shows that while a slightly greater effort will have to be made for boys during the plan period as compared with the past six years, the effort for girls must be far more significant. The projections themselves may not be sufficient to achieve the Plan's targets as the enrollment ratios calculated from this data and the BEP's primary school age population projection is 89.9% for boys and 62.2% for girls.

If the proposed shift in emphasis to primary education cannot occur and enrollments grow at this historic rate, universal enrollment ratio for boys will occur in 1989 and a 66% enrollment ratio for girls will occur in 1993. Thus the Plan envisions a 50% acceleration for boys and a 62.5% acceleration for girls.

Environmental Statement

This project is not an activity which will have a significant effect on the human environment and a negative determination for an environmental assessment has been approved by AID/Washington.

TABLE IV
PROJECTED GROWTH IN ENROLLMENT PER
FIFTH PLAN BY YEAR AND SEX

	Historic						Projected					
	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83
Both Sexes #	4159	4289	4517	4775	5104	5409	5763	6247	6869	7663	8718	9839
Annual Growth %		3.1	5.3	5.7	6.9	6.0	6.5	8.4	10.0	11.6	13.8	12.6
Boys #	3037	3109	3254	3420	3680	3882	4086	4364	4677	5027	5576	6023
Annual Growth %		2.4	4.7	5.1	7.6	5.5	5.3	6.8	7.2	7.5	10.9	8.0
Girls #	1122	1180	1263	1355	1424	1527	1667	1883	2192	2636	3142	3816
Annual Growth %		5.2	7.0	7.3	5.1	7.2	9.2	13.0	16.4	20.3	19.2	21.5
% Boys	73.	72.5	72.0	71.6	72.1	71.8	70.9	69.9	68.1	65.6	64.0	61.2
% Girls	27.	27.5	28.0	28.4	27.9	28.2	29.1	30.1	31.9	34.4	36.0	38.8

Source: Fifth Five Year Plan

ANNEX C - SUPPLEMENTARY FINANCIAL DETAILS

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ANNEX - C I

Detailed Cost Estimates - Federal District
(In Rupees)

I.	Construction of 2 rooms in 10 schools 20'x20'=400 sq.ft. room @ Rs.100/sq. ft.	800,000
II.	Construction of female residences (14) 400 sq. ft. @ Rs. 50,000/resd.	700,000
III.	Provision of educational material to 100 schools.	20,000
	A. Textbooks to 100 schools @ Rs. 50/set 2 sets/school	10,000
	B. Teachers guides to 100 schools @ Rs. 50/set 2 set/school	10,000
IV.	Furniture to 50 schools @ Rs. 5000/package	250,000
V.	In-service training	
	A. Supervisors (20)	17,300
	1. Salary Rs. 730/mo. x1/2mo. x20	7,300
	2. TA/DA @ Rs. 500/sessionx20	10,000
	B. Teachers (200)	79,900
	1. Salary Rs. 399x1/2x200	39,900
	2. TA/DA @ Rs. 200/sessionx200	40,000

ANNEX - CI (Contd.)

VI. Cost of Implementation Unit	1,356,240
VII. Cost of studies and Research	480,000

14.

ANNEX-C II

Detailed Cost Estimates - Punjab
In Rupees

I.	Costs of setting up and operating 200 center school complexes (male)	22,184,300
A.	Construction & equipment in center schools	8,966,600
1.	Construction of meeting room 20'x20' = 400 sq. ft. x Rs.100 sq. ft. x200	8,000,000
2.	Furniture	900,000
a.	Steel Cabinet (almirah) (1/school) @ Rs.1000x200	200,000
b.	Table (1/school) @ Rs. 500x200	100,000
c.	Chairs with one arm (30/school) @ Rs.100/ chairsx30x200	600,000
3.	Materials for adult education	66,600
B.	Training & placement of center school teachers	164,900
1.	Salary while in training Rs.399/mox1/2 mox200	39,900
2.	TA/DA while in training Rs.625/Training session/Teacherx200	125,000
C.	Operating Costs for one year	13,052,800
1.	Center school teacher	1,057,600
a.	Salary Rs.399/mox12 mo.x200	957,600
b.	TA/DA Rs.500/Teacher/yearx200	100,000

2. Feeder school teacher (12/center school)	11,995,200	
a. Salary Rs. 399/mo. x 12 mo. x 12 x 200	11,491,200	
b. TA/DA visit center school Rs. 7/Day x 3 days/mo. x 10 mo. x 12 x 200	504,000	
II. Costs of setting up and operating 100 center school complexes (female)		18,392,250
A. Construction & equipment in center school (same unit costs as I A above)	4,483,400	
B. Training and placement of center school teachers (same unit costs as I B above)	82,450	
C. Residences for Center school teachers one residence/two teachers. 730 sq. ft. x Rs 100/ sq. ft. x 100	7,300,000	
D. Operating costs for one year (same unit costs as IC above)	6,526,400	
III. Costs of training & placement of twenty supervisors (male)		965,800
A. Training & Placement	220,600	
1. Training (2 weeks)	20,600	
a. Salary while in training Rs. 730/mo. x 1/2 mo. x 20	7,300	

b. TA/DA While in Training	10,000	
Rs. 500/supervisor/ Training sessionx20		
c. Honoraria to trainers at education extension center	3,300	
2. Placement - Transportation		200,000
110 cc motorcycle @ @ Rs.10,000x20		
B. Costs of one year's service		745,200
1. Salary		175,200
Rs. 730/mo. x12 mox20		
2. TA/DA to visit center & feeder shools		400,000
Rs. 20,000/supervisor/ yearx20		
3. Vehicle support		170,000
a. Petrol	130,000	
Rs. 6500/supervisor/ yearsx20		
b. Maintenance	40,000	
Rs. 2000/Motor-cycle / years x20		
IV. Cost of training & Placement of 10 supervisors (female)		1,027,950
A. Training & placement		510,350
1. Training (2 weeks)		10,350
a. Salary while in training	3,650	
b. TA/DA while in training	5,000	
c. Honoraria to trainers	1,700	

2. Placement - Transportation 1 Jeep/2 supervisors @ Rs. 100,000/Jeepx5.	500,000
B. Costs of one year's service	517,600
1. Salary	87,600
2. TA/DA to visit center & feeder school	200,000
3. Vehicle support	230,000
a. Petrol Rs. 26,000/Jeepx5	130,000
b. Maintenance Rs. 20,000/Jeepx5	100,000
V. Cost of instructional material in 1800 feeder schools	270,000
A.. Textbooks (2 sets/feeder school) @ Rs. 50/set x2x1800	180,000
B. Teacher guides (1 set/ feeder school) @ Rs. 50/set x 1800	90,000
VI. Cost of furniture for 1000 feeder schools @ Rs. 5,000/ furniture set	5,000,000
VII. Cost of Implementation Unit	974,460
VIII. Cost of Studies and Experiments	2,466,140

DETAILED COST ESTIMATES - SIND
(In Rupees)

L. Costs of setting up four Resource Center Complex (Male)	7,864,640
Costs of setting up one Resource Center Complex (Male)	1,966,160
A. Construction and Equipment in Resource Center	50,000
1. Construction of classroom ² 20 x 22 = 440 sqft. @ Rs. 100 sqft.	44,000
2. Furniture	6,100
a. Steel Cabinet (almirah)(1)	800
b. Tables (2) @ Rs. 400/table	800
c. Chairs (35) @ Rs. 100/chair	3,500
d. Blackboard (2) @ Rs 50/board	1,000
B. Training and Placement of Resource Center Supervisors (2 Supervisors/Resource Center)	6,060
1. Salaries while in training @ Rs.730/ms x 2 mo	2,920
2. TA/DA while in training Rs. 1,000/supervisor/training session (2 months)	2,000
3. Honoraria to experts Rs. 3,000 for all experts for all training.	1,140
C. Provision of transport for supervisors	10,000
1. Motorcycle (1) @ Rs. 10,000 each	10,000

D. Construction and Equipment for Primary Schools
 affiliated with Resource Center (50 Resource Center) 1,900,000

1. Classrooms (1/school)
 15' x 20' = 300 sqft. @
 Rs. 100/sqft. x 50 classrooms 1,500,000

2. Furniture 390,000

a. Furniture package without mats
 @ Rs. 4200/school 210,000

b. Desks (2 seater) (20) @ Rs. 180/
 desk 180,000

3. Instructional Materials 10,000

a. Textbooks (2 sets/school)
 @ Rs. 50/set 5,000

b. Teachers' Guides (2 sets/school)
 @ Rs. 50/set 5,000

II. Costs of setting up three Resource Center
 Complex (Female) 7,596,480

Costs of setting up one Resource Center Complex 2,532,160

A. Construction and Equipment in Resource
 Center 50,100

B. Training and Placement of Resource
 Center Supervisors 6,060

C. Provision of transport for supervisors 76,000

a. Jeep (1) @ Rs. 76,000 each 76,000

D. Construction and Equipment of Primary 1,900,000
 Schools affiliated with Resource Center
 (50/Resource Center) - See detail in I-D above

E. Construction of female residence 500,000
 (10/Resource Center Complex)
 1 res = 400 sqft. @ Rs. 50,000/res

125

III. Operating costs of four functioning Resource Center Complexes for one year (Male)		1,623,960
Costs of one Resource Center Complex		405,990
A. Resource Center Supervisors (2)		29,460
1. Salaries @ Rs. 730/mo x 12 mo	17,250	
2. TA/DA: Rs. 750/mo/Resource Center x 10 mo	7,500	
3. Peon Rs. 280/mo x 12 mo	3,360	
4. Vehicle operating costs	1,350	
a. Petrol	850	
b. Maintenance	500	
B. Primary School Teachers (75/Resource Center Complex)		374,100
1. Salary Rs. 399/mo x 12 mo	359,100	
2. TA/DA for training Rs. 50/4 day session x 4 sessions/yr	15,000	
C. Contingencies		2,430
IV. Operating costs of four functioning Resource Center Complex for one year (female)		1,348,056
Operating costs of one Resource Center Complex		449,352
A. Resource Center Supervisors (2)		39,222
1. Salary, TA/DA - (See III A above for details)	24,750	
2. Peon (1/Resource Center) Rs. 280/mo x 12 mo	3,360	

3. Vehicle operating costs	11,112
a. Petrol	3,400
b. Maintenance @ 5% of value	3,800
c. Driver	3,912
Rs. 326/mo x 12 mo	
B. Primary School Teachers	407,700
1. Salary, TA/DA (see III B for details)	374,100
2. Chowkidars (10/complex) Rs. 280/mo x 12 mo	33,600
C. Contingencies	2,430
V. Cost of Implementation Unit	724,680
VI. Studies and Experiments	1,568,160

DETAILED COST ESTIMATES - NWFP
(In Rupees)

ANNEX C-IV

I.	In-service training of 1500 primary school teachers	1,414,250
	A. Master trainers (22 for 2 weeks)	27,000
	1. Salary	
	@ Rs. 600/mo x 1/2 mo	13,200
	2. TA/DA	13,800
	@ Rs.627/training session	
	B. Primary School teachers (1500) 2 weeks	1,237,250
	1. Salary	299,250
	@ Rs.399/mo x 1/2 mo	
	2. TA/DA	938,000
	@ Rs.625/training session	
	C. Teaching materials (1 set/teacher)	150,000
	@ Rs.100/set	
II.	Placement of educational materials in 3000 schools	600,000
	A. Textbooks (2 set/school) @ Rs.50/set	300,000
	B. Teacher's guides (2 set/school) @ Rs.50/set	300,000
III.	Construction of two additional classrooms at 150 existing schools (16' x 25' = 400 sqft. @ Rs.100/sqft.)	12,000,000
	Cost/Classroom = Rs.40,000 x 2 classroom/school	
IV.	Construction of 10 residences for female teachers 400 sqft./res	500,000
	Cost/residence = Rs.50,000 including boundary wall:500,000	
V.	Costs of furniture for 500 primary schools	2,500,000 . 2,500,000
VI.	Cost of Implementation Unit	523,100
VII.	Cost of studies and experiment	1,275,120

ANNEX C-V**DETAILED COST ESTIMATES - BALUCHISTAN**
(In Rupees)

L. In-service training for 1000 teachers (2 weeks)		424,500
A. Salary @ Rs.399/mo x 1/2 mo	199,500	
B. TA/DA @ Rs.175/training session	175,000	
C. Provision of teachers' guides to each teacher (@ Rs.50/set)	50,000	
II. Training for 470 administrators		423,000
A. Salary (@ Rs.600/mo x 1/2 mo)	282,000	
B. TA/DA (@ Rs.300/training session)	141,000	
III. Provision of Textbooks to 42,000 students @ Rs.10/textbook	420,000	420,000
IV. Construction of 2 classrooms at 53 primary schools (Male)		2,862,000
15' x 18' = 270 sqft. @ Rs.100/sqft. = 27000/classroom Cost/building = 54,000		
V. Construction of 2 classrooms at 14 primary schools (Female)		1,456,000
A. Cost of classrooms (270 sqft. @ Rs.100/sqft x 2 x 14)	756,000	
B. Residence & boundary wall 400 sqft. @ Rs.50,000/res.	700,000	
VI. Placement of furniture at 100 schools @ Rs.5,000/package (See Annex)		500,000
VII. Implementation Units		233,000
VIII. Studies and Experiments		111,870

ANNEX-C VIDetailed Disbursement Schedule for Project
ActivitiesFederal Level (Rupees)

<u>Activity</u>	<u>6 months</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
Federal Level	<u>4,191,564</u>	<u>4,394,172</u>	<u>269,712</u>	<u>269,712</u>
1. Implementation Unit	<u>547,104</u>	<u>269,712</u>	<u>269,712</u>	<u>269,712</u>
Start up costs	457,200	-	-	-
Salaries	42,104	126,312	126,312	126,312
Allowances (TA/DA)	30,000	90,000	90,000	90,000
Other costs	17,800	53,400	53,400	53,400
2. Studies and Experiments*	<u>2,950,860</u>	<u>2,950,860</u>	<u>-</u>	<u>-</u>
3. Construction	<u>375,000</u>	<u>1,125,000</u>	<u>-</u>	<u>-</u>
Classroom	200,000	600,000	-	-
residences	175,000	525,000	-	-
4. Equipment & material	<u>270,000</u>	<u>-</u>	<u>-</u>	<u>-</u>
Furniture	250,000	-	-	-
Materials	20,000	-	-	-
5. In-service training	<u>48,600</u>	<u>48,600</u>	<u>-</u>	<u>-</u>

* Includes all funds for this category allocated to the provinces.

ANNEX - C-VIIDetailed Disbursement Schedule for Project Activities
Punjab (Rupees)

<u>Activity</u>	<u>6 month</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
Punjab	<u>5,182,816</u>	<u>22,378,848</u>	<u>10,626,548</u>	<u>10,626,548</u>
1. Implementation				
Unit	<u>357,816</u>	<u>205,548</u>	<u>205,548</u>	<u>205,548</u>
Start up costs	289,300	-	-	-
Salaries	36,316	108,948	108,948	108,948
Allowances	20,000	60,000	60,000	60,000
Other costs	12,200	36,600	36,600	36,600
2. Construction	<u>4,825,000</u>	<u>14,475,000</u>	<u>-</u>	<u>-</u>
Meeting rooms	3,000,000	9,000,000	-	-
residences	1,825,000	5,475,000	-	-
3. Equipment and material	<u>-</u>	<u>6,720,000</u>	<u>-</u>	<u>-</u>
Furniture	-	6,350,000	-	-
Materials	-	370,000	-	-
4. Supervisors	<u>-</u>	<u>30,950</u>	<u>431,400</u>	<u>431,400</u>
In-service training	-	20,000	-	-
Salaries	-	10,950	131,400	131,400
Allowances	-	-	300,000	300,000

- 2 -

ANNEX - C-VII

<u>Activity</u>	<u>6 month</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
5. Center School Teachers	-	247,350	793,200	793,200
In-service Training	-	187,500	-	-
Salaries	-	59,850	718,200	718,200
Allowances	-	-	75,000	75,000
6. Feeder School Teachers	-	-	8,996,400	8,996,400
In-service Training	-	-	378,000	378,000
Salary	-	-	8,618,400	8,618,400
7. Transportation for supervisors	-	700,000	200,000	200,000
Vehicles	-	700,000	-	-
Operations	-	-	200,000	200,000

Detailed Disbursement Schedule for Project Activities
Sind (Rupees)

<u>Activities</u>	<u>6 months</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
Sind	<u>3,353,870</u>	<u>12,533,450</u>	<u>1,636,263</u>	<u>1,636,263</u>
1. Implementation				
Unit	<u>276,870</u>	<u>149,310</u>	<u>149,310</u>	<u>149,310</u>
Start up costs	227,100	-	-	-
Salaries	23,770	71,310	71,310	71,310
Allowances	15,000	45,000	45,000	45,000
Others	11,000	33,000	33,000	33,000
2. Construction	<u>3,077,000</u>	<u>9,231,000</u>	<u>-</u>	<u>-</u>
Resource Center	77,000	231,000	-	-
Primary Schools	2,625,000	7,875,000	-	-
residences	375,000	1,125,000	-	-
3. Equipment & materials	<u>-</u>	<u>2,842,700</u>	<u>-</u>	<u>-</u>
Furniture	-	2,772,700	-	-
Materials	-	70,000	-	-
4. Supervisors	<u>-</u>	<u>42,440</u>	<u>99,330</u>	<u>99,330</u>
In-service Training	-	22,000	-	-
Salaries	-	20,440	61,320	61,320
Allowances	-	-	38,010	38,010

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ANNEX-C-VIII

<u>Activity</u>	<u>6 months</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
5. Primary School teachers	-	-	1,368,255	1,368,255
Salary	=	-	1,256,850	1,256,850
Allowances (TA/DA) -		-	111,405	111,405
6. Transportation for supervisor	-	268,000	19,368	19,368
Vehicles	-	268,000	-	-
Operation	-	-	19,368	19,368

ANNEX - C-IX

<u>Activity</u>	<u>6 months</u>	<u>12 months</u>	<u>18 months</u>	<u>24 months</u>
NWFP	<u>5,261,537</u>	<u>12,054,361</u>	<u>110,736</u>	<u>110,736</u>
1. In-service teacher training	<u>720,625</u>	<u>693,625</u>	<u>-</u>	<u>-</u>
Salary	162,825	149,625	-	-
Allowances	482,800	469,000	-	-
Materials	75,000	75,000	-	-
2. Educational Materials	600,000	-	-	-
3. Constructions	<u>3,125,000</u>	<u>9,375,000</u>	<u>-</u>	<u>-</u>
Classroom	3,000,000	9,000,000	-	-
Residences	125,000	375,000	-	-
4. Furniture	<u>625,000</u>	<u>1,875,000</u>	<u>-</u>	<u>-</u>
5. Implementation	<u>190,912</u>	<u>110,736</u>	<u>110,736</u>	<u>110,736</u>
Startup costs	154,000	-	-	-
Salaries	18,412	55,236	55,236	55,236
Allowances	7,500	22,500	22,500	22,500
Other	11,000	33,000	33,000	33,000
6. Implementation Unit Startup Cost	<u>83,050</u>	<u>55,350</u>	<u>55,350</u>	<u>55,350</u>
Salaries	11,660	34,980	34,980	34,980
Allowances	5,830	17,490	17,490	17,490
Other	960	2,880	2,880	2,880

ANNEX C-X

Detailed Disbursement Schedule for Project Activities
Baluchistan (Rupees)

<u>Activity</u>	<u>6 months</u> 1	<u>12 months</u> 2	<u>18 months</u> 3	<u>24 months</u> 4
Baluchistan	<u>2, 256, 300</u>	<u>3, 967, 600</u>	55, 350	55, 350
I. In-service teacher training	212, 250	212, 250	-	-
Salary	99, 750	99, 750	-	-
Allowances	87, 500	87, 500	-	-
Materials	25, 000	25, 000	-	-
II. Training of Administrators	<u>211, 500</u>	<u>211, 500</u>	-	-
Salary	141, 000	141, 000	-	-
Allowances	70, 500	70, 500	-	-
III. Textbooks	<u>420, 000</u>	-	-	-
IV. Construction	<u>1, 079, 500</u>	<u>3, 238, 500</u>	-	-
Classrooms	904, 500	2, 713, 500	-	-
Residences	175, 000	525, 000	-	-
V. Furniture	<u>250, 000</u>	<u>250, 000</u>	-	-

***ANNUAL DEVELOPMENT PROGRAM BUDGET
DATA FOR 1977-78**

DEVELOPMENT EXPENDITURE

The Annual Development Programme, for the public sector, for 1977-78 seeks to make speedy completion of existing ongoing projects in order to bring them on production stream as quickly as possible. In view of the resource constraint, the Annual Development Programme for 1977-78 has been framed in the light of the following main guide-lines and objectives:-

- (i) The programme for 1977-78 should fully provide for on-going projects which are in an advanced stage of execution and other key programmes related to output in the short run.
- (ii) Other Projects and Programmes which have not yet reached an advanced stage of execution should be deferred or restrained. Long term commitments on projects which have not yet been started should be avoided and resources should be concentrated on immediately productive programmes to protect production goals. Efforts should be made to increase efficiency in implementation and utilization of existing capacity.
- (iii) Priority should be given to foreign aided projects, which are in consonance with our national objectives, since any reduction in the expenditure on aided projects would also tend to reduce the resource availability.
- (iv) No new projects should be undertaken unless it is inescapable. Decision for starting any new projects should be taken at a high level.
- (v) In view of the importance of agricultural production to the economy the investment in Agriculture (particularly on agricultural inputs) has been increased.

*Taken from Government of Pakistan official publication.

- (vi) The unavoidable requirements of the Karachi Steel Mills and associated infrastructure have to be met. Programmes for cement and fertilizer production, development of oil and gas fields and power generation and distribution have to be protected.
- (vii) Social Sectors would get the existing level of allocation implying a postponement of overall targets for Health and Primary Education coverage. However, within the existing sectoral allocations, primary education and rural health programme have been given higher allocations.

Size and Sectoral Programmes:

The size of the Annual Development Programme has been fixed at Rs. 21,000 million for 1977-78. It is proposed to distribute this allocation as follows:

	Rs. in million
a. Federal Governments	13,350
b. Provincial Governments	<u>3,650</u>
	Total (a&b) 17,000
c. Semi-Public Investment	<u>4,000</u>
	Grand Total <u>21,000</u>

The following are the Provincial allocations:-

Province	Rs. in million
Punjab	1,988
Sind	743
N. W. F. P.	617
Baluchistan	<u>302</u>
	Total <u>3,650</u>

It is expected that the Provincial ADPs will provide adequate funds for important ongoing projects and other obligatory expenditures. It is necessary for the Provincial Governments to ensure that their ADPs make adequate provisions for:-

- (a) Important ongoing projects;
- (b) Foreign Aided projects to be reflected in the Provincial ADPs;
- (c) Primary Education;
- (d) Rural Health Programme;
- (e) Ground Plant Protection; and
- (f) Rural Water Supply

In the past the Provincial Governments have found it difficult to follow these priorities. It is, therefore, proposed to lay down more rigid and inflexible arrangements for release of funds related to the observance of accepted priorities. An amount of Rs.660 million has been earmarked during 1977-78 for ground plant protection, rural water supply and sanitation, primary education and rural health programme in the four Provinces. This allocation is proposed to be provided as grant which can only be used for specified purposes.

It may be noted that out of the net total programme of the Federal Government of Rs.13,350 million, an amount of Rs.170 million would be given to the Provinces for flood protection and Rs.70 million for primary education as foreign assistance. The latter amount would be passed on by the Education Division to the Provincial Governments. It would be available to the Provinces on the basis of growth in their own resources allocated for primary education. This special allocation would actually be used by the Provinces in addition to their normal ADPs. Thus it should enable the Provinces to make larger allocation for primary education for achieving national objectives without affecting their other programmes. Similar consideration would apply to Federal assistance for flood protection programme in the Provinces.

The share of the Mass Media Sector has increased from 0.8 per cent in 1976-77 to 1.2 per cent in 1977-78. PBC has been allocated Rs.554 million and PTV Rs.986 million.

Education and Training:

The share of the Education and Training Sector has increased from 1.8 per cent in 1976-77 to 2.1 per cent in 1977-78. The allocations for all the sub-sectors have been reduced except Primary Education. An amount of Rs. 70 million provided by US AID for developmental activity relating to Primary Education in the Provinces is shown in the Federal ADP but would be used by the Provinces.

Health and Population Planning:

The share of the Health Sector has decreased from 3.2 per cent in 1976-77 to 2.3 per cent in 1977-78. The Provincial Governments would be required to provide adequate funds for rural health programmes to implement the policy for expansion of health services in rural areas. Out of Rs. 333 million in the Federal Programme, an amount of Rs. 40 million has been provided for Bolax Medical College, Rs. 210 million for Malaria Eradication Programme and Rs. 10 million for Islamabad Hospital. An allocation of Rs. 243 million has been made for Population Planning Programme which is just at the 1976-77 level.

Other Sectors:

Among other sectors, an allocation of Rs. 5 million has been provided for Social Welfare which is mainly meant for grants-in-aid for Social Welfare Education as well as financial assistance to Social Welfare agencies. For PWP an amount of Rs. 10 million has been provided. Manpower and Employment has been allocated Rs. 9 million which includes Rs. 5 million for NDVP. The following allocations have been made for Special Areas:-

	(Rs. in million)
FATA	168
FATADC	59
Azad Kashmir	129
Northern Areas	66

The other two major projects, namely Earthquake Relief and Reconstruction Programme and Sports Complex have been allocated an amount of Rs. 60 million and Rs. 75 million respectively. In addition Rs. 50 million will be available for Earthquake Relief and Reconstruction Programme as a carry over of the unutilized funds from 1976-77.

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IMPLEMENTATION MACHINERYi) FEDERAL IMPLEMENTATION UNITA. SALARIES

<u>S.No.</u>	<u>Name of Post</u>	<u>No.</u>	<u>NPS</u>	<u>Monthly Salary</u>	<u>Pay for 20 months</u>
1.	Chief	1	20	2,500	50,000
2.	Deputy Chief Operation	1	19	2,000	40,000
3.	Deputy Chief (Research, Planning Evaluation)	1	19	2,000	40,000
4.	Deputy Chief (Architect) (Design Building and other facilities)	1	19	2,000	40,000
5.	Deputy Chief (Financing, Accounting)	1	19	2,000	40,000
6.	Research Officer (Statistics)	1	17	1,000	20,000
7.	Research Officer (Engineer) Construction.	1	17	1,000	20,000
8.	Research Officer (Instructional Materials)	1	17	1,000	20,000
9.	Research Officer (Inservice Education)	1	17	1,000	20,000
10.	Research Officer (Evaluation)	1	17	1,000	20,000
11.	Overseer	1	12	600	12,000
12.	Draftsman	1	10	520	10,400
13.	Accountant	1	10	520	10,400
14.	Stenographer	1	10	520	10,400
15.	Stenotypists	3	8	514	30,840
16.	Typist (Urdu)	1	8	514	10,280
17.	Junior Clerks	3	5	350	21,000
18.	Driver	1	3	326	6,520
19.	Sweeper	1	1	280	5,600
20.	Chawkidar	1	1	280	5,600
21.	Peons	5	1	280	28,000
				Total:	461,040
E. Allowances, TA/DA & Honoraria etc.					300,000

C. Other Recurring Expenses

1.	Cost of Petrol and Maintenance of Vehicle	30,000
2.	Rent of Office	48,000
3.	Stationary, telephone, postage, etc.	100,000
Total:		178,000

D. EQUIPMENT AND FURNITURE

<u>S.No.</u>	<u>Item</u>	<u>Quantity</u>	<u>Unit Cost</u>	<u>Total</u>
1.	Typewriters (Electric)	5	Rs. 10,000	Rs. 50,000
2.	Stencil Scanner	1	25,000	25,000
3.	Photocopying Machine, Plain Paper	1	75,000	75,000
4.	Calculators	4	2,000	3,000
5.	Project Vehicle	1	100,000	100,000
6.	Bicycles	2	700	1,400
7.	Officers Tables	9	1,000	9,000
8.	Officers Chairs	9	500	4,500
9.	Office Tables	10	500	5,000
10.	Office Chairs	40	100	4,000
11.	Steel Almirah	10	1,000	10,000
12.	Steel Cabinets	9	700	6,300
13.	Drawing Tables with adjustment machines	3	2,000	6,000
14.	Drawing Instruments	3 sets	1,000	3,000
15.	Ammonia Printing Machine	1	40,000	40,000
16.	Blue Print Paper			20,000
17.	Tracing Paper			20,000
18.	Drawing Papers etc.			20,000
19.	Furnishing, Curtains, mats, etc.			50,000

Total Rs.

457,200

A = Rs. 461,040

B = 300,000

C = 178,000

D = 457,200Grand Total: 1,396,240

SUB-IMPLEMENTATION UNIT (PUNJAB)A - SALARIES

<u>S.No.</u>	<u>Name of Post</u>	<u>No.</u>	<u>NPS</u>	<u>Monthly Salary</u>	<u>Pay for 20 Months</u>
1.	Project Director	1	19	2,450	49,000
2.	Deputy Director(Engineer)	1	18	1,850	37,000
3.	Research Officers	5	17	1,210	121,000
4.	Overseer	1	12	600	12,000
5.	Stenographer	1	10	520	10,400
6.	Stenotypists	3	8	514	30,840
7.	Accountant	1	10	520	10,400
8.	Junior Clerks	2	5	350	14,000
9.	Craftsman	1	10	520	10,000
10.	Peons	8	1	280	44,800
11.	Chawkidar	1	1	280	5,600
12.	Sweeper	1	1	280	5,600
13.	Waterman	1	1	280	5,600
14.	Driver	1	3	325	6,520
				Total:	363,160

B - Allowance, TA/DA & Honoraria etc. Rs. 200,000

C - Other Recurring Expenses.

1. Cost of Petrol and Maintenance of Vehicles.	24,000
2. Rent for Office	48,000
3. Stationary, telephone charges, postage, repairs etc. gas, electricity etc.	50,000

Total: 122,000

I - EQUIPMENT ETC.

<u>S.No.</u>	<u>Article</u>	<u>No.</u>	<u>Rate</u>	<u>Total</u>
1.	Vehicle	1	Rs.95, 000	Rs. 95, 000
2.	Cycles	2	700	1, 400
3.	Plain Paper (Copier)	1	65, 000	65, 000
4.	Duplicator	1	20, 000	20, 000
5.	Typewriter (English)	5	6, 000	30, 000
6.	Typewriter (Urdu)	1	6, 000	6, 000
7.	Officer's Table	7	1, 000	7, 000
8.	Officer's Chairs	7	200	1, 400
9.	Office Table	9	500	4, 500
10.	Office Chairs	36	100	3, 600
11.	Steel Almirahs	8	1, 000	8, 000
12.	Steel Cabinets	9	700	6, 300
13.	Racks	9	300	2, 700
14.	Calculator with Printer	2	3, 000	6, 000
15.	Calculator (Pocket)	8	300	2, 400
16.	Furnishings, Curtains etc.	-	-	30, 000
			Total:	289, 300

GRAND TOTAL FOR IMPLEMENTATION UNIT

A	=	Rs.363, 160
B	=	Rs. 200, 000
C	=	Rs. 122, 000
E	=	Rs. 289, 300
Total:		Rs. 974, 460

IMPLEMENTATION UNIT (SIND)
STAFF

A. SALARIES

<u>S.No.</u>	<u>Staff</u>	<u>NPS</u>	<u>No.</u>	<u>Salary per Month</u>	<u>Salary for 20 months</u>
1.	Project Director	19	1	Rs.2,450	Rs.49,000
2.	Deputy Director (one Engineer)	18	1	2,000	40,000
3.	Research Officer	17	2	1,200	24,000
4.	Overseer	12	1	600	12,000
5.	Draftsman	10	1	550	11,000
6.	Accountant	10	1	550	11,000
7.	Stenographer	10	1	550	11,000
8.	Typist (English)	7	2	500	20,000
9.	Junior Clerk	5	2	350	14,000
10.	Driver	3	1	325	6,500
11.	Peons	1	5	280	28,000
12.	Chowkidar	1	1	280	5,600
13.	Sweeper	1	1	280	5,600

Total: 237,700

150,000

B. ALLOWANCES, T. A. /D. A.**C. OTHER RECURRING EXPENSES.**

1. Cost of Petrol and maintenance of vehicle	24,000
2. Rent of Office	36,000
3. Stationery, telephone, postage, etc.	50,000

D. FURNITURE AND EQUIPMENT

<u>Qty.</u>	<u>Amount</u>
<u>Furniture</u>	
1. Office Table standard size steel @ Rs.700/each	10 Rs. 7,000
2. Almirah Steel @ Rs.800/each	12 9,600
3. Office Chairs @ Rs.200/- each	36 10,000
4. Stools @ Rs.60/- each	5 300
5. Office racks steel @ Rs.600/- each	15 9,000
Total:	36,100

Equipment

1. Duplicating Machine Automatic, 420 Model	1 20,000
2. Gestetner @ Rs.20,000/- each	1 25,000
2. Photostat Machine (Photo copier) full scape size 220 volt 5 cycle with voltage) @ Rs.25,000/-	1 5,000
3. Photo Stat Rolls	2 15,000
4. Typewriter (English)	2 1,000
5. Calculator	1 100,000
6. Diesel Operated Van	- 25,000
7. Furnishings etc.	-
Total:	191,000

GRAND TOTAL: 724,800

SUB-IMPLEMENTATION UNIT (NWFP)a. NON-DEVELOPMENT EXPENDITUREA. SALARIES

<u>S.No.</u>	<u>Post</u>	<u>No.</u>	<u>NPS</u>	<u>Pay</u>	<u>Pay for 20 months</u>
1.	Project Director	1	19	2,250	45,000
2.	Deputy Director (Engineer)	1	18	2,000	40,000
3.	Research Officer	1	17	1,200	24,000
4.	Overseer	1	11	430	8,600
5.	Draftsman	1	11	430	8,600
6.	Accountant	1	12	460	9,200
7.	Stenotypist	2	10	410	16,400
8.	Typist	1	5	290	5,800
9.	Peon	4	1	250	20,000
10.	Driver	1	3	326	6,520

Total Rs. 124,120

B. ALLOWANCE, T. A. /D. A. HONRARIA ETC.

75,000

C. OTHER RECURRING EXPENDITURE

1. Cost of Petrol & maintenance of vehicle	24,000
2. Rent of Office	36,000
3. Stationary, telephone, postage, etc.	50,000

Total: 369,120

D. DEVELOPMENT EXPENDITURE:

<u>Item</u>	<u>Unit Cost</u>	<u>QTY</u>	<u>Total Cost</u>
Officers tables	Rs. 1,000	2	2,000
Officers Chairs	100	20	2,000
Office Table	400	5	2,000
Steel Almirahs	700	4	2,800
Steel Cabinets	700	2	1,400
Typewriters	7,000	2	14,000
Duplicating Machine	20,000	1	20,000
Diesel Ford Van			100,000
Furnishings etc.			25,000
			<u>154,000</u>

Total Rs.

GRAND TOTAL:523,120

SUB-IMPLEMENTATION UNIT (BALUCHISTAN)

a. NON-DEVELOPMENT EXPENDITURE:

<u>S. No.</u>	<u>Post</u>	<u>No.</u>	<u>NFS</u>	<u>Pay</u>	<u>Pay for 20 months</u>
1.	Project Director	1	19	2,250	45,000
2.	Assistant Engineer	1	17	900	18,000
3.	Overseer	1	11	430	3,600
4.	Draftsman	1	11	430	3,600
5.	Accountant	1	12	460	9,200
6.	Stenotypist	2	10	410	16,400
7.	Typist	4	5	250	5,000
8.	Peon	4	1	250	5,000
					Rs. 116,600
Additional 50% as allowance					<u>58,300</u>
Total:					<u>174,900</u>

b) DEVELOPMENT EXPENDITURE

<u>Item</u>	<u>Unit Cost</u>	<u>Qty.</u>	<u>Total Cost</u>
1. Officers Tables	Rs. 1,000	2	2,000
2. Officers Chairs	100	20	2,000
3. Office Tables	400	6	2,400
4. Steel Almirahs	700	4	2,800
5. Steel Cabinets	700	2	1,400
6. Typewriters	7,000	2	14,000
7. Stationery	-	-	20,000
8. Duplicating Machine	20,000	1	20,000
Total Rs.			49,000
Contingencies			9,600
Total:			<u>53,100</u>
GRAND TOTAL			<u>233,000</u>

ANNEX C-XIIIESTIMATED COST OF TECHNICAL ASSISTANCE AND STUDY TOURS

<u>Assistance</u>	<u>Year One</u>	<u>Year Two</u>	<u>Total</u>
1 Long Term Contract Advisors @ \$80,000/yr x 20 months	\$66,670	\$66,670	\$133,340
1 Long Term FASA Advisor @ \$80,000/yr x 24 months	80,000	80,000	160,000
7 Short Term Consultants @ \$900/wk x 3 wks	25,200	25,200	50,400
1 Short Term Evaluation Consultant @ \$900/wk x 3 wks	2,700	2,700	5,400
2 Observation Study Tours (Indonesia and Philippines)	15,000	-	15,000
	139,570	174,570	364,140
10% / year inflation	18,957	36,660	55,617
20% Contingency	37,914	34,914	72,828
Total:	5,441	246,144	492,585

CONSTRUCTION OF GOVT. GIRLS PRIMARY SCHOOL BUILDINGS
WITH
LADY TEACHERS' QUARTER AND BOUNDARY WALL

SUMMARY OF ESTIMATED COST

i) School building (as in Boys Schools)	=	Rs. 45,000
ii) Lady Teachers' quarter	=	Rs. 33,300
iii) Boundary Wall	=	Rs. 20,000
Total :	=	<u>Rs. 98,300</u>
Say	=	<u>Rs. 98,300</u>

Construction of Primary School Building for Girls'
Teachers Quarters'

Abstract of Cost

S.No. ' Description	Quantity	Rate per Unit	Amount
1. Excavation	1234.00 Cft.	28.35% Cft.	356.00
2. P.C.C. 1:4:8 in foundation	413.25 Cft.	207% Cft.	855.00
3. Brick masonry in 1:3:5 in foundation and plinth	648.05 Cft.	270% Cft.	1751.00
4. P.C.C. 1:2:4 plinth level	96.75 Cft.	5.5% Cft.	532.00
5. Brick masonry 1:3:6 in superstructure	346.40 Cft.	270% cft.	2285.00
6. R.C.C. lental and beam 1:2:4	64.00 Cft	5.5	352.00
7. R.C.C. Column 1:2:4	73.40 Cft.	5.5	403.00
8. R.C.C. Roof slab	171.00 Cft.	5.5	941.00
9. R.C.C. 1:4:8 in band cover	224.00 Cft.	207%	464.00
10. P.C.C, 1:2:4 in flooring tapping	112.00 Cft.	26%	301.00
11. Deodar wood door and window	136.5 Cft.	607%	885.00
12. Cement plaster 1/2" thick	1703.5 Sft.	172%	293.00
13. White Washing 3 coats	1703.5 Sft.	3% Sft.	51.00
14. Painting wood work	217.00 Sft	16.5%	36.00
15. Wire gauze proof window	28.00 Sft.	1.2% Sft.	34.00
16. M.S. Bars reinforcement	18.0 got 73 C.W.T.		1314.00
17. Fire place	2.00 job	200	400.00
18. Earth filling	288.0 Cft.	4.8%	14.00
			<u>11272.00</u>
		200%	<u>22544.00</u>
			<u>33816.00</u>

ANNEX C-XIV

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1.	Excavation Long walls	2	34.25	3	3	616.50 cft.
	Small walls	4	11.25	3	3	405.00 "
	Combine wall Kit, Bath, Lat	1	19.05	3	3	173.25 "
	Center wall Bath, Lat	1	5	3	3	45.00 "
				Total		<u>12,340.00 "</u>
2.	P.C.C. 1:4:8 in foundation					
	Long walls,	2	34.25	3	1	205.5
	Small wall	4	11.25	3	1	135.0
	Combine wall Kit Bath, lat	1	19.25	3	1	57.75
	Center wall Bath, lat	1	5	3	1	15.00
				Total		<u>413.25 cft.</u>
3.	Block masonry 1:3:6 in foundation & plinth.					
	Long wall 1st step.	2	33.25	2	1	133.00
	2nd step	2	33	1.5	2	198.00
	Small walls 1st step	4	10.25	2	1	82.00
	2nd step	4	10	1.5	2	120.00
	Combine wall Kit, Bath, Lat	1				
	1st step	1	18.25	2	1	36.50
	2nd step	1	18	1.5	2	54.00
	Center wall Bath, lat	1	5	2	1	10.00
		1	5	1.5	2	15.00
				Total		<u>648.50 cft.</u>

4. R.C.C. 1:2:4 plinth level					
Long walls	2	33	1.50	.5	49.50 cft.
Small walls	4	10	1.50	.5	30.00 "
Combine wall	1	18	1.50	.5	13.50 "
Center wall Bath, lat	1	5	1.50	.5	3.75 "
			Total		<u>96.75 cft.</u>
5. a. Block masonry					
1:3:6 in sup. structure					
Long wall	2	31.5	.75	10	472.5 cft.
Small wall	3	10.5	.75	10	236.25 "
Combined wall	1	20	.75	10	150.00 "
Center wall of Kit, Bath, lat	2	60	.75	10	90.00
			Total		<u>948.75 cft.</u>
b. Deodar door and windows					
Door	2	4	.75	4	42.00'
Bath, Kit, lat	3	2.5	.75	7	39.37
Window room	1	5	.75	4	15.00
Kit	1	2	.75	4	6.00
			Total		<u>102.37 cft.</u>
Net = 948.75 - 102.37 =					
6. R.C.C. Lintel & beam 1:2:4					
on Long walls	2	33	.75	.75	37.00
Small walls	4	12	.75	.75	27.00
			Total		<u>64.00</u>

7.	R.C.C. 1:2:4	9	.75	.75	14.5	<u>73.40 cft.</u>
8.	R.C.C. Roof slabs					
	Roof and ver:	1	22	16	3/8	132.00 cft.
	Bath, lat	1	13	8	3/8	39.00 cft.
					Total	<u>171.00 cft.</u>
9.	P.C.C. 1:4:8 in hard cover					
	room	1	14	12	.5	84.00 cft.
	ver, Kit	1	14	8	.5	56.00 "
	Bath, lat balcony	1	14	12	.5	84.00 "
					Total	<u>224.00 cft.</u>
10.	P.C.C. 1:2:4 in flooring					
	Tapping					
	Room	1	14	12	.25	42.00
	Ver, Kit	1	14	8	.25	28.00
	Bath, Lat Balcony	1	14	12	.25	42.00
					Total	<u>112.00 cft.</u>
11.	Deodar wook doors & Windows.					
	Door	2	4	-	7.	56.00
	Windows	3	2.5.	-	7	52.50
		1	5	-	4	20.00
		1	2	-	4	8.00
					Total	<u>136.50 cft.</u>

12. Cement plaster 1/2" thick

(1:4) Room	2	14	-	10	280.00 cft.
	2	12	-	10	240.00 "
Ver: balcony	2	8	-	10	160.00 "
	2	20	-	10	400.00 "
Kit	2	8	-	10	160.00 "
	2	6	-	10	240.00 "
Bath, Lat.	4	6	-	10	240.00 "
	4	6	-	10	240.00 "
				Total	<u>1,840.00</u>

Deduction of door and windows

= 1,840.00 - 136.50 =

1,703.50 sft.

13. White washing 3 coat, and as item No. 12 =

1,703.50 sft.

14. Painting wood work

Door	1x2	4	-	7	56.00
	2x5	2.5	-	7	105.00
Windows	2x1	5	-	4	40.00
	2x1	2	-	4	16.00
				Total	<u>217.00 sft.</u>

15. Wire Gauze Flyproof

Window	1	5	-	4	20.00
	1	2	-	4	8.00
				Total	<u>28.00 sft.</u>

16. M.S. Bars for reinforcement
= 405x5 = 2075. lbs.

18.00 C.W. T

17. Fire places

2 - - - 2.00 job

18. Earth filling

1 32 12 .75 288.00 cft.
Total 288.00 cft.

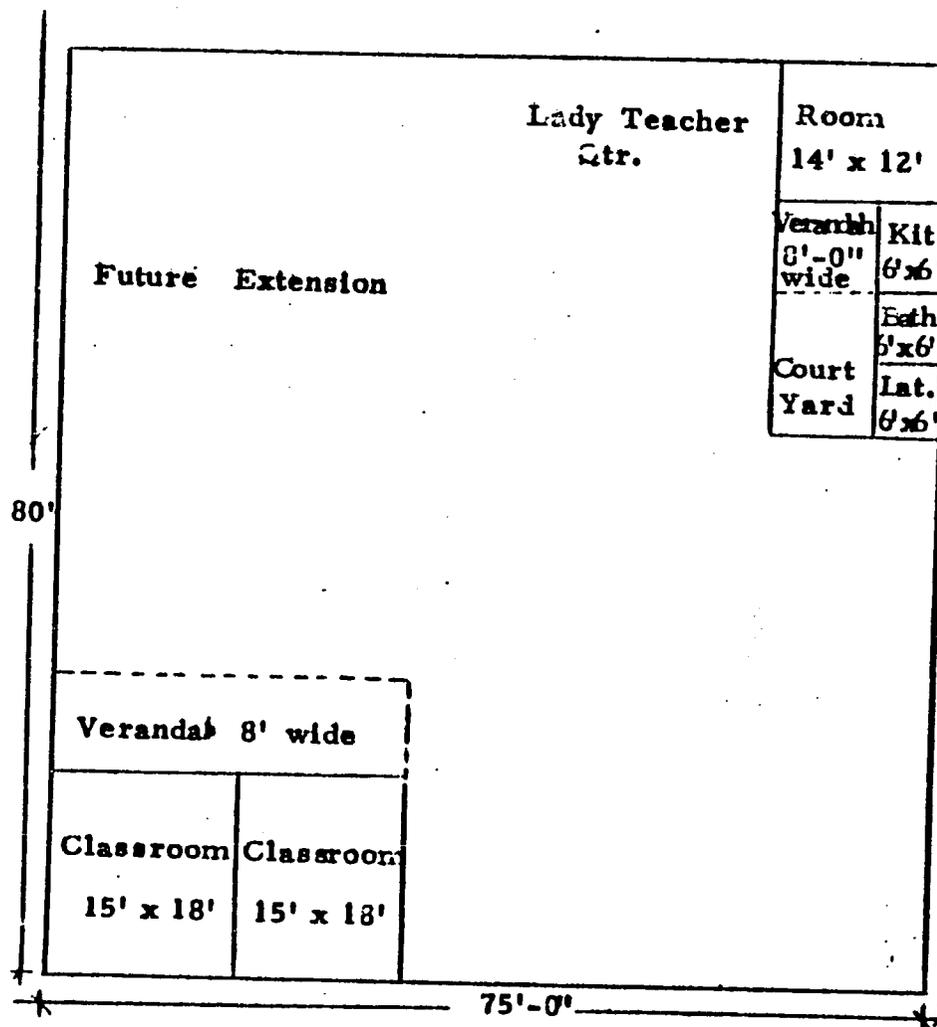
Estimates of Boundary Wall

1. Excavation of foundation.	960 cft. 35/80 % cft: = 35.00
2. P.C.C. in foundation	480 cft. 269/00 c. cft: =1220.00
3. B.B. in foundation.	960 cft. 175/- c. cft. =1660.00
4. P.C.C. in plinth	240 cft: 269/- c. cft. = 645.00
5. B.B. in superstructure.	1260 cft. 173/- c. cft. =2179.00
	5639.00
	Add: 250% above. 14297.00
	<u>Total:- 19,936.00</u>
	Say..... 20,000.00

.....

LINE PLAN FOR GIRLS SCHOOLS IN BALUCHISTAN

Scale 1" = 16 Ft.

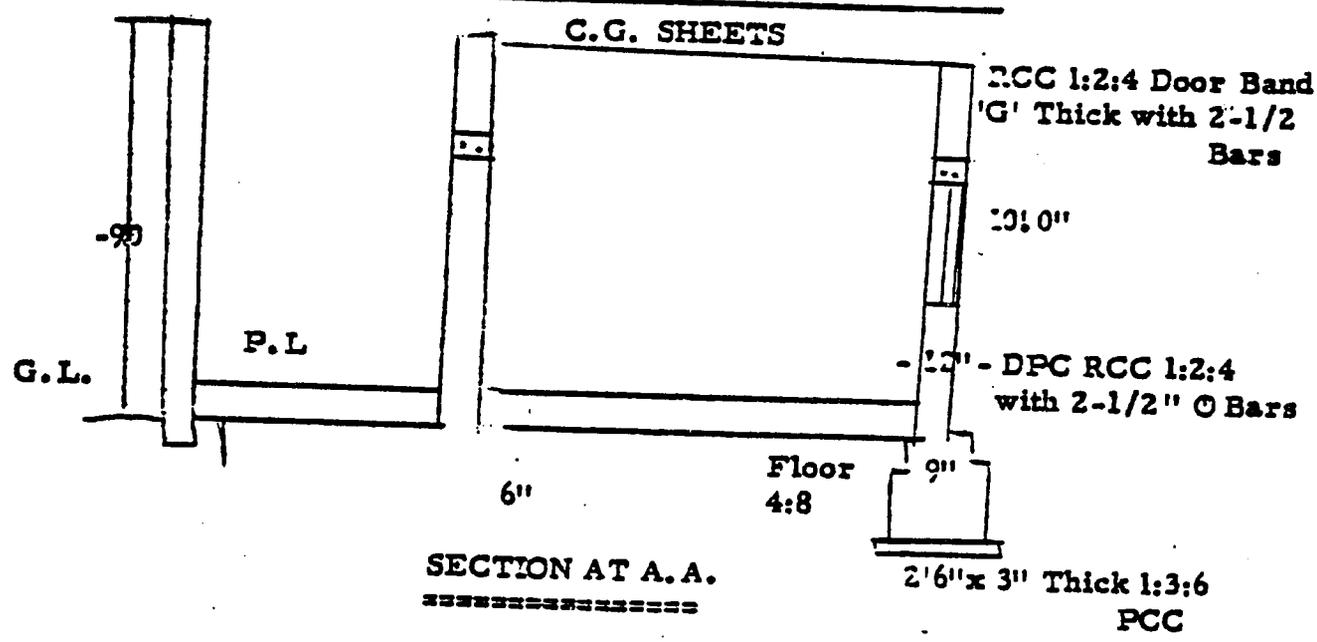


Plinth Area Schools 924 Sft.

Plinth Area Qtr. 446 "

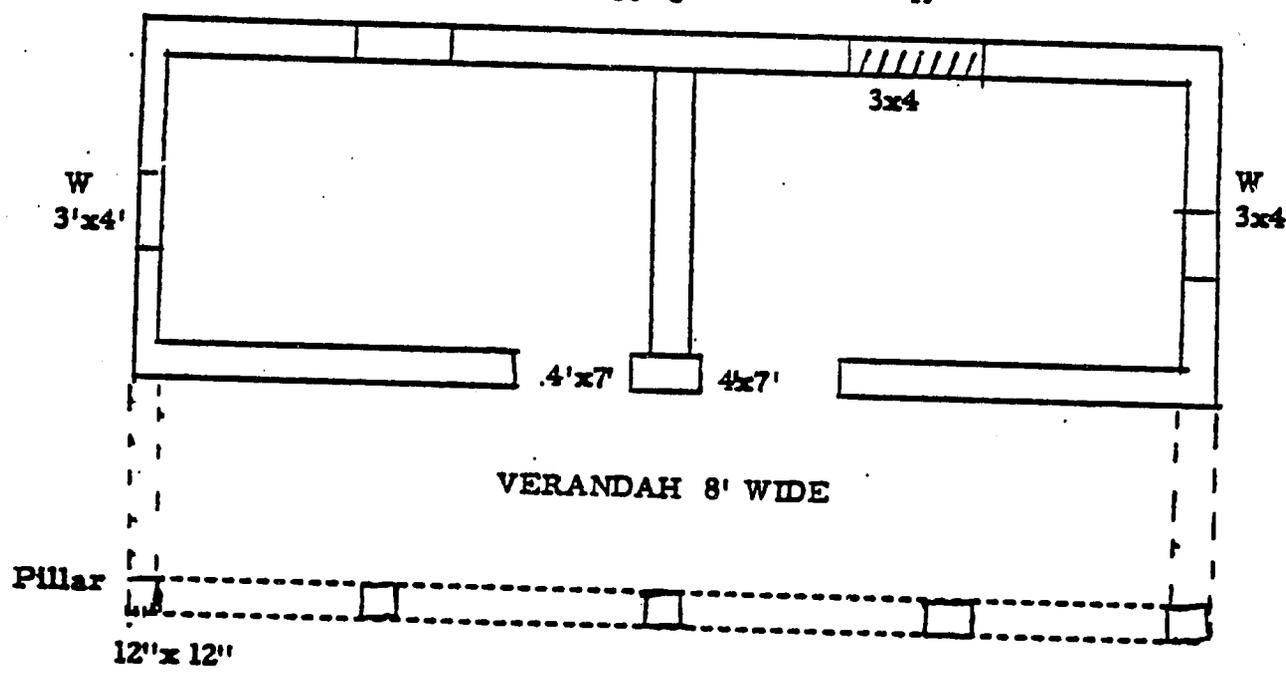
Total : 1370 Sft.

LINE PLAN OF LOW COST PRIMARY SCHOOLS



--33' 0"----

A



PLAN

ANNEX C XV

LIST OF FURNITURE AND EQUIPMENT

<u>ITEM</u>	<u>QUANTITY</u>	<u>RATE</u> Rs.	<u>AMOUNT</u> Rs.	<u>REMARKS</u>
1. Mats (Tat)	16	50/-	800/-	
2. Black Boards	2	200/-	400/-	
3. Wooden Almirah (upper shelf glass)	1	600/-	600/-	
4. Chairs without arms	2	100/-	200/-	
5. Tables Size 3'x2'x3'	2	200/-	400/-	
6. Time piece	1	150/-	150/-	
7. Ball Frame,	2	50/-	100/-	
8. Maps	10	15/-	150/-	
9. Globe	1	100/-	100/-	
10. Charts	10	5/-	50/-	
11. Library Books	-	700/-	700/-	
12. Wooden Box	1	50/-	50/-	
13. Radio Set.	1	500/-	500/-	
14. Sports Equipment Musical instrument and Agriculture Kit	1 set	500/-	500/-	Details at Annex....
Total:			<u>5,000/-</u>	

LIST OF AGRICULTURE KIT

1. Flower pot	2	2/-	30/-
2. Seeds (Crops, Fruits, Flowers)		20/- per School	20/-
3. Fountain	1	30/-	30/-
4. Kassi	2	10/-	20/-
5. Caranti	3	5/-	15/-
6. Khurpa	5	5/-	15/-
7. Bucket	3	10/-	30/-
8. Tashla	5	10/-	50/-
9. Knife	3	5/-	15/-
Total:			<u>225/-</u>

LIST OF GLOBES/MAPS

1. Globe World	1
2/ Pakistan Physical	3(means of communication Industries, Agriculture).
3. Pakistan Political	1
4. Province Physical	2
5. Province Political	2
6. District	1
Total	<u>10</u>

LIST OF CHARTS

1. Urdu	2
2. Arithmetic	2
3. Social Studies	2
4. Science	2
5. General Knowledge	2
Total:	<u>10</u>

LIBRARY BOOKS

a. Other children's book one per child and Box Rs. 70000

SPORTS EQUIPMENT

<u>Item</u>	<u>Qty</u>	<u>Rate</u>	<u>Amount</u>
1. Football	2	40/-	80/-
2. Inflator	1	16/-	16/-
3. Skipping Ropes	8	10/-	80/-
4. Rope and wooden seat for Swings.	1	50/-	50/-
5. Rubber rings	3	8/-	24/-
Total:			<u>250/-</u>

DETAILED SOCIAL ANALYSIS

Introduction

Examination of the sociocultural feasibility of a proposed project involves determining the beneficiaries of the project, the relationship of the proposed intervention to existing social patterns and cultural values, and the degree of compatibility or adaptability between important cultural traditions and social relationships and the changes which the project will bring.

In the Rural Primary Education project there are, in fact, four separate provincially-administered plans and one plan for the Federal government level. Each plan is based upon an existing Department of Education, whose bureaucratic organization extends from the provincial capital down to the individual rural primary school. The administrative procedures within these bureaucracies, are discussed in detail in the Technical Analysis and Implementation Arrangements Sections of the Project Paper. However, certain aspects of their structure, which reflect important aspects of the larger culture, are also examined in this annex.

I. The Socio-cultural Setting

Pakistan is the tenth most populous nation in the world, and one of the poorest. Her 74 million people occupy a land area slightly smaller than Texas and Louisiana combined (310,403 sq. miles, vs. 315,861 sq. miles), centered upon the 1000 mile-long Indus River Basin. Three-quarters of the population live in Pakistan's 43,000 villages, clustered (densely in areas under irrigation). Current population growth is estimated at 3% per year; 47% of the population is under age 15. It is probable that Pakistan's population will double before 1997, reducing still further a ratio of population to cultivated land which now stands at approximately half an acre per person.

Pakistan's economy is based on farming; most of her 3.7 million farms are subsistence holdings of under 12-1/2 acres. Yields of major cereals -- wheat and rice -- have increased dramatically since 1967, but are still very low. Rural infrastructure, which

might be expected to encourage shifts from subsistence to market-oriented production, is undeveloped. Only 16% of Pakistan's villages lie on all-weather roads; about the same number are electrified; and the overall literacy rate stands at about 19%.

The four major regions of Pakistan: Punjab, Sind, Baluchistan and the Northwest Frontier Province are distinguished by separate languages and distinctive ethnic groups. Punjabi is spoken by approximately 60% of the population; Sindhi by 13%, Pushto by 8% and Baluchi by 2%. Minor languages include Shina and Burushaski in the Federally administered Northern areas and Brahui in Baluchistan. Urdu, the official national language, is the mother tongue of only 8% of the population, but is in common use as a lingua franca. It is nonetheless the sign of the alien in many places. The language of higher-level administration is English. The result of this language pluralism is that training of teachers, particularly primary teachers must be language specific. Such specificity is essential to reach the target group, who are the least cosmopolitan of the population in most cases. The District Education Officer (DEO) is responsible for primary school teacher recruitment, and this local recruitment is an important plus in the system. Nonetheless, recruitment and the suitability of candidates for the very localized job they will do, are among the questions evaluators of this project must be aware of and watch carefully.

The basic social unit in Pakistani society is the joint property group (ghar) whose core is a father and his sons, a set of brothers, or more rarely an uncle and his brothers' sons. This patrilineal kin-group is also patrilocal, and acts as a corporate economic, social, political, and ritual unit in village affairs. Sets of property groups, linked by marriage alliances following the Muslim pattern of preferential marriage with father's brother's daughter, forming cohesive, multifunctional social groups called biradari ("brotherhoods"), who may in time expand from their home communities to adjacent villages.

Within the family, social relations follow clearly defined lines of authority, elder members exercise hierarchy over younger, and men are expected to guide and protect women. Sex role learning

begins early, with preferential treatment of male over female children. As the male child grows, he gradually increases his association with the male world outside the house compound. Girls become involved early with domestic tasks, caring for younger siblings and relatives; cutting fodder; tending animals; and doing various errands. While young girls are able to move freely about the community, as they approach puberty they are subject to increasing restrictions on where they may go and with whom they may associate.

This continually increasing restriction of the movements and associations of girls as they approach puberty is an important factor in the high dropout rate for females. At the same time, the gradual way in which the restrictions are applied and the relatively much greater freedom permitted younger girls makes feasible the concept of integrated primary schools with sexually separated shifts that is to be tried with project assistance.

At marriage, women shift to their husband's property group and take their social affiliation from their spouses; in a sense, they are important items in a socially vital exchange process which symbolizes the linkages among the constituent units of their biradari. As the biradari grows in size, and social ties become attenuated, new are formed by a process of social fission. The largest group within which kinship links are recognized is known as the zat; this group, however, has little functional importance in rural society.

The fourth major unit of social organization in rural Pakistan is the community (gaon, pind, kilai, deh). Villages, whether compact nuclear clusters or sets of scattered hamlets, are the settings within which property groups and biradaris act to maintain themselves in relation with their natural and socio-cultural environments. The community not only offers a common physical experience to its residents but also is a focus for economic exchange, an arena for political rivalry, a source for socialization of its members, and a basis for ritual solidarity. The organization of village life, with its lifelong involvements, its overlapping role relationships, and its deeply-held sentiments, provides an inward-turning orientation which sets off villager from outsider.

South Asian villages have traditionally been characterized as self-sufficient, independent "village republics". However, the interdependence of several village communities, mediated by kinship ties

ANNEX D

of their constituent biradari groups and the circulation among them of artisans and other specialists whose clientele cannot be limited to a single community, is a phenomenon described many times by field researchers.^{1/} These interdependent clusters of communities are called illaqaa; often they include a larger village, or small market center, which serves as a focus for economic and political activities.

It is important that schools which serve several villages, or several schools linked by their connection to a center school or regional center (both concepts which the project is experimenting with) be in the same illaqaa where these exist. This will enable the existing ties, influence channels and relations to be brought to bear upon the school system and make it more responsive to its client group, i. e. pupils' families.

Within villages and illaqas, social status, prestige, and access to resources depends heavily upon biradari and tribal membership. In the Punjab, a variety of agricultural biradaris dominate non-agricultural and artisan groups. In Sind, an ethnically diverse population is characterized by the social division between semi-feudal land holding families (waderas) and haris, who work the land on tenancy. The project as now structured does not assume major differences in the type of training offered these groups -- this is in part a deliberate attempt to erase some of the barriers to upward hari mobility by providing them the same kind of "gateway" or elevator education expected by the waderas going on to higher education and positions. The outcome of this experiment deserves careful attention in education.

The North-West Frontier and Baluchistan organize social classification around tribal membership, where economic differentiation is mediated by norms stressing the equality of tribal members. Here the uniformity of education is given greater support by the traditional social structure, it will be important to compare results with those elsewhere.

While in many ways self-sufficient, rural areas are linked to the national society of Pakistan through an administrative framework whose key functional units are its sixty districts. Districts now administer

^{1/} Cohn, Bernard, India: The Social Anthropology of a Civilization. Prentice-Hall, Englewood Cliffs N. J. 1971, pp. 142-49.
Mandelbaum, David. Society in India, University of California Press, Berkeley, 1970, pp. 380-404.

development-oriented programs as well as the traditional "care-taker" functions of maintenance of law and order and collection of the revenues. There are no formal bodies linking local communities to the administration; this leaves much room for the exercise of informal influence by district-level notables. The experiments to be undertaken in local control, initiative and cooperation of parents to strengthen both the relevance and financial strength of local schools must take this into account. The project as now structured does not prohibit this. Whether, when operational, it will use these structures remains to be seen -- the evaluations must give careful attention to this question..

11. Overview of the Educational System

Pakistan has inherited two separate educational systems. The traditional Islamic system focuses on religious instruction and on learning to recite the Quran. This instruction is provided by the village maulvi (or his wife in the case of girls), and is one of the functions of the mosque which is supported by the community. Because of its association with the mosque this system is prevalent throughout the country in rural as well as urban areas. The project does not attempt to exploit the existence of this system, but neither does it interfere with it. Evaluation of the progress under the project should take cognizance of the existence of this very limited (it does not go beyond literacy and religious, moral, instruction. parallel system. The hypothesis that there is no rivalry between the two systems that handicaps the modern one should be examined in light of the experience gained by the experimental period. But there is no convincing evidence now that the traditional Islamic system will interfere with the progress of the modern system.

By contrast, the modern educational system has developed on a base established by the British in the 19th century, with facilities largely concentrated in urban areas. During British rule these schools functioned primarily to train people for civil service positions; despite curriculum revisions in recent years, the major emphasis is still placed on academic rather than vocational or applied subjects. Social attitudes withhold white-collar work in higher esteem than technical or industrial work tend to reinforce this bias; consequently there is unemployment among secondary school graduates with a high reservation price for their services at the same time there is a lack of technicians and industrial workers. The scarcity of rural schools, and their relatively poorer quality, is reflected in very low literacy rates, estimates of which range from 17% to 22, 8% for the country as a whole.

The language of instruction in primary schools is the regional vernacular; however literacy skills, in urban areas and in the Punjab as a whole are generally acquired in Urdu, which is a second language for almost all of the students. ^{2/}

^{2/} Richard E. Nyrop, AREA HANDBOOK FOR PAKISTAN, Washington: American University Foreign Area Studies, 1975, p. 111. "The official language is native to approximately 8% of the people".

In rural areas of NWFP and Sind , basic literacy skills are acquired in Pashto and Sindhi, respectively; but due to a lag in the development of textbooks in these languages, the switch from Pushto or Sindhi may come suddenly, or the student may be introduced to materials written in Urdu before he has acquired fluency in that language.

The educational system in rural areas is to a varying extent influenced by pedagogical techniques employed in the Quranic system, which stresses rote repetition and accurate memorization by students of the material, rather than exploration or in-depth understanding of it. Evaluations of the results of this project which are to be undertaken at regular intervals should pay particular attention to the extent that new pedagogical techniques are in fact successful in broadening participation, increasing retention, and strengthening parent interest in the classroom.

As mentioned in the Technical Analysis, rural primary school teachers constitute a category of government servant which is poorly trained, poorly supported and poorly motivated toward the performance of its duties. Primary school teachers are in general not highly qualified. The minimum requirement consists of matriculation (completion of the tenth grade) plus a Primary Teaching Certificate, which is given following completion of a one year training course. Completion of a Fine Arts degree (12th grade) qualifies a person for admission to a Certificate of Teaching course, which also consists of one year of training. In a recent study of primary school teachers in the Punjab, the majority of teachers (62.50%) were matriculates.^{3/} 18.26% held the F. A. Certificate. Only 4.81% held higher degrees (B. A. and M. A.) and 13.46% had completed only middle school (8th Grade). They are also poorly paid: monthly salaries of the teachers surveyed in this study averaged only Rs. 225.36. It is expected, however, that they will benefit from a recent 15% increase in the National Pay Scale. Only 8.65% of them were given residential facilities, despite the fact that they reported an average of six dependents per teacher. Perhaps the most overwhelming handicap to recruitment and retention of good teachers is the lack of substantial upward mobility for primary teachers. Most begin and end their government careers at roughly the same pay scale or grade.

^{3/} CHARACTERISTICS OF PRIMARY SCHOOL TEACHERS IN THE PUNJAB. Research Wing, Institute of Education & Research, Univ. of the Punjab, Lahore, 1977.

This contrast sharply with the situation in the U.S. and portions of Western Europe, where teaching was a major route of upward social mobility.

While rural Pakistanis are increasingly convinced of the value of literacy and education for their children, they are equally aware of the shortcomings of rural teachers and tend to look down upon them individually while respecting them as a class. Rural teachers generally come from outside the communities in which they teach, and in addition to physical discomfort must put up with relative social isolation that is a natural result of the closed village social system.

Within the village the teacher's relationships are characterized by relative social distance. Villagers tend to classify the teacher as a "village servant", of the same order as the village maulvi but with less prestige. (Analysis of teacher-student relationships and their accompanying attitudes awaits more intensive study; in general, this reflects cultural traditions regarding hierarchy between outsiders to the community and its residents; between educated, urban-oriented person and those who are uneducated and rural). His relations to his students are confined to school hours and are characterized by authoritarian, strongly hierarchic attitudes on the teacher's part, reinforced by corporal punishment and threats. Few significant, on-going role-relationships between parents and teachers are developed outside the school. Women teachers are at an even greater disadvantage; since social customs prescribe segregation and protection of women and these are often difficult to obtain in strange villages. Teachers are responsible only to their bureaucratic supervisors. This is a natural result of the closed hierarchical social system and follows the district model derived from revenue collection and police hierarchies of the nineteenth century. It is striking to note that in Punjab and Sind Provinces plans for the Primary Education Project activities revolve around up-grading of "Centre Schools" and their satellites, this structural arrangement is identical in most respects to the Qanungo Halqa circles of district revenue-collection administration.

There is a sharp distinction between primary school teachers and their bureaucratic superiors. Few primary school teachers become supervisors; most supervisors are recruited from secondary school staff. Active and ambitious primary school teachers seek to obtain transfers into secondary schools, and the general picture of the rural primary teacher which emerges is that of a person locked into a "head-end" job without pay or prospects. The project begins to move on this problem by upgrading the skills and attention given the primary school teachers.

Primary school teachers report a shortage of instructional materials (82 % of the teachers in the Punjab-study reported this problem), and do not appear to receive adequate administrative support: half of all the teachers surveyed said they received supervisory visits no oftner than once a year; only 20.19% received supervisory visits as frequently as thrice a year. An achievement test which was administered to these teachers showed low scores: in mathematics, they averaged only 42% correct answers; in science 38%; and in Urdu 78%.

While the sample in this study is too small to justify generalizations about primary teachers in Pakistan as a whole, the data support other assessments of primary school teachers as "poorly trained, ill equipped and anxious to leave the 'profession' for more prestigious and lucrative careers". 4/ It also aggravates persistent problems such as teacher absenteeism and reluctance to work in rural areas (where the deprivation of urban amenities and financial and emotional support of kind create additional problems in an already difficult situation). The average age of teachers in this study was only 31.82, suggesting that many teachers leave their careers well before retirement age. What is more surprising is that so many of them remain in their jobs (an average of 11.65 years of experience for men and 4.22 for women). This suggests that the impact of even the modest inputs the project provides such as in-service training opportunities and improved access to educational materials would be more beneficial than in more advanced systems. Recently, the Government of Pakistan has established "teaching allowances" of Rs 40 per month in addition to base salaries (approximately 13% of senior teachers' salaries, 24% of a beginner's salary). While it is too soon to determine the effects of this allowance, it may have the effect of attracting and holding good teachers.

An important aspect of the educational system which has increasing significance for low-income agrarian-based countries like Pakistan, is the distinction between elite and common educational experiences. The Pakistani elite-whether political-administrative, military, or business-industrial, whether rural-based or

4/ Paul O'Farrell, "Thoughts on the Present State and Future Development of Primary Education in Pakistan, USAID/Islamabad, March 22, 1977 (Memo).

urban prefers to send its children to English-medium private schools where highly trained schoolmasters continue the tradition of English "public school" teaching. In these elite schools, in addition to formal course content, important elements of cultural learning, and important contacts with one's social peers, are carried out in an atmosphere sanctified by tradition. In Pakistan, as in many ex-colonial countries, personalistic "old-boy" ties are important aspects of high-level government, business, and social life.

Beneath the elite "public" schools is a stratum of Government-sponsored English-medium schools, to which access is effectively limited to children of urban managerial classes. While socially inferior to the private elite schools, these institutions nonetheless mark off effective class boundaries recognized by all Pakistanis. For example, at the Tarbela Dam site, an Urdu-medium school was sponsored by the Government for Workers' children; an English-medium school for upper-grade employees' children. But the top officials at the site sent their children not to these schools, but to the "international" school (English-medium, American curriculum) set up for the children of the expatriate engineers employed by the foreign contractors.

The rural primary education project has set its sights on those children in rural areas who are deprived of adequate educational facilities in every sense; and those teachers whose needs for training in the basic skills of their profession are highest. Given the conditions for education in Pakistan, the rising per-capita costs of education, and the manner by which educational processes and institutions are imbedded in, and reflect the objective conditions of Pakistani society, it is not feasible nor economically practical to address class inequities in the educational system directly. Better rural education, and more informed citizenry, will, we assume, pay off in the end.

The equity aspects of the first loan under the rural Primary Education project must be distinguished from the long-term aspects of the total project over an extended period of years. While immediately limited to a specified set of areas: 300 centre and 1800 satellite schools in Punjab; 7 centres and 350 satellite schools in Sindh; and selected regions in the NWFP and Baluchistan; the long-term benefits of project inputs are expected to be incremental over time,

and widespread throughout the society. Teaching and managements skills; knowledge of the content of an expanded and more relevant curriculum for primary education; and a more responsive delivery system for instructional materials and supplies to rural schools; all will diffuse rapidly throughout provincial educational systems. As designed, therefore, this project is likely to minimize inequities in the educational system, both between urban and rural primary school systems, and within rural areas between those which are more, and those less, advanced.

Spread Benefits : How are Project Results Likely to Diffuse Beyond the Group of Initial Benefits?

Since the initial beneficiaries of the Rural Primary Education Project are the teachers, supervisors, and other members of the education bureaucracies in each province, it may be assumed that the "spread effects" or indirect impacts of the project will be felt by those with whom teachers and supervisors deal in the community: students and parents.

Teachers will receive in-service training concerning the content and methods for communicating the subject matter of the new curriculum for the primary grades. Many teachers have reported difficulties in understanding the new teaching material in mathematics, science, social studies and Urdu. Training to overcome these difficulties will result in better teaching, more adequate learning, and an improved climate for learning.

Provision of desperately needed equipment and supplies for teaching in rural schools is to be a part of this project; also, improved mechanism for insuring more adequate supplies through improved supervision and management are to be developed. Not only will this improve the physical conditions of teaching in rural schools; it should also improve the morale of rural primary school teachers. This, in turn, should have a positive effect upon their students and upon the psychological climate of rural schools.

An important spread effect of improved teaching and school facilities, beyond better acquisition of basic skills in reading, writing, and arithmetic, is enhanced political and cultural socialization to the ideals and practices of the nation of Pakistan. Many rural schools exist in relative isolation from the larger society; they are cut off by barriers of language and of learning from that society. With improved

schools, important aspects of the nation-building process, focused upon the age groups which compose half of Pakistan's population, may be effectively transmitted and absorbed.

At present, rural primary teachers are looked upon with reserve if not contempt by parents and local community residents. By improving their capacity to perform in their professional role, and by strengthening the supervisory relationships which they maintain with their parent departments, the prestige of teachers in rural communities may be enhanced, and they may be able to play a more effective part in community life.

The development of education in the agrarian context of rural Pakistan is part of a larger set of projects undertaken to accelerate the pace of modernization, economic growth, and social equity. Literally hundreds of studies have examined the relationship of literacy and education to innovation adoption and modernizing attitudes, and there is general agreement among students of the development process that earlier adopters of innovations are more likely to be literate, and more likely to have obtained more education than non adopters even when income and other variables are controlled. It seems reasonable to assume, therefore, that better availability and enhanced content of primary education, aimed at reaching more children in an effective manner, will have important spread effects upon receptivity to innovations in agriculture, entrepreneurship in business, and participation in government. In studies undertaken in connection with a variety of projects in Pakistan, including the Dryland Agriculture Project, the Agricultural Inputs Project, and the Basic Health Services Project, access to facilities and development inputs, as well as contact with change agents such as agriculture assistants, was found to be strongly associated with level of education. As education spreads throughout the more backward rural areas, it seems likely that communication about modern practices, and contacts with local representatives of development departments, will be facilitated.

Impact of the Project on Women

The Pakistani family system, like the society as a whole, is characterized by strong traditions of male dominance, hierarchically stratified relationships, and sex-role segregation. Women are traditionally subject to the authority of male relations (fathers and brothers before they marry, husbands afterwards), and of older women (mothers-in-law). The custom of purdah, which provides for separation between men and women in most everyday activities, limits their ability to move freely in the world outside the home. In more conservative families (or in those who can afford to observe the custom), a woman must wear some form of veil when she leaves her village, or even when she leaves the walls of her home. Even among families which do not require this, women are generally perceived as dependent, nurturant, and subservient to men by nature. They are protected from, and expected to avoid, social contact with men outside their family circle. Thus they tend to be restricted to domestic roles within the home; and while they are not always explicitly denied access to education or participation in the workforce, their ability to avail themselves of these opportunities is contingent upon obtaining family approval, and often upon maintaining social distance from men (through use of the veil, separate schools, separate work spaces, etc. ^{5/}

Within the domestic sphere, however, a woman performs numerous tasks which may be of considerable economic significance to the family (especially in rural areas), even though she is not remunerated and this economic activity is not reflected in census statistics. These tasks include, in addition, to caring for children, cooking and performing routine household chores: stitching of clothes; care of poultry and livestock; cleaning, drying and storage of foodgrains; fetching of water; and in some cases, vegetable gardening and other farming tasks (weeding, harvesting and husking). ^{6/} This is true not only of mature women, but also of girls, who often contribute heavily to such tasks as cooking, carrying water, and washing clothes. Pre-adolescent girls have more mobility than their mothers; in rural areas

^{5/} Hanna Papanek, "Purdah: Separate Worlds and Symbolic Shelter". COMPARATIVE STUDIES IN SOCIETY AND HISTORY. Vol. 15, No. 3, June 1973.

^{6/} Maiik Ashraf, Notes on the Role of Rural Pakistan Women in Farming in the N. W. F. P. USAID/Pakistan, Islamabad, 1977, p. 4.

they may be sent outside the compound on errands, whereas their mothers would not be allowed to leave the compound so casually. A daughter is therefore an economic asset to a poor or rural family; a decision to educate her represents an investment in her future at the cost of foregoing immediate advantages. Nevertheless, a current study on the causes of resistance to female education indicates that many parents who do not presently send their daughters to school would be willing to do so if it enhanced the girl's potential as a future earner. This is especially true of poorer families (tenants, laborers, artisans and servants), who have been most seriously affected by high inflation rates in recent years.^{7/}

A second cause of lag between educational statuses of males and females in Pakistan is the custom of early marriage; "according to traditional wisdom and morality, a girl should get married as soon as possible after the onset of puberty, lest pregnancy occurs to bring the family name into disrepute and make her chance of marriage nil".^{8/} In the population sampled by the Pakistan Fertility Survey, 67% of respondents were married by age 18; fully 23% were married by age 15.^{9/} This custom is especially strong in rural areas, which are also the areas in which a girl's domestic and agricultural work is most highly valued. Thus a twelve year old girl, who is busy helping to prepare meals, care for younger siblings, and run errands; and who looks forward to being married herself in a few years, is not motivated to remain in school, particularly if the quality of the educational experience is poor.

But the custom of early marriage does not prevent a girl from attending school in her early years and attaining basic literacy and arithmetic skills (as well as some knowledge of Urdu, the national language), provided the facilities are available. Many parents will not send a girl to a coeducational school, or to a school in which the teacher is a male. However, only 30% of the primary schools in Pakistan are girls' schools, and many of these are located in urban areas. Likewise, only 30% of primary school teachers are women,

^{7/} National Institute of Psychology (personal communication by Dr. Iftikhar Haddan, 27 July 1977.

^{8/} Tina Bussink, "Major Aspects of Family Planning in Pakistan". PROLOGUE TO DEVELOPMENT POLICY AND POPULATION POLICY: THE PAKISTAN EXPERIENCE. Background Papers, Workshop/Seminar, 4-8 February 1975, Peshawar, Pakistan. p. 40.

^{9/} Population Planning Council of Pakistan; PAKISTAN FERTILITY SURVEY, October 1976, p. 65.

who are often reluctant to work in rural areas due to lack of housing, lack of safe transport, or lack of security. 10/ Finally, even if both the schools and the teacher are present, the cost of sending the girl may be beyond the resources of the parent. A recent case study of Pakistani women in Agriculture discovered that women in three Punjabi villages reported the following expenses connected with educating a child: (1) books and notebooks; (2) "gifts" to the teachers; and (3) uniforms, which though not officially required are supplied by the teachers at a cost higher than bazaar prices. 11/ These practices are deplorable but understandable in view of the low salaries paid to teachers. (An average of Rs 225.36 among the teachers studied in the Punjab by the Institute of Education and Research. 12/)

The introduction of any of the following facilities or improvements will tend to have a beneficial influence (direct or indirect) on the educational status of girls in Pakistan:

1. Improvement of the quality of primary education, so that the benefits of educating a child are enhanced. This is particularly true in the case of poorer families.
2. In rural areas: providing additional girls' schools, training and deploying more female teachers, or improving living and working conditions for them in those areas.
3. Reducing the cost to the parents by providing textbooks to students. Upgrading of teachers' economic status, which would happen if they are provided free residential quarters, might result indirectly in a partial relief of parents' economic burden.

10/ Female teachers, who are often young and of lower socio-economic status, are in a poor position to counter threatening behavior towards them by village menfolk (who may very well believe that modest girls do not come out of the home to accept paid employment). See memorandum by Emily Datta to Everett Headrick, USAID/Islamabad, Pakistan, April 1977.

11/ Emily Datta, WOMEN IN AGRICULTURE: A PAKISTANI CASE STUDY. USAID/Islamabad, Pakistan, June 1977. p.49 ms.

12/ Institute of Educational and Research, Op. Cit., p.20. By contrast, the salary for a ghauccidar of a female teachers' residence in Sindh Province is Rs 333 per month.

The following project outputs planned for the first loan are of direct relevance to women:

1. In-service training of teachers. The various programs provide in-service training to women teachers in varying proportions: 43% of the teachers trained in Sindh will be women; one-third of those in the Punjab and the NWFP and an as yet undetermined number in Baluchistan. In Punjab, 33% of PTCs working in the Center Schools will be women, and supervisory positions will become open to them in the same ratio. This training will directly benefit these teachers, and indirectly benefit the girls enrolled in the schools at which they teach, in the form of an improved educational experience.
2. Construction of residential quarters for women teachers. 100 Of these will be provided in Punjab (for 200 women), 30 in Sindh, 14 in Baluchistan and 10 in NWFP. This will help to fill a serious and well-known need for these facilities in rural areas.
3. School construction (in Baluchistan): 14 of these new facilities will be girls' primary schools.
4. Transportation for women teachers (in Sindh): the women teachers being trained in this province will be provided with transportation to and from the Resource Centers. This will tend to maximize participation by women teachers in Center activities.

In addition, such outputs as provision of instructional and curriculum materials, school equipment and furniture, will directly benefit those female teachers and students who receive them.

No negative impact on women is anticipated provided the allocation of resources and opportunities in this phase of the project is implemented according to the project design. In the Punjab, some female PTCs might experience difficulty in reaching feeder schools by public transport, as Pakistani women are often discouraged from travelling on such transport by rude behavior on the part of the male travellers. This is not a new problem (lady health visitors and family welfare visitors report it as well) and it is difficult to assess its effect on the program in advance. Hopefully, such problems will be taken account of as they are encountered and allowances made for them in further planning of this project.

DETAILED SOCIAL ANALYSIS PART II

PRIMARY EDUCATION POPULATION IMPACT STATEMENT

The Primary Education Project is one of a number of proposed activities designed to improve the welfare of the rural population of Pakistan. Other projects that AID is supporting to help the Government achieve their goal of improved welfare are rural health, rainfed agriculture, rural roads, rural potable water, access of farmers to essential inputs, and the dissemination of development information in rural areas.

These sets of activities bring new services to the rural population and expose them to new ideas and technology. In addition to helping to bring about improvements in their economic welfare, these programs also stimulate the transition from traditional to more modern behavior. It is the combination of improved well-being and increased exposure to the more modern sector that can begin to affect an array of traditional norms and behavior. One of the most important of these is believed to be fertility behavior. It is in the context of these changes that efforts to provide couples with the means of fertility control will be most successful.

One of the most important modernizing influences is education. Formal education results in exposure to new information and ways of structuring one's thinking, but it also provides people with the tools needed to obtain additional information over the course of their lifetime. In addition, it may cause one to consider a whole new set of alternatives that might not have been considered without it. One obvious important decision that may be affected by education is the type of employment that an individual may decide to pursue.

Fertility behavior appears to be an important traditional behavior that is affected by education, particularly the level of female education.

Data from the Pakistan Fertility Survey show that women who have received some education have significantly fewer children than women who have never been in school.^{1/}

^{1/} The data show that women who have completed primary school have, on the average, 3.06 children ever born, compared with 3.66 for women with some primary education and 4.84 for women with no education.

A study carried out by the Pakistan Institute of Development Economics showed that the best single predictor of fertility behavior, when examined in the context of a broad range of variables, is the educational level of wives. These findings highlight the potential importance of this project in contributing to the goal of reduced population growth in Pakistan.

Although quantitative assessments of the relationship between education and fertility are difficult to make, enough evidence exists to permit a tentative appraisal of the potential impact of this project on fertility. This project expects to enable a substantial increase in the level of enrollment to occur during the period 1977-1983. Female enrollment is expected to grow by approximately 11% per year, almost double the historic rate of approximately 7% per year. The additional number of girls receiving some primary school education as a result of this project is 1,781,000. If we assume that about 48% of these girls complete primary school, then with the expanded enrollment projected with this project, the number of additional girls completing primary school is 855,000. If we further assume that children ever born is 3.66 for those couples where the woman has had some education and 3.06 for couples where the woman has completed primary school, versus 4.89 for those who had no education, then the following projected births occur to the cohort of women to be educated during the Fifth Plan Period.*

<u>Births if additional females enrolled had not attended primary school</u>	<u>Births of additional females enrolled who completed primary school</u>	<u>Births of additional females enrolled who did not complete primary school</u>	<u>Births averted because of project</u>
1,781,000	1,781,000	1,781,000	1-(2+3)
<u>X 4.89</u>	<u>X .48</u>	<u>X .52</u>	
8,709,090	854,800	926,120	
	<u>X 3.06</u>	<u>X 3.66</u>	
	2,615,933	3,389,599	<u>2,703,858</u>

Assuming fertility, mortality, and the observed fertility differential related to primary education remains unchanged, the projected increase in enrollment would result in 2,703,858 fewer births occurring to the cohort of women in question.

* Of course, these births will not be "averted" during the Plan period; rather the fertility decline will be reflected as they enter the reproductive period - about ten years later.

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DETAILED ECONOMIC ANALYSIS

Pakistan's resources (including those made available through foreign aid) are limited. Why should they be used for more and better primary education rather than some other purpose?

This question of the economic feasibility of the Primary Education Project can be analyzed on three levels. First, for the economy as a whole, investment in education has to be compared with investments in other sectors. Second, within the education sector, investment in primary education needs to be compared with other levels of education. Third, on the project level, investment in this particular project has to be examined for economic soundness and cost effectiveness. What is needed is reasonable certainty that the expected return will exceed A.I.D.'s minimum conventional cutoff of 15% (internal rate of return or equivalent measure), and a mechanism to continue to confirm or to deny the expectation, complemented with a way to stop or modify the activities when the evidence turns against the expectation.

Investment in Education Vs. Investment in Other Sectors

On the first level, the trade-off to be analyzed is between the alternatives of investments in education, other human capital, or physical capital. Important is that education and basic literacy are a basic human need 15/, instrumental to the intellectual understanding and need to know that are among the distinguishing characteristics of "humanity". Therefore the comparison need only be with other ways of providing basic human needs, including continuation of current practices. Although many observers believe that investments in education may have higher returns than alternative investments in most less developed countries 10/, the lack of solid data on the real rates of return for various investments makes this difficult to prove in the case of Pakistan. Estimates, based on expected incremental earned income, of the social rate of return to education in Pakistan vary from 5 percent to over 13 percent. 1/5/ 6/ Private rates of return are generally estimated to be even higher. If the value of benefits other than incremental earned income were included, the returns would be still greater. It is generally agreed that the rate of return on primary education in most developing countries is above A.I.D.'s conventional cutoff of

15 percent. However, estimates of the return to alternative investments also vary widely, and it is hard to know which numbers to compare to determine which investments are more profitable.

There are a number of arguments to support the conclusion that Pakistan should increase its investment in education. First, estimated rates of return using a narrow definition of benefits (increased incomes) are high in absolute terms, i.e. generally above the conventional minimum of 15 percent. These returns are high enough to more than recover the cost and so justify some further investment. These estimates do not include many of the direct benefits of education such as widespread literacy, declining fertility, and consumption benefits. If these could be quantified, the rate of return could be even higher. Second, there is wide evidence to suggest that the long run economic growth is partly a function of education. 3/4/10/11/ Education is a process that encompasses the transmittal of a wide range of motor skills, new awareness, social sophistication and work knowledge as well as general information, numeracy, and literacy, all of which more or less directly increase productivity. But education also leads to attitudinal changes which promote economic development in the broadest sense. Causal influences also work the other way, and development creates a demand for better trained manpower which must be met if income growth is to continue. Unfortunately, without more precise measurement of this positive inter-relationship between economic growth and education we cannot say precisely how much investment in education is needed to reach a specific growth target.

However, Pakistan has invested relatively little in education in the past compared with other developing countries, and this indicates that it is still far from the point where additional investments are no longer justified. Out of the 49 lowest income countries, 35 spent more per capita on education than Pakistan in 1973. During FY 1977 government education expenditures at Rs 23 per capita (\$2.80) were only 1.8% of GNP or 6.5% of the total budget. Therefore, increasing investments in education to promote a more balanced investment pattern between human and physical capital is reasonable even on market grounds.

Primary Education Vs. Other Levels of Education

Within the education sector, studies show that in most developing countries the rate of return to investments in primary education is greater than for higher levels. 10/ 12/ Studies done in Pakistan estimate social rates of return (again on the basis of earned incomes) to primary education ranging from 13 percent to over 18 percent. 1/5/6/ Except for one study using data for males only from Rawalpindi City, 6/ these primary school rates of return were higher than those for higher levels of education. There are many problems with the rate of return analyses for education here. 3/13/14/ The use of age-earnings profiles to calculate benefits assumes that earnings accurately measure marginal productivity, and that factors such as natural ability are evenly distributed in the population and that original socio-economic status does not affect earnings. The age-earnings profiles normally are drawn from cross sectional data, and therefore reflect past and present demand and supply conditions rather than future conditions which are of concern at the planning stage. In addition, some economic, all non-economic, and indirect benefits which are hard to quantify do not show up in earnings differentials. The overall result is that the estimate of benefits used in the rate of return calculation and thus the rate of return estimate itself may be low. However, it is generally agreed that this problem need not affect the ranking of different levels of education for investment priority, which clearly favors the primary level.

In any case, among the forms or levels of education that can be provided, literacy or primary education is intuitively the most important; filling a basic human need. 15/ It then becomes necessary to prove the higher priority of other levels in particular cases, where that is believed to be the case, rather than the primacy of basic education.

Historical trends also tend to argue in favor of increasing investment in primary education. In the past spending has been biased in favor of higher education, particularly in Pakistan's development budgets where expenditure on primary education averaged less than 15 percent of the total education outlays for fiscal years 1971 to 1977. In part, it is this disproportionately heavy expenditure on higher education in the past that has led to

the extensive unemployment of college graduates and the current high social rate of return to primary education. Higher education offers social prestige and a high private rate of return because it is heavily subsidized. These private reasons create strong political pressure to create more student positions in colleges and universities, which the Government of Pakistan has not successfully resisted in the past. Economists' recommendations that the student fees for higher education be increased to effectively lower the subsidy have not been implemented or widely accepted. In addition to the lower social rate of return to higher education, some of the returns do not accrue to Pakistan because many university graduates find it more profitable to market their skills abroad, often remitting little of the proceeds. In general more highly educated emigrants remit a lesser portion of their offshore earnings. In sum, higher education has been receiving a larger share of education's resources than is economically justifiable, and a change in the emphasis to primary education is appropriate.

The benefits of investment in primary education will accrue in large part to AID's target population, the rural poor. The largest unmet demand for primary education is in the rural areas. Rural dwellers are generally poorer than their urban counterparts, and it is the children of the poorer rural families who are currently not in school. Another major income distribution argument for the project is the large portion of the beneficiaries who will be female. Girls' schools are relatively more scarce in rural areas than boys' schools, and the increase in opportunity resulting from this project will be relatively much greater for them.

A final reason for AID to become involved in primary education in Pakistan is the government's plans to make a major investment in the sector over the next six years. This government commitment will help ensure that AID funds are effectively used, and that the size of the government fiscal and administrative effort required to make a real impact on the quantity and quality of primary education will be provided during and beyond the actual project period.

Economic Feasibility on the Project Level

The Project is the first phase of what is expected to be a 5-6 year commitment by A.I.D. to help the Government of Pakistan increase the coverage and quality of primary schools in the rural areas of Pakistan. It is designed to enable the Mission to become involved in the primary education system in Pakistan so that we can effectively plan for the anticipated large scale future involvement. The Project involves three basic activities :

- (1) the expansion of the present system through the construction of additional classrooms in existing schools;
- (2) improving the quality of the existing system through efforts to upgrade in-service training, supervisory activities, and instructional materials; and
- (3) experimentation with new approaches such as the use of teacher aides, and residences for female teachers to help increase the quality, coverage and efficiency of the present system.

The benefits of the first set of activities are immediate, because they will open education to a large part of the target population now excluded from schools by lack of space. The second set of activities is crucial because of the generally acknowledged poor quality of the current system. Inadequate supervision, in turn largely due to inadequate transport, communications and personnel, is a major factor. The increased effectiveness of better trained and supervised teachers will help to widen the coverage of the schools as well as increase the return of education to students and their families. The benefits from experimentation, the third activity, will be the valuable information it will yield for designing further actions in primary education or avoiding incorrect investments in the future if the results turn out to be negative or insignificant. Quantitatively estimating the benefits that will accrue from these activities and thus conclusively demonstrating the cost effectiveness of the Project is difficult at this stage. It is hard to estimate the number of beneficiaries (additional primary school age children attending schools for a given number of years) because within the Project's time frame we cannot quantify the relationship between the project activities and increased enrollment and retention rates. Continued evaluation during the project period should result in sufficient data to estimate the number of beneficiaries

for the next phase of A.L.D's primary education involvement. Second, the data and methodology required to quantify all the benefits of education are not available for Pakistan. For example, no survey data exists that relates income to education level in the rural areas. The Mission anticipates that such data will be available within a year from a study currently underway at Pakistan Institute of Development Economics and the Sind Government's Regional Planning Organization. Third, for the experimental part of the project, benefits will actually begin to accrue only after newly identified approaches to improving the primary education system are institutionalized on a broader scale.

For these reasons, we focus on a qualitative discussion of the beneficiaries and the benefits of rural primary education in Pakistan, and an explanation of how the project outputs will contribute towards increasing the efficiency of the current primary education system.

Beneficiaries

The final beneficiaries of the project will be primary school age children (ages 5-9 years) in the rural areas of Pakistan and their families. These are part of AID's broadly defined target group, the rural poor. Most of these children will come from families in which the per capita income is less than \$100 per year. The project will provide an additional 512 classrooms in rural primary schools which will be able to accommodate an estimated 18,000 students. Because of desire to increase the relative access of female children to primary schools, 30 percent of these classrooms will be in girls' schools. The construction of quarters for 500 female teachers also demonstrates the project's emphasis on decreasing the disparity between male and female educational opportunities.

The intermediate beneficiaries of the project are of two types. First, there are those who will be hired for the new jobs created by the project. These include the construction workers who will build the new classrooms and living quarters for teachers, additional teachers and supporting personnel required for the expanded primary school capacity, the staff needed for the provincial project implementation units, and the researchers who will carry out the various experimental studies involved in the project. The second group of intermediate beneficiaries are the teachers and supervisors already in the primary school system who will receive in-service training that

will increase their skills and job satisfaction, and enable them to take on more responsible and higher paying positions.

Benefits-

The ultimate benefits from this project are the benefits which flow from better primary teaching provided to an expanded number of children. These benefits may be economic, social, political, or purely personal, or may involve a combination of these elements. Some may take effect immediately, other become evident only after a long gestation period. The following list is illustrative of the types of benefits expected from the project :

1. Gateway Effects

"Gateway effects" are an important component of the benefits. "Gateway effects" are the results where an action is an important, perhaps even necessary but not sufficient condition for the capture of some benefit. Most of the effects of primary education are of this type since the value of increased knowledge and awareness is almost entirely instrumental. But in this discussion we are limiting the term to describe situations where educational achievement or an output of the project is a necessary condition, in all but very exceptional circumstances, for some benefit. Such gateway benefits are of two kinds. Instrumental ones are those for which the project itself, or its outputs, provides the gateway to further improvement: e.g. successful experimentation is necessary to create the possibilities for innovative high return investment in primary education in the future.

Personal gateway effects exist because the increased access to primary education that is a principal output of the project is the major route for the rural poor to social and economic mobility. The results are many and varied. It is a necessary condition for further education or higher status, higher income employment. While increased opportunities beyond the village, for higher education and employment are the most discussed of these benefits, any reduction of social distance between small farmers and the ubiquitous private and public bureaucracies, which occurs almost automatically with literacy, is of overwhelming importance for Pakistan's rural development.

2. Increased Productivity

Education enhances an individual's ability to produce more efficiently. In the case of rural Pakistan, this benefit will be largely manifested in increased agricultural productivity and income. A literate, numerate farmer has more access to the hows and whys of improved agricultural techniques. He or she has easier access to the organized formal sector of the economy; he or she can fill out a loan application or better analyze his or her position in formal markets for agricultural commodities. Productivity benefits extend to the educated person's family, baraderi and communal group.

3. Increased Efficiency in the Economy As a Whole

Literacy and numeracy facilitate the flow of information in an economy and allow its markets to operate more efficiently, with lower transaction costs. These skills also enable the individual household to be more efficient in its daily economic activities (e.g. marketing) and conserve aggregate resources. An important subsidiary benefit is the lower cost to the Government in its routine need to communicate with the people.

4. Improved Health Status

Primary school children are taught basic knowledge about health and hygiene which can contribute towards lower morbidity and mortality rates. This is both a consumption benefit in that better health improves the level of living and therefore the real income of the recipient, and market based benefit to the extent that better health increases productivity and conserves the resources used for health care. 2/

5. Decreased Fertility

Evidence suggests that education for females can lead to lower fertility rates. In Pakistan, the drop in fertility for women who have completed five years of school is significant.^{9/} Since the economic costs of additional births are so high in Pakistan, and other methods of controlling population growth have shown so little promise, education for females could become an important element in future family planning policies.

6. More Equitable Distribution of Income

Primary education focusing on the rural areas and the resulting increases in productivity and income will help to improve the distribution of income in Pakistan which is presently very skewed in favor of urban areas. ^{7/} The emphasis of the project upon greater female education also will have important income distribution effects.

7. Enhanced Role of Women

Rural women in Pakistan make a major contribution to the household economy by performing various agricultural and household chores. Education will help them to be more efficient in their work, and vastly increase the opportunities open to them. It will also increase their access to ideas and allow them to participate more fully in society. In addition, expanded primary education will free mothers from the responsibility of looking after school age children, giving them more time for productive and/or leisure activities. But the most important benefit for women is the fact that more of them will have access to the basic right to know, and to literacy.

8. Socio-political Benefits

Education results in more aware and responsible citizens, and helps to pave the way for more widespread and decentralized involvement in the development process.

9. Consumption Benefits - Basic Needs

Education, particularly literacy, can open new horizons for vast numbers now excluded. The ability to read, to appreciate one's environment and culture, improve the quality of life and to the extent that education is essential to them it is a basic human need.

10. Increasing the Efficiency of the Present System

The present primary education system in Pakistan is not very efficient. Although expenditures per pupil are low (\$15.80 in 1977), outputs of the system measured in terms of completed years of schooling are also low. Many school

facilities are poorly supplied and maintained, facilities are often not used because no teachers are available, many students drop out because their parents feel the curriculum is not relevant to their needs, poor teacher training contributes to the lack of enthusiasm on the part of the students, lack of supervision deprives teachers of incentives to perform well. Increasing the efficiency of the primary education system means increasing the percentage of primary school age children with access to schools, increasing the percentage actually enrolled in school, raising retention rates, effecting cost savings by putting available resources to better use, and increasing learning efficiency through better teaching methods. The project is designed to bring about improvements in the present system which will result in greater efficiency, and insights into what kind of changes are required to further increase efficiency. Specific project outputs, and their contribution to the goal of increased efficiency of the system, are as follows :

- (1) A large portion of the project budget (43%) will go for construction. However, rather than building new schools, existing schools will be expanded. A mapping exercise will be undertaken to help develop a system for determining where new schools might best be built. Savings will ultimately result from maximizing the use of school facilities.
- (2) Living quarters will be constructed for 580 female teachers. It is expected that providing living quarters for female teachers will go a long way toward ensuring that they remain in the rural areas rather than move to the urban areas or drop out of the job market altogether. This will effectively increase the job opportunities for female teachers and bring girls schools currently unused for lack of teachers back into the system.
- (3) In-service training activities will be increased and made more relevant to teachers needs. This should improve teaching skills, afford more opportunity for communication among teachers, help to improve the attitude of teachers toward their work and of pupils toward the teachers, and thus generally increase learning efficiency.

(4) Changes in the administrative and supervisory organization of rural primary education in the project areas are an important benefit. Particularly important is the increased supervision.

(5) Increased supervision will provide an incentive to teachers to do a good job by letting them know that some one is interested in their work. More better trained, and more mobile supervisors will help teachers with specific problems in teaching methods and management of the school, help ensure that school buildings and equipment are properly maintained, and assure that supplies and pay received on a timely basis.

(6) New instructional materials will help increase learning efficiency by helping teachers to improve the content and organization their lessons, while stimulating student interest through access to concrete learning tools.

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IMPLEMENTATION SCHEDULE FOR PRIMARY EDUCATION

Annex F

Month	1	2	3	4	5	6
USAID Action	Proj. Auth. ProAg sent to GOP	ProAg Signed				
Implementation Unit	PC-1 App. Advert. for staff Candidate selected for interview	Units Directors Appointed				
Equipping Implementation Units		Personnel selected - facilities rented and equipped			Units operational All personnel in place	
Advisors (Grant)		T. A. for Advisors requested			Advisors on job	
Construction and equipping the School	Sites selected and approved	Bids for construction invited contractors selected			Start construction of Schools	
Teachers Housing	Criteria applied Site selected and approved	Bids invited - contractors selected			Plan ready for occupying Start - construction of units	
Instructional material in Project Assisted School		Text books, Guides and Maps provided				
Inservice teachers Training Program:	2 weeks training for 22 master trainees					
NWFP	Start - Training and equipping teacher guides				(1,500)	
Baluchistan	Start - Training of 470 supervisors and headmaster					
Punjab	Start - Training and equipping teacher guides				(400)	
Sind		Selection and appointment of supervisors and center school teachers			Plan for training 30 supervisors & 300 center school teacher trained	
		Development of training plan staff appointed (Supervisory)				Equipment and vehicle procured
Research Planning and Evaluation:					Design for experimentation and evaluation	
Research						
Planning						
Evaluation					Begin program evaluation (Internal & External)	
Quarterly Progress Reports and Meetings					First quarterly meeting	

IMPLEMENTATION SCHEDULE FOR PRIMARY EDUCATION

Month	7	8	9	10	11	12
USAID Action						
Implementation Unit						
Equiping Implementation Units						
Advisors (Grant)						
Construction and equiping the School	-----	-----	Construction completed		Bids for equip. invited and finalized	School rooms furnished
Teachers Housing	-----	-----	Units completed and ready for occupation		Units occupied by teachers	
Instructional material in Project Assisted School						
Inservice teachers Training Program:						
NWFP	-----	-----	Training complete			
Baluchistan	-----	-----	Training complete			
Punjab	30 supervisors trained		Training complete			
Sind	300 C. S. T. Trained		Begin training of 3, 600			
	8 weeks training resources center supervisors.		Proc. comp. Training of 525 teachers			
Research Planning and Evaluation:						
Research	visit & select sites studies negotiated				Analysis, publication and dissemination of results	
Planning	Begin Implementation of studies and Implementation experimentation					
Evaluation	-----	-----	Program evaluation		Internal complete	
	-----	-----	Program evaluation		External complete	
Quarterly Progress Reports and Meetings		Second Quarterly meeting			Third Quarterly meeting	

IMPLEMENTATION SCHEDULE FOR PRIMARY EDUCATION

Annex E

Month	13	14	15	16	17	18
USAID Action						
Implementation Unit						
Equipping Implementation Units						
Advisors (Grant)						
Construction and equipping the School						
Teachers Housing						
Instructional material in Project Assisted School						
Inservice teachers Training Program:						
NWFP						
Baluchistan						
Punjab	----- Training of 3,600 teachers -----					
Sind	Training of 525 teacher complete					
Research Planning and Evaluation:						
Research						
Planning	Start - Development of Prov. Plans Negotiations on elements of Plans				Prov. plans complete Negotiations inclusion in FY 80	
Evaluation	Conduct initial program evaluation					
Quarterly Progress Reports and Meetings		Fourth Quarterly meeting			Fifth Quarterly meeting	

IMPLEMENTATION SCHEDULE FOR PRIMARY EDUCATION

Annex I

Month	19	20	21	22	23	24
USAID Action					PACD	
Implementation Unit						
Equipping Implementation Units						
Advisors (Grant)						
Construction and equipping the School						
Teachers Housing						
Instructional material in Project Assisted School						
Inservice teachers Training Program:						
NWFP						
Baluchistan						
Punjab		Training of 3,600 teachers		Complete		
Sind						
Research Planning and Evaluation:						
Research						
Planning		ADP FY 80				
Evaluation		Final Program Evaluation		Complete		
Quarterly Progress Reports and Meetings						

PROJECT CHECK LIST

A. GENERAL CRITERIA FOR PROJECT

1. App. Unnumbered; FAA Sec. 653(b)

(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure plus 10%)?

(a) This project was included in FY 1977 submission to the Congress dated February 1976.

(b) Assistance is within Operational Year Budget.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes. See Part 3 of the PF.

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

No legislative action is required.

4. FAA Sec. 611(b); App. Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per Memorandum of the President dated Sept. 5, 1973 (replaces Memorandum of May 15, 1962; see Fed. Register, Vol 38, No. 174, Part III, September 10, 1973)?

Not applicable.

- 5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified the country's capability effectively to maintain and utilize the project?

Yes.
Please see 611(e) certification attached.
- 6. FAA Sec. 209, 619. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. If assistance is for newly independent country, is it furnished through multilateral organizations or plans to the maximum extent appropriate?

This project is not appropriate for execution as part of regional or multilateral project.
- 7. FAA Sec. 601(a); (and Sec. 201(f) for development loans). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

The project is aimed at increased coverage and effectiveness of primary schools in rural areas; items (a), (b), (c), (d), (e), (f) are not applicable.
- 8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

This Project is not expected to directly foster U.S. private trade and investment abroad.

9. FAA Sec. 612(b); Sec. 636(h).

Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.

The host country will provide agreed amounts of local currency expenses of the project. A 612(b) determination has been requested in the PP to permit dollars to be expended to finance a portion of the local costs of the project.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency and, if so, what arrangements have been made for its release?

The U.S. owns excess Pakistani rupees that are programmed for use in a number of projects.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(c); Sec. 111; Sec. 281(a).

Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production, spreading investment out from cities to small towns and rural areas; and (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life and otherwise encourage democratic private and local governmental institutions?

(a) This project will have a direct impact on the rural poor through extending basic education to all segments of the rural population.

(b) It will indirectly result in improved quality of life in the rural areas.

b. FAA Sec. 103, 103A, 104, 105, 106 & 107. Is assistance being made available: (include only applicable paragraph -- e.g., a, b, etc. --

which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source)

(105) for education, public administration or human resources development; if so, extent to which activity strengthens non-formal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development.

The Project specifically is directed to improving the quality and efficiency of education to children in rural areas. Better trained and specialized teacher will be able to transmit recently revised more relevant curriculum; management capabilities to be studied, tested and modified; community based school centered non-formal education is a project component.

c. FAA Sec. 110(a); Sec. 208(c). Is the recipient country willing to contribute funds to the project, and in what manner has or will it provide assurances that it will provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

The project agreement will specify a host country contribution that is at least 25% of the cost of the entire activity.

d. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing?

Not applicable.

e. FAA Sec. 207; Sec. 113. Extent to which assistance reflects appropriate emphasis on; (1) encouraging development of democratic, economic, political, and social institutions; (2) self-help in meeting the country's

food needs; (3) improving availability of trained worker - power in the country; (4) programs designed to meet the country's health needs; (5) other important areas of economic, political, and social development, including industry; free labor unions, cooperatives, and Voluntary Agencies; transportation and communication; planning and public administration; urban development, and modernization of existing laws; or (6) integrating women into the recipient country's national economy.

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

g. FAA Sec. 291(b)(2)-(4) and -(8); Sec. 201(e); Sec. 211(a)(1)-(3) and -(8). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining

This project will assist the Government of Pakistan in increasing access to primary education in rural areas thus indirectly it will assist (i) development of democratic and social institutions (ii) self help (iii) in improving availability of trained workers, (iv) other important areas of rural life and (v) integration of women into recipient country's national economy.

The project recognizes the needs of the rural population and desire for participation in the country's educational development and will facilitate this participation. There is direct effect on the use of country's intellectual resources and on civic education and training in skills needed for increased civic participation.

economic growth; or of educational or other institutions directed toward social progress? Is it related to and consistent with other development activities, and will it contribute to realizable long-range objectives? And does project paper provide information and conclusion on an activity's economic and technical soundness?

Yes - the activity will reasonably contribute towards development of educational economic and other social institutions.

The project is consistent with other development activities. The Project Paper provides information and conclusion on the economic and technical soundness of the activity.

h. FAA Sec. 201(b)(6); Sec. 211(a)(5),(6)

Information and conclusion on possible effects of the assistance on U. S. economy, with special reference to areas of substantial labor surplus, and extent to which U. S. commodities and assistance are furnished in a manner consistent with improving or safeguarding the U. S. balance of payments position.

There will be no effect on U. S. economy.

2. Development Assistance Project Criteria (Loan only)

a. FAA Sec. 201(b)(1)

Information and conclusion on availability of financing from other free-world sources, including private sources within U. S.

Although Pakistan has received and expects to continue to receive, substantial assistance from other countries, however this financing is committed to other priorities. Many of the projects financed by other assistance are complementary to the project to be assisted here. This combination would result in a synergism that will substantially increase their total contribution to Pakistan's educational, social and indirectly, economic development, and repayment capability. At the present, AID is not aware of any U. S. private sector interest

in investing or otherwise contributing to this project activity.

Necessary plans to carry out the assistance have been made. A reasonably firm cost estimate of the project has been made.

b. FAA Sec. 201(b)(2); 201(d)

Information and conclusion on (1) capacity of the country to repay the loan including reasonableness of repayment prospects, and (2) reasonableness and legality (under laws of country and U. S.) of lending and relending terms of the loan.

Although due to recent political developments Pakistan's foreign exchange earning capacity was partly restricted, however, Pakistan's foreign exchange earnings continue to grow. The repayment prospects are reasonable. The funds will be lent in compliance with United States laws and the laws of Pakistan, under AID's usual concessional rates.

c. FAA Sec. 201(e)

If loan is not made pursuant to a multilateral plan, and the amount of the loan exceeds \$100,000, has country submitted to AID an application for such funds together with assurances to indicate that funds will be used in an economically and technically sound manner?

A joint USAID/GOP Project Committee developed the project and the country will submit a formal loan application before the loan is authorized. A thorough analysis of the technical and economic soundness of the project is included in the Project Paper, which provides assurances that the funds will be used in an economically and technically sound manner.

d. FAA Sec. 201(f)

Does project paper describe how project will promote the country's economic development taking into account the country's human and material resources requirements and relationship between ultimate objectives of the project and overall economic development?

Yes. See Section III D of the PP.

e. FAA Sec. 202(a)

Total amount of money under loan which is going directly to private enterprise, is going to intermediate credit institutions or other borrowers for use by private enterprise, is being used to finance imports from private sources or is otherwise being used to finance procurements from private sources?

Not Applicable

f. FAA Sec. 620 (d)

If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

Not Applicable

3. Project Criteria Solely for Security Supporting Assistance

FAA Sec. 531 How will this assistance support promote economic or political stability?

Not Applicable

4. Additional Criteria for Alliance for Progress

Note; Alliance for Progress projects should add the following two items to a project checklist.

Not Applicable

a. FAA Sec. 251(b)(1), -(8)

Does assistance take into account principles of the Act of Bogota and the Charter of Punta del Este; and to what extent will the activity contribute to the economic or political integration of Latin America?

Not Applicable

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b. FAA Sec. 251(b)(8); 251(h)

For loans, has there been taken into account the effort made by recipient nation to repatriate capital invested in other countries by their own citizens? Is loan consistent with the findings and recommendations of the Inter-American Committee for the Alliance for Progress (now "CEPCIES." the Permanent Executive Committee of the OAS) in its annual review of national development activities?

Not Applicable.

LOG FRAME
PRIMARY EDUCATION
1977 - 1983

<p>GOAL: Universal education of the population, especially in rural areas, in basic skills (i.e. literacy, basic technical skills, family planning, health and nutrition awareness, etc.)</p>	<p>INDICATORS: - Literacy rate increases from 23% to 31%</p>	<p>Means of Verification: GOF statistics</p>	<p>Assumptions: Literacy achieved will be retained.</p>
<p>Higher Level Purpose: Increased coverage and effectiveness of primary schools in rural areas.</p>	<p>- Male enrollment rates increase between 80% to 90% (up from 67% in 1976-77). - Female enrollment rate increase between 40% to 50% (up from 30% in 1976-77) - Student retention rates, increase from 47% to 63% - Students achieve curriculum objectives.</p>	<p>GOP statistics. Achievement tests.</p>	<p>- Parental demand for education will grow as fast as system's expansion capability. - Studies, experiments and evaluation of existing programs will yield more cost effective methods - GOP, AID and other donors will continue to accord primary education high priority</p>
<p>Project Purpose: (FY77 loan FY 78 grant) Quality improvements established in each provincial primary education system which can be feasibly replicated throughout the province.</p>	<p>- Long term provincial plans for future expansion taking into account findings from FY 77 loan/FY 78 grant activities (studies, experiments, interventions) developed.</p>	<p>In-Depth Evaluation Report Long Term Plan Documents</p>	<p>Project will meet implementation schedule. Findings from studies and experiments useable.</p>
<p>Outputs: a. Federal Level Outputs: Studies (1) Management Study (2) School Mapping (3) Teacher Support (4) Textbook Review (5) Parental Subsidies (6) School Attendance</p>	<p>a, b. All studies and experiments completed by October, 1978.</p>	<p>Completed Reports Quarterly Reviews</p>	<p>- qualified personnel available for implementation units. - implementation units will successfully function as designed, - qualified contractors can be located and contracted expeditiously to implement studies and experiments. - Political stability sufficient to maintain normal flow of activities.</p>

ANNEX E
PAGE 1 OF 2

**LOG FRAME
PRIMARY EDUCATION
1977-1983**

<u>Outputs (Cont'd.)</u>			
<p>b. Federal Level Outputs: Experimentation</p> <p>(1) Use of Female Teacher Aides (2) Alternative Low Cost School Construction (3) Improved Utilization of Feasibility and Staff (4) Village Efforts to Increase School Enrollments (5) Subsidies</p> <p>c. Federal Rural Areas</p>	<p>c. -20 new classrooms at 10 schools. About six of the rooms will be constructed at girls' schools. -14 residences for women teachers completed and in use. -2 sets of textbooks and two sets of teachers' guides to 100 schools -basic furniture and teaching equipment at 50 school rooms. -200 teachers and 20 supervisors with additional in-service training.</p> <p>d. Functioning Implementation Unit.</p> <p>e. -300 (of the existing 6,000) center schools fully equipped and performing the full list of responsibilities described in FP narrative. Approximately one hundred of these center schools will be for girls. -30 trained professional (non-administrative) supervisors to be posted at 30 district education offices, each of whom will cover 10 center schools and 50 feeder school -The placement of instructional material in the 1500 feeder schools attached to the 300 center schools as well as the center schools.</p>		
<p>d. Federal Implementation Unit</p> <p>e. Provincial Level Outputs: Punjab</p>			

LOG FRAME
PRIMARY EDUCATION
1977-1983

Outputs: (Cont'd.)

f. Provincial Level Outputs: Sind

- Furniture and equipment placed in 1000 school rooms.
- A functioning provincial implementation unit.
- f. -The establishment of seven resource centers fully equipped and performing all of the functions described in PP narrative. Three of these centers will be for females.
- The placement of instructional materials in each of the 50 primary schools served by each of the seven resource centers (350 schools)
- The additional of one classroom to each of the 50 schools served by each of the seven resource centers (350 schools)
- The provision of residences for female teachers at 30 locations where current facilities are inadequate.
- A functioning provincial implementation unit.

g. Provincial Level Outputs:
Baluchistan

- g.-In-Service training and provision of teacher guides to 1000 primary school teachers.
- Supervisory training for 570 administrators (district education officers, headmasters, etc.)
- Provision of free textbooks to 42,000 primary school students.
- Construction of 67 two-room primary school buildings in locations where schools are operating but not properly housed. Fourteen of these schools will be for girls and will include a boundary wall and female teachers' residences.
- Placement of furniture and educational equipment in 100 primary schools.
- A functioning provincial implementation unit.

**LCG FRAME
PRIMARY EDUCATION
1977 - 1983**

<p>Outputs (Cont'd.)</p> <p>h. Provincial Level Outputs: NV/FI</p>	<p>h. -In-Service training of 1500 primary school teachers. Approximately one-third of these teachers will be female.</p> <p>-Placement of curriculum materials including curriculum guides, textbooks and teachers' guides in 3,000 primary schools.</p> <p>-Construction of two additional classrooms at 150 existing primary schools. An estimated one-third of these schools will be female institutions.</p> <p>-Construction of 10 residences for female teachers. Each of the residences will be designed to serve two to four nearby primary schools.</p> <p>-Placement of furniture and educational equipment in 500 primary schools. (Additional to the equipping of the 150 new facilities described above.)</p> <p>-A functioning provincial implementation unit.</p>		
<p>Inputs:</p> <p>U, E, Financed</p> <ol style="list-style-type: none"> 1. U.S. technical assistance (grant) 2. Training (grant) 3. External Evaluation (grant) 4. Studies and Experimentation 5. Loan monitoring 6. GOP Provincial Activity Targets. 	<p>See Inputs Section.</p>		<p>Assumptions:</p> <p>Suitable sources for advisory services can be identified.</p> <p>Suitable training courses available.</p>

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ANNEX I

PAKISTAN - PRIMARY EDUCATION
CERTIFICATION PURSUANT TO SECTION 611(e) OF
THE FOREIGN ASSISTANCE ACT OF 1961, AS AMENDED

I, Richard M. Cashin, principal officer of the Agency for International Development in Pakistan, having taken into account among other things the maintenance and utilization of projects in Pakistan previously financed or assisted by the U.S. and the commitment of the Government of Pakistan to carry out an effective Primary Education Program, do hereby certify that in my judgment Pakistan has the financial and human resources capability to implement, maintain and utilize effectively the subject capital assistance project for Primary Education.



Richard M. Cashin
Director, USAID/Pakistan

Date: September 2, 1977

ANNEX J - Borrower/
Grantees Application
for Assistance.

The Borrower/Grantee's Application for Assistance
had not yet been formally received as this PP went to
press. As soon as it is received the text will be cabled
to AID/W.

ANNEX K

DRAFT PROJECT DESCRIPTION FOR PROJECT AGREEMENT

A. Background

The thirty years since Pakistan achieved independence have witnessed a significant change and sizeable expansion of the educational opportunity offered to the country's citizenry. The system however at present is far from ideal. A number of studies have been done on the state of primary education in Pakistan and all present essentially the same list of the important problems in the subsector. These are summarized as follows:

- Inadequate coverage of the system
- A large disparity between the educational opportunity of boys and girls with girls facing a significantly lower opportunity for primary education than boys.
- A large disparity between the educational opportunity of urban and rural children with rural children having a significant lower opportunity.
- A high dropout rate among those who enter the system.
- A very thinly spread management and supervision system.
- A large disparity in the quality of pedagogical experience between urban and rural schools with rural schools generally significantly inferior to the urban schools.

The present Government of Pakistan in its Fifth Plan (1977-1983) seeks to promote the concept of universal primary education. Accordingly, the Fifth Plan calls for a significant increase in fiscal effort for all education and a shift of investment priorities to primary education with reductions in the rate of expansion of secondary and higher education. To ensure that the provinces will not transfer funds earmarked for primary to other levels, as they have in the past, a national policy has been established which makes the funds for primary education non-transferable.

As part of the strategy of increased fiscal effort the Ministry of Education and the Planning Division of the Ministry of Finance have decided that a significant share of the increased resources will be used to effect a qualitative improvement within the network of existing facilities so that enrollment increases result from increased utilization as well as sheer physical expansion of the system into areas not presently served. With the environment of increased resources, this project consists of a set of interventions into the existing provincial primary school systems to effect improvements. While the project requires an increase in overall fiscal effort in primary education, it will not encompass all of the resources flowing to the subsector during the period of the initial loan/grant. Rather, it takes a portion of these resources in conjunction with the \$7 million AID loan and \$500,000 AID grant in order to evaluate and modify existing practices and initiate new ones so that subsequent investments in the expansion of the system are made on the basis of the quality parameters established by this project.

B. Description

The formulation of this project has been guided by the following three principles:

- Fiscal Effort

Because of the historic resource starvation of primary education, this project requires, for AID participation, an increase in the federal and provincial governments' fiscal effort at least equal to the resources provided by A. I. D. This increase must be over and above the level of expenditure on primary education in 1976-77 plus 10% additional for inflation.

- Federal/Provincial Organizational Structure

In primary education, the organizational structure, the management of resources and the employment of teaching and related personnel are all responsibilities of the four provincial governments. The provinces, however, are not alone in primary education. The Federal Government of Pakistan is importantly involved in establishing overall policy, setting curriculum, gathering statistics and carrying out planning and research activities. In addition, the federal

level is an important financier of the system through its transfer of federally collected revenues to the provincial budgets.

Because the federal level performs a different set of functions than the provinces and each province is at a different point in the development of its system, this project does not involve any activity which would impose or foster the development of a single nationwide model for primary education. It is supportive of the separation of responsibilities and relies on the decentralized decision making and different organizational structures for overall project success.

Interventions in the Existing Rural School Systems

In the Punjab, the project will support the provinces' initiative to upgrade existing rural center schools to support, supervise and train teachers in primary schools located in close proximity to each center school. Approximately three hundred center schools out of a possible 6,000 will participate in the project.

In the Sind, the project will modify approximately seven existing primary teacher training centers located in rural areas to be more complete resource centers for the provision of in-service training to teachers in approximately 350 satellite primary schools. It is planned that all of the teachers in these satellite schools will be given in-service training and the school facilities will be upgraded.

In the NWFP and Baluchistan, the project will provide additional resources to the existing system of in-service teacher training, upgrade existing rural school facilities, including the addition of living quarters for female teachers, and provide school furniture.

The project will also finance studies on organization and management and special pilot experiments such as low-cost school buildings, village level teacher assistants, parent incentives and adult education. These experiments will be carried out in each of the provinces and will be used to provide information to the provincial education departments on new pedagogical approaches and recognition of management.

1. Beneficiaries

The benefits of investment in primary education will accrue in large part to AID's target population, the rural poor. This is in sharp contrast to investment in higher level schooling; where a much greater proportion of the benefits will accrue to higher income families. The largest unmet demand for primary education is in the rural areas. Rural dwellers are generally poorer than their urban counterparts, and it is the children of the poorer rural families who are currently not in school. Another major income distribution argument for the priority of primary education is the large portion of the beneficiaries who will be female. Particularly in rural areas, girls' schools are relatively more scarce than boys' schools, so this disadvantaged group will receive a large relative increase in opportunity.

The final beneficiaries of the project will be primary school age children (ages 5-9 years) in the rural areas of Pakistan and their families. Most of these children will come from families in which the per capita income is less than \$100 per year.

The intermediate beneficiaries of the project are of two types. First, there are those who will be hired for the new jobs created by the project. The second group of intermediate beneficiaries are the teachers and supervisors already in the primary school system who will receive in-service training that will increase their skills and job satisfaction, and enable them to take on more responsible and higher paying positions.

2. Implementation

Implementation of the project will be carefully monitored by an implementation unit at the federal level and in each of the provinces. The Federal Unit will be responsible for the design and implementation of all studies and experiments under this project and will monitor all other project activities. The Provincial Units will be responsible for insuring that project outputs are expedited in accordance with approved plans and specifications. They will also gather and compile data relating to project implementation and will regularly report the status of the project to concerned officials.

One U.S. technical advisor will be assigned under contract to the federal implementation unit to assist in the research and evaluation activities. Another advisor is planned who will analyze the administrative structure of primary education, recommend modifications and assist with the development of long term provincial education plans.

Provisions will be made for contracting with approximately eight short term consultants over the life of the project for a period of approximately eight weeks each. One consultant will be selected to participate in project evaluations. The other seven will be in the fields that correspond mainly to the specific activities to be conducted under project outputs, but may include other aspects related to the overall development of the primary education system.

Two short term study tours are planned during the project to enable key federal and provincial officials to observe latest developments in primary education in nearby LDCs.

3. Higher Level Purpose

The overall purpose of AID assistance to primary education is to increase coverage and effectiveness of primary schools in rural areas.

4. Project Purpose (FY 77 loan/grant)

Establish quality improvements in each provincial primary education system which can be feasibly replicated throughout the province.

5. End of Project Status (FY 77 loan/grant)

The project purpose will be achieved when each of the interventions, studies and experiments have been completed and the responsible provincial staffs have gained an understanding of the management activities required to sustain the intervention and expand it to those areas not included in this first project.

The determination that this project has achieved its purpose will be made by an in-depth evaluation. The primary indicator will be the existence of long term provincial plans for the future expansion of the educational system taking into account the findings of this first loan/grant.

C. Financial Plan

The total cost of this two year project is estimated at \$10.7 million, of which the Government contribution is the local currency equivalent of \$3.2 million. The entire AID contribution of \$7 million in loan and \$500,000 in grant is obligated by this agreement.

AID funds from the \$7 million loan are expected to be drawn down in the amount of \$1.4 million six months after the start of the project, \$3.88 million at the end of the first year, \$875,000 18 months after the start of the project and a final disbursement of \$875,000 at the end of the project (month 24). However, actual disbursement rates will depend on the rate of project implementation.

1. Foreign Exchange Costs

Foreign exchange costs are estimated at \$500,000 and will be financed by the grant portion of AID's contribution to total project costs. These funds will be used to procure the services of technical experts outlined above. Approximately \$15,000 of grant shall be used to finance the foreign exchange costs of observational study tours by Government of Pakistan educational personnel.

2. Local Currency Costs

The AID contribution of \$7 million loan is planned to cover approximately 70% of the local costs of the project. These local costs include but are not limited to the cost of each implementation unit, the development of center schools in the Punjab and resource centers in the Sind, and the construction, training and provision of equipment to the school system in the NWFP, Baluchistan and the Federal District. The funds will also be used to finance part of the costs of studies and research.

The costs of the project and the source of financing are shown in Attachment A-1.

Summary Cost Estimate
(\$000)

Project Inputs	Costs	Source of Funding	
		AID	GOP
Technical assistance	500	500	-
Activities in the Punjab	<u>5,179.8</u>	<u>3,535.3</u>	<u>1,644.5</u>
Implementation Unit	98.4		
Center schools	4,832.4		
Studies and experiments	249.0		
Activities in the Sind	<u>2,093.6</u>	<u>1,818.2</u>	<u>274.4</u>
Implementation Unit	73.2		
Resource centers	1,862.0		
Studies and Experiments	158.4		
Activities in NWFP	1,900.2	1,060.6	839.6
Implementation Unit	52.8		
Construction	1,262.6		
Training	142.9		
Materials	313.1		
Studies and Experiments	128.8		
Activities in Baluchistan	<u>651.2</u>	<u>353.5</u>	<u>297.7</u>
Implementation Unit	25.2		
Construction	436.2		
Training	85.6		
Materials	92.9		
Studies and Experiments	11.3		
Activities with Federal level	<u>374.1</u>	<u>252.3</u>	<u>141.8</u>
Implementation Unit	137.0		
Construction	151.5		
Training	9.8		
Materials	27.3		
Studies and Experiments	48.5		
Total	10,698.0	7,500.0	3,198.0

Note: Cost breakdowns are provisional. Actual amounts to be allotted for each line item may differ from this cost estimate if mutually acceptable to AID and the Grantee.

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AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS PART I		1. TRANSACTION CODE A A = ADD C = CHANGE D = DELETE	PAF
3. COUNTRY/ENTITY		4. DOCUMENT REVISION NUMBER NE	2. DOCUMENT CODE 5
5. PROJECT NUMBER (7 digits) [391-0410]	6. BUREAU/OFFICE A. SYMBOL ASIA B. CODE [04]	7. PROJECT TITLE (Maximum 40 characters) [Primary Education]	
8. PROJECT APPROVAL DECISION [A] A - APPROVED D - DISAPPROVED DE - DEAUTHORIZED	9. EST. PERIOD OF IMPLEMENTATION YRS. [0] [2] QTRS. [8]		

10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 77		H. 2ND FY 78		K. 3RD FY	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	600	636	636	-	7,000	500	-		
(2)									
(3)									
(4)									
TOTALS				-	7,000	500	-		

A. APPROPRIATION	H. 4TH FY		I. 5TH FY		LIFE OF PROJECT		11. PROJECT FUNDING AUTHORIZED (ENTER APPROPRIATE CODE(S)) 1 = LIFE OF PROJECT 2 = INCREMENTAL LIFE OF PROJECT	A. GRANT	B. LOAN
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN			
(1)					500	7,000		1	1
(2)									
(3)									
(4)									
TOTALS					500	7,000		C. PROJECT FUNDS AUTHORIZED THRU [8] [0] FY	

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED (\$000)			13. FUNDS RESERVED FOR ALLOTMENT		
A. APPROPRIATION	B. ALLOTMENT REQUEST NO.		TYPED NAME (CRM, NKR/PM/PSD)		
	C. GRANT	D. LOAN			
(1) EH		7,000	SIGNATURE _____ DATE _____		
(2)					
(3)					
(4)					
TOTALS		7,000			

14. SOURCE/ORIGIN OF GOODS AND SERVICES 000 041 LOCAL OTHER _____

15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

FOR PPC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE			18. ACTION REFERENCE (Optional)	ACTION REFERENCE DATE		
		MM	DD	YY		MM	DD	YY

ANNEX L

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

PART II

Name of Country/Entity: Pakistan

Name of Project: Primary Education

Number of Project: 391-0410

Pursuant to Part I, Chapter I, Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Loan to the Government of Pakistan (the "Cooperating Country") of not to exceed Seven Million United States Dollars (\$7,000,000) (the "Authorized Amount") to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph. The project consists of construction of classrooms and female teachers' residences; provision of furniture, educational equipment, and improved instructional materials; implementing in-service training for teachers and supervisors; conducting studies and research in primary education; and provision of technical assistance for some of the above areas. The purpose of the project is to establish quality improvements in each provincial education system which can be feasibly replicated throughout each system.

I approve the total level of A. I. D. appropriated funding planned for this project of not to exceed Seven Million Five Hundred thousand United States Dollars (\$7,500,000), of which \$7,000,000 will be Loan funded and \$500,000 Grant funded including the funding authorized above, during the period FY 77 through FY 1980. Of the total level of A. I. D. funding approved herein, the increment of up to Five Hundred Thousand U. S. Dollars (\$500,000) not hereby authorized shall be grant funded subject to the availability of funds, and shall be processed in accordance with A. I. D. allotment procedures.

I hereby authorize the initiation of negotiation and execution of the Project Agreement by the officer to whom such authority has been delegated in accordance with A. I. D. regulations and Delegations of Authority subject to the following essential terms and covenants and major conditions; together with such other terms and conditions as A. I. D. may deem appropriate:

a. Interest Rate and Terms of Repayment

The Cooperating Country shall repay the Loan to A. I. D. in United States Dollars within forty (40) years from the date of first disbursement of the Loan, including a grace period of not to exceed ten (10) years. The Cooperating Country shall pay to A. I. D. in United States Dollars interest from the date of first disbursement of the Loan at the rate of (a) two percent (2%) per annum during the first ten (10) years, and (b) three percent (3%) per annum thereafter, on the outstanding disbursed balance of the Loan and on any due and unpaid interest accrued thereon.

b. Source and Origin of Goods and Services

Goods and services financed by A. I. D. under the project shall have their source and origin in the Cooperating Country or in countries included in AID Geographic Code 941 except as A. I. D. may otherwise agree in writing.

c. Conditions and Covenants

(1) Prior to the first disbursement of the assistance, the Cooperating Country shall furnish in form and substance satisfactory to A. I. D. a legal opinion, designation of authorized representative, documentation covering assurance of sufficient fiscal effort and adequate budget, evidence that implementation units have been established and principal positions staffed, evidence that an advisor in research and evaluation has been contracted, a comprehensive implementation plan, detailed construction plans, a contract format and procedures for procurement of goods and services, and evidence that the provinces are firmly committed to the project.

(2) Prior to disbursement of Loan funds for intermediate instalments the Cooperating Country shall furnish in form and substance satisfactory to A. I. D. evidence that the Cooperating Country is expending funds for the project in accordance with the approved budget and implementation plan and that the project is being implemented according to schedule.

(3) Prior to the final disbursement of loan funds the Cooperating Country shall furnish in form and substance satisfactory to A. I. D. evidence that the Cooperating Country

has expended funds during the project consistent with agreed minimum requirements, evidence that all project activities have been completed, a detailed financial statement, long-range educational plans for each province.

(4) The Project Agreement shall include appropriate covenants requiring the Cooperating Country (a) to meet certain minimum expenditure levels in primary education, (b) to maintain items procured or constructed under the project, (c) to develop long-range educational plans, (d) to assure that the terms and conditions of project implementation agreements are observed, (e) to provide acceptable project monitoring and evaluation arrangements.

(5) The Project Agreement shall contain such other terms and conditions as A . L . D. may deem advisable.

Assistant Administrator
Bureau for Asia

Date