

PD-ABD-066 Tahirah Talley



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THE DIRECTOR

January 11, 1988

Ms Julia Chang-Bloch  
Assistant Administrator  
Bureau for Asia and Near East  
Agency for International Development  
Washington, D. C. 20523

Dear Julia:

Some time ago as part of a larger evaluation of our Gadoon poppy project, Tahira Abdullah of our Program Office looked at a small set of women in development activities that are going on in the Gadoon project area. These activities are of particular interest in that they were really started and encouraged by the Pakistani project director, who is (was-- since he is now doing an advanced degree in the States) both a bright and very competent elite civil service officer and also a very conservative Muslim.

Tahira's report is enclosed. I recommend it for the quality of her analysis and writing and for the evidence it offers of possibilities for social development in the most difficult and backward parts of Pakistan.

Sincerely,

Eugene S. Staples

Enclosure  
Evaluation Report

cc (w/enclosure):

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ANE/SA :JCPielemeier

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USAID/PAKISTAN

**NORTH WEST FRONTIER AREA DEVELOPMENT PROJECT  
(FORMERLY GADOON-AMAZAI AREA DEVELOPMENT PROJECT)  
391-0485**

**Women's Non-Formal Education Component  
An Informal Assessment**

**Tahira Abdullah  
Office of Program  
USAID/Islamabad  
July 1987**

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1.

## INTRODUCTION

Against overwhelming odds, a WID initiative is underway in a remote, isolated, physically difficult of access, socio-culturally tradition-bound, economically "lagging" area in the North West Frontier Province of Pakistan (NWFP).

This informal assessment of the Women's Non-Formal Education (NFE) component of the North West Frontier Area Development Project (NWFADP) has been undertaken at the request of the NWFADP Project Officer, Mr. Tariq Durrani. It is one of three undertaken at Mr. Durrani's request, the other two having been carried out respectively by Ms. Shahnaz Kapadia, Management Training Associate, Academy for Educational Development USAID/Is-lamabad and Ms. Nazli Sardar, WID Project Manager, TADP, USAID/Peshawar.

This assessment is based on a seven-day TDY comprising visits to 12 centers in 6 Union Councils, and two visits to the PCU office at Topi, in addition to discussions with USAID and GONWFP project staff at Islamabad, Tarbela and Topi. Several documents were consulted, notably the Project Paper (PP) and the current draft evaluation; also, the NFE files at Topi, and the records at the centers visited.

2.

## BACKGROUND

Currently, USAID is undertaking a formal evaluation of the NWFADP. It is suggested that this informal assessment of the women's NFE component should be read in conjunction with that evaluation, some aspects of which are herein addressed. Hence, this brief report does not contain the usual detailed background and history of the NWFADP, which are to be found in the PP of August 1983, and in the current evaluation.

In addition to the overwhelming odds described above, other complicating factors were widespread and increasingly lucrative opium poppy cultivation, the almost complete absence of physical infrastructure and basic services, and a rigid - almost hostile - attitude towards change. It is no wonder that hitherto the Gadoon-Amazai area (see maps) remained isolated and outside the development efforts of the Government of Pakistan (GOP) - at both federal and provincial (GONWFP) levels - and also those of the external donor agencies. The NWFADP came about as a result of USAID's support for the GOP's commitment and efforts to eliminate opium poppy cultivation, and so its various components are aimed at alleviating the effects of poppy eradication in the short term, and in laying the groundwork for long term development.

The women's NFE component forms part of the above strategy. However, the concept is only briefly and vaguely described in the PP:

- A. "Off-farm Employment: The project will improve the marketable skills of area residents through participation in project activities and vocational training and provide increased opportunities for off-farm employment through the support of basic education for both male and female residents." (PP, page 3) ✓
- B. "Basic Education: The quality and availability of basic schooling will both be increased, with an emphasis on greater opportunities for girls. Non-formal education programs to provide basic education to children who do not attend school and to illiterate adults will also be expanded. ✓

The off-farm component will be implemented primarily by the line agencies. The main area of union and district council involvement will be basic education, particularly in the construction of new and repair of existing facilities." (PP, page 54)

- C. The PP (pages 141-142), its Social Soundness Analysis (Annex 18, pages 16-18) and the description of the Education component (Annex 16, pages 1-9) does contain some discussion of women's development and education, but it is cursory, and the lack of appreciation of real problems, or of the anticipation of potential ones is obvious. No baseline socio-economic survey was considered necessary, nor were feasibility studies undertaken. ✓

While the project component pertaining to the repair of the existing 35 schools and the construction of 30 new ones (including 10 for girls, of which currently four are under construction and six more are planned) started early on, the "WID" aspects of the component were initiated in May 1985, with a request from the former Project Director (P.D.) of the NWFADP Project Coordination Unit (PCU) located at Topi (Mardan District), to the GONWFP Education Secretary, for the nomination and deputation of a female "Non-Formal Educator". However, despite several discussions and correspondence, it was only in September 1986 that the Non-Formal Education (NFE) Coordinator, Ms. Rashida Khanum was appointed as a result of solicitation through newspaper advertisements, as the GONWFP Education Department did not depute the requested staff. The first NFE Center opened a month later, followed by 5 others in quick succession. These 6 centers formed the pilot activity.

Initially, the PCU management envisaged the establishment of 30 Mohallah schools in the project area, with an annual target of 900 women to be trained (as per the PP target). As a consequence of the lack of cooperation from the GONWFP's

Education Department, the Mohallah schools plan was altered, and became the "NFE centers for women". Additional cooperation from the federal Literacy and Mass Education Commission (LAMEC) was envisaged, but this too did not materialize, as at the time LAMEC itself was undergoing a thorough reorganization and reorientation. Similarly, the expected collaboration with the GONWFP Health Department did not come about.

After exhaustive efforts, teachers for the prospective centers were ultimately recruited through repeated newspaper advertisements, interviews, outreach, and personal contacts. The difficult situation was further compounded by the enforcement crisis, with its widespread negative publicity, which resulted in the withdrawal of many prospective candidates, despite the attractive salaries offered. These factors were taken into account and the component was further modified (for details see section 3.B).

### 3. CURRENT STATUS, ACTIVITIES AND METHODS

#### 3.A. Status

- 3.A.1. Currently, there are 16 centers in operation in 6 of the project area's 7 Union Councils (for details see table in Annex 1). New centers are planned for the near future, in order to reach the target of 30 by 1988. Centers are established after a request has been received from the community head, and indepth discussions have been held, both at the PCU/Topi and in visits to the proposed village site.
- 3.A.2. The centers are located in premises rented most often from the village head, or from the Union Council chairman/member. There appear to be no future plans to construct NFE centers, primarily for financial reasons. The pros and cons of this arrangement are discussed in section 5.B.1.
- 3.A.3. There are two NFE supervisors based at the PCU/Topi: the NFE Coordinator mentioned above, and a Health Educator appointed in April 1987. The PCU management is currently in the process of hiring an additional two supervisors. This aspect of the component is discussed in some detail in section 4.C below.
- 3.A.4. Teaching staff for the proposed new centers are still recruited through ad hoc advertisements in the provincial Urdu press.
- 3.A.5. There appears to be no collaboration with other agencies or line departments on any aspect of the NFE component.

- 3.A.6. Based on discussions with the project staff, and also on personal observation, there appears to be a great deal of inter- and intra-village area politics/factionalism, which is compounded by the poppy factor. In company with the other components, the NFE activity also has suffered as a result; moreso, as it operates on rented premises.

### 3.B. Activities

While the Coordinator and her staff at the PCU/Topi are responsible for the overall management and logistics of the NFE component, the teacher (known as "Center Incharge") is responsible for all the center's teaching activities, as well as her own logistics. The Health Educator provides additional periodic input. Currently, the following activities are underway:

- 3.B.1. Religious education: this comprises the teaching of an Arabic language primer (alphabet and word formulation/pronunciation), which leads to the teaching of Quran-reading, minus translation or interpretation, or any other form of religious indoctrination. This is an extremely important activity, which is further discussed in section 4.B(iii), as well as in the Recommendations.

Only those trainees participate in this activity who have not learned Quran-reading at home, and who specifically request it at the center.

- 3.B.2. Literacy: this includes basic numeracy - numbers from 1 to 100 in Urdu (translated into Pukhto). The Urdu alphabet is taught, as well as the formulation of simple Urdu words, with an oral translation into the corresponding Pukhto word, to ensure comprehension. A standard textbook is not used at all the centers: the earlier ones use LAMEC primers, which are more effective, while the recently-started centers use an inferior commercial product. Where the course has been completed there is no follow-up with provision of progressively advanced reading materials, or of basic mathematical skills (e.g. addition, subtraction, time-telling). It is a documented fact that unless this is done, neo-literates tend to lapse back into illiteracy. Additionally, repeated reading of the uninteresting subject matter of the one basic primer is monotonous and boring, especially for adult trainees. Hence, while any success at all in this activity is commendable, particularly in view of the teachers' lack of training and experience in literacy teaching, its overall impact is minimal.

3.B.3. Income generating/vocational skills: The traditional concept of "income generation activities for women" (IGAW) is followed, i.e. embroidery, sewing and knitting. In a few instances paper flower-making and macrame are also being taught. It was observed that, except for three of the twelve centers visited, the products were of inferior quality due to the substandard materials used, as well as most of the teachers' limited capabilities and limited enthusiasm (see 4.D.2 (iii) below). For a detailed discussion of the economic impact and implications of this activity, see sections 4.C.2 and Recommendations.

3.B.4. Health Education: The Non-Formal Educator (Health Section), based at the PCU/Topi periodically visits the centers and talks about general health, hygiene, sanitation, child care (including growth monitoring, ORT, immunizations) and nutrition (including weaning foods). She also dispenses first aid and some elements of PHC/MCH, which earns her the title and status of "doctor". It should be noted that this activity was in no way intended to substitute for basic health services, PHC, MCH or population activities. However, it appears to be going in that direction (see 4.D.2 (ii) and Recommendations).

### 3.C. Methods

3.C.1. NFE Coordinator at PCU: The Coordinator has been and continues to perform the following tasks:

- discussions on a prospective center with requesting villagers;
- visiting the requesting village to survey the possibilities, requirements and constraints;
- inserting advertisements for teachers;
- interviewing the candidates and hiring staff;
- orienting/training (crash course at the PCU/Topi) and escorting the teacher to the center;
- surveying urban markets (Mardan, Topi, Nowshera, Peshawar) for the equipment and materials required for the centers;
- buying and transporting the requisites to the centers;
- visiting the centers unannounced, for supervisory/monitoring purposes;
- formulating the teaching curricula and schedules;
- attempting to find/create markets for the trainees' "income generating" products;

- meeting jointly once a month with all the teachers at the PCU/Topi, in order to give them their salaries, discuss their problems and facilitate interaction;
- reporting to the PCU management on all of the above;
- evaluating the overall progress, and attempting to conceptualize the possibilities for future directions.

The above is a formidable list, and yet it is being done by one person, with dedication.

- 3.C.2. The Teachers (Incharge Centers): The teachers, in keeping with their qualifications and experience (or lack thereof), employ traditional modes of learning, including rote-learning of the alphabet and numericals. The curriculum has been designed by the NFE Coordinator, and is fairly consistently taught. In most cases, strict discipline is maintained, and in some it was observed that the teachers have encouraged the wearing of a "uniform", thus causing an unwarranted expense and hardship.

Instead of active community outreach and NFE promotion, the majority of the teachers wait for prospective trainees to show up. Upon enquiry the following reasons were cited: it is not that the Coordinator or project management have stopped them from outreach, but that (i) the flexible scheduling of the training leaves little spare time, (ii) political factionalism prevents them from visiting those who do not side with their landlord, and (iii) hidebound notions of morality and of acceptable modes of behaviour preclude their visiting other women's homes after finishing their teaching activities, as the men are home by then. They take their weekly days off together once a month, so even weekends cannot be utilized for socialization.

#### 4. FINDINGS

The following observations are further to those in Section 3 above:

##### 4.A. General Observations

- 4.A.1. In view of the early stages of the NFE component, no tests or examinations have as yet been undertaken, nor have course completion certifications been made.
- 4.A.2. In some instances where the scheduled six months are up, it was noted that either the teacher had not completed the courses or, if she had done so, the trainees wanted to and, in fact, did continue coming to the center. Thus at some centers there were two "classes" being held simultaneously, causing overcrowding and confusion.

- 4.A.3. The trainees use consumable materials (e.g. cloth, threads, writing materials) free of cost. This is necessary in view of the level of poverty generally observed throughout the project area.
- 4.A.4. The ages, and marital and economic status of the trainees vary throughout the project area. In general, it was observed that the poorer, older, married women, and the more affluent, younger, single women participate in the NFE component.
- 4.A.5. The degree of interest in the literacy, skills training and health education activities also varies: no consistent pattern emerged among the trainees, or by geographic location. However, interest in literacy is judged to be the lowest, as its utility or benefits are not easily identified, nor is a future course of action envisaged regarding education.
- 4.A.6. Where there is an NFE center but no girls' primary school (GONWFP or USAID), there is enrollment of a large number of young girls at the center, despite the official limit of 20-30 trainees per center. This upsets the official record, and also makes handling the "classes" difficult for the teacher.
- 4.A.7. The centers are housed mostly in premises inadequately ventilated and lit. Kitchen and washroom facilities are of an unacceptable standard.

4.B. Participation of Beneficiaries in Component Decisionmaking

Throughout the project area there is continuation of the total observance of "purdah" (female segregation/seclusion; literally "curtain" - thence "the veil"), to the extent that project staff and even casual visitors (myself included) also are expected to conform.

A direct result of this segregation is the women's lack of exposure to new ideas, changes, outside responsibilities and, inevitably, to decisionmaking. Hence, when they were asked by their teachers and/or by the NFE Coordinator as to what their felt needs and requirements pertaining to the NFE training were, in almost all cases they were unable to come up with any suggestions or ideas. Added to this seclusion is the lack of basic services and physical infrastructure (no roads, no electricity, no telecommunications, scarce and distant water) and, above all, the overriding effects of crippling poverty; all of which together results in a bewildering indifference, resignation and lack of resolution.

However, change is inexorably coming to the area, and the other side of the coin is that those women who were sufficiently interested or motivated to participate in the NFE component actually went to the extraordinary lengths of obtaining "permission" from their male authority figure (father, brother, husband or father-in-law). Not one of the almost 500 women currently enrolled at 16 centers attends without male sanction. They did not participate in the design of the training course, but their achievement of success in being there at all - in many cases having surmounted great opposition and disapproval - is a revolutionary change and a major step forward.

It is relevant to state here that the Quran-reading activity of the component has played no small role in the surmounting of opposition and obtaining of permission.

Additionally, the women's congregating at the center and being exposed to new ideas and activities is in itself beneficial. In the longer term, with the provision of infrastructure, literacy, health and more productive skills, they will be enabled to participate in decisionmaking to some degree, but this will be a slow process.

#### 4.C. Component's Impact on the Status of Women

It is not easy to be able to gauge the impact of the NFE component on the status of women with any degree of accuracy, due to the absence of baseline data; the PP's vaguely conceptualized objectives; and unrealistically high targets and expectations. It is also too early in its operation, but the following points give some indication of its current and potential impact:

##### 4.C.1. Physical Impact

- (i) Getting about 500 women, ranging in age from 9 to 60, out of their homes and into the 16 centers in the short span of ten months is an achievement with an impact. It achieves greater significance when contrasted with the following statistics:
- (ii) the GONWFP Education Department established the first girls' primary school in the area as far back as 1955. Currently, there are 18 primary schools and one middle school for girls, the most recent of which started in 1984. With a combined total of 31 rooms and 45 teachers, the total enrollment (including the middle school) for the 1986-87 session was 645. Interestingly, in 1985-86 it was 658. (Source: Education Deptt. GONWFP)

- (iii) the GO. P Health Department operates around 16 BHUs in the project area (approximate population: 120,000). Over half are not staffed, and particularly felt are: the lack of female technicians (LHVs), essential medicines (including ORS packets), and integrity in the male technicians ("dispensers"), who very often charge unaffordable fees for supposedly free services, e.g. Rs.10 per injection (of which a whole course is given).
- (iv) It was observed that even at this early stage, the impact of the teachers' and the Health Educator's messages on physical care, hygiene, sanitation, basic health and child care is beginning to be felt to some degree.
- (v) However, in view of the deplorable condition of the government health services, it is debatable whether the promotion of awareness regarding the importance of e.g. immunization is a good thing. It is building expectations which are not likely to be met in the foreseeable future.
- (vi) The physical presence of a "women's center" and its teacher, the holding of "classes", the attendance of women as trainees, their tangible outputs, and the "demonstration effect", all amount to a definite impact on the status of the women.

#### 4.C.2. Economic Impact

- (i) The income generation (IGAW)/vocational training activity has not yet reached the stage of economic impact. The project management, the NFE Coordinator, and the teachers all seem to feel that it has the potential; however, the indications are that it does not. In addition to the reasons stated above, the current IGAW has not been well-designed: at a minimum there should have been feasibility studies, benefit-cost analysis, market survey, quality control, viable marketing linkages, and expertise in handling the inputs and outputs.
- (ii) Considering that the major objective of the NFE component, according to the PP, was to provide supplementary income in order to help offset the income lost through poppy eradication, insufficient effort has been made to ensure a modicum of success. There is belated recognition of this fact, and the project management has already started taking steps to rectify it, but even the new directions appear to be unrealistically ambitious (see section 5.B below).
- (iii) It is interesting to note that the expectations of the trainees at the first few centers have been raised - they believe they will be earning substantial incomes, to the extent that they are already planning to "build houses", "buy clothes and jewelry" (i.e. dowry), etc.

- (iv) It was also noted that even this limited exposure has had some negative impact: on learning that similar projects (e.g. those run by the Social Welfare Department and the Fauji Foundation) give stipends to their trainees, some of the NFE trainees at the first few centers have also started asking for stipends. Some of the teachers cannot handle this situation by themselves and have requested the NFE Coordinator's assistance.
- (v) Some of the trainees feel that their status has been enhanced within their family because of their potential for income generation.

#### 4.C.3. Social Impact

In conjunction with the above physical and potential economic impacts of the NFE component, it is assumed that it will also result in social benefits. However, a note of caution here: it should not be assumed that centuries of seclusion, male domination and an inferior socio-economic status due to firmly-entrenched patriarchal attitudes will be eliminated in the NWFADP/NFE's lifespan. If it succeeds in even making a dent, it will have gone a long way.

#### 4.D. Project Management and Staff Issues, Logistics, Funding

##### 4.D.1. Management Issues

- (i) It is noteworthy that the NFE component was resuscitated in 1985 by the former Project Director, and was taken up with enthusiasm by his successor, Mr. Habibullah Khan. It is his continuing personal interest and encouragement which provides the impetus for the establishment of and participation at the 16 centers. However, he is scheduled to shortly depart for the U.S. on long-term training. It is to be hoped that his successor will likewise continue. A WID activity of this kind cannot proceed without high-level, visible support.
- (ii) The flexible approach, and the ability to seek and accept alternative options is in no small measure responsible for the overcoming of the many initial obstacles this component encountered.
- (iii) However, more management time, a more accessible and less authoritarian attitude would be conducive to increased frank inhouse discussions.
- (iv) A more structured approach to the monitoring and reporting of the NFE coordination needs to be established.

#### 4.D.2. Staff Issues

##### (i) The NFE Coordinator

Taken in conjunction with the increasing numbers of centers, the formidable list of the Coordinator's duties is an almost impossible task for one person to handle. This reality is acknowledged by the Coordinator herself, who further acknowledges her limitations in terms of inadequate qualifications, training and experience necessary for this taxing job. Nevertheless, her enthusiasm, dedication and commitment more than compensate for the inadequacies, and have enabled her to carry the entire NFE component thus far - indeed a rare accomplishment. Henceforth, she will be assisted by the two new employees who shortly will join the PCU/NFE staff, in addition to the incumbent Health Educator.

The lack of cooperation from the GONWFP Education and Health Departments and LAMEC was an early disappointment, but with positive results: the present Coordinator was hired, whose attitude towards her daunting task is in sharp contrast to that of the majority of disinterested government employees.

##### (ii) The Health Educator

The Non-Formal Educator (Health Section) joined the project staff at the PCU/Topi in April 1987. So far, she has visited 7 of the 16 centers.

While there is an inclination for emphasis on curative medicine, the project management has rightly re-emphasized the preventive aspects of this activity, including elements of child survival, nutrition, hygiene and sanitation.

In order to upgrade her knowledge of and training in some of these elements, it is recommended that she be provided comprehensive training, for example through the USAID-assisted Primary Health Care (PHC) project. A month's participant observation with Ms. Nasim Akhtar Wahab, Training Specialist, USAID-GONWFP/PHC project: Inservice Health Technicians Orientation would be beneficial.

##### (iii) The Teachers (Incharge Centers)

An advantage of the NFE component is that unlike the Education Department, there is no age limit for the recruitment of teachers. Also, the required qualifications are flexible, hence some are matriculates while others have middle (grade 8) education. There is one graduate (B.A.). In order to be eligible for the NWFADP/NFE component some form of IGAW skills training and/or experience is considered an essential qualification, whereas literacy teaching skills are not. Since

the Coordinator provides the initial orientation and training, and since she herself does not have the necessary training, the literacy activity is more often than not a learning-on-the-job-by-trial-and-error affair.

The sole motivation for candidates for this job appears to be the attractive remuneration. However, despite this attraction the teachers by and large appear to be lonely, demoralized, apathetic and unenthusiastic. The teacher at Uta is the one shining exception. In view of the many hardships and difficulties enumerated above, this attitude is not surprising. On the contrary, the project management is surprised at the length of time most of them have lasted out. Consequently, it is understood that there will be a high turnover rate.

Notwithstanding the above, most of the teachers were forthcoming in their responses to inquiries, in letting their trainees answer when questioned, and in acknowledging their shortcomings, particularly when asked about their qualifications, literacy teaching skills, or experience. Some were initially apprehensive, thinking they were being "tested".

#### (iv) The New Staff

Although the two new PCU/NFE staff members were already hired, and one was in the process of joining, it appears that their job descriptions were not specified, and were left to be discussed with them. It is also apparent that at least one of the two does not possess any of the requisite qualifications or experience necessary for this component, the reasons for her hiring being the proximity of her home town to the project area, her relevant linguistic abilities, and her willingness to work under difficult conditions. While these are merits, they are insufficient, considering the ambitious plans for the NFE's IGAW activity, for which they are being hired.

### 4.D.3. Logistics

#### (i) The Centers

As also (briefly) noted in the (draft) evaluation, most of the centers are operating out of inadequately constructed and maintained premises. Their belonging to a particular political faction greatly decreases their overall acceptability. The remoteness and inaccessibility of most of the villages and their lack of basic services is a further disincentive for the teachers. Despite not wishing to be involved in the factionalism, the teachers inevitably are viewed as being "on the side" of the owner of the premises.

(ii) Equipment

Due to the fact that very few of the centers are located in areas with electricity, these are provided with more sophisticated equipment, e.g. electric knitting machines. However, the great majority are equipped with only the bare minimum required for the courses. While this is commendable in keeping costs down, and for sustainability and replicability, the quality of some of the equipment and materials definitely needs improvement. Consistency and standardization are also required. The trainees need to be clearly informed as to what is consumable (e.g. chalk, threads, cloth), what is returnable (e.g. slates, knitting needles), and what will eventually be gifted (e.g. their first finished product). The rules pertaining to this need to be reviewed before clarification, e.g. instead of requiring the literacy primers to be returned they should be gifted, to encourage the reading habit.

(iii) Schedules

The timing of classes has been kept flexible, which hitherto has been an asset. However, with additional courses and new batches of trainees joining in, it is becoming increasingly difficult for the teachers to cope, particularly in the "pilot" centers. Already there exists a natural demarcation: in many instances, the younger girls come during the morning hours, while the women prefer the afternoons, when there is a lull in their daily household and agricultural activities. The flexibility may need to be somewhat limited.

The leave schedule for the teachers is a strong point: instead of a weekly day off, which would be useless in view of the area's remoteness and difficult terrain, the teachers accumulate their days off and take them together at the end of the month, when they all go to Topi to collect their salaries, to participate in the monthly NFE review meeting, and then go home. Despite its merits, this arrangement causes the teachers exhaustion from an unbroken work-week, and no small measure of loneliness and isolation. This was forcibly brought home to us when a teacher burst into tears on seeing us.

(iv) Security Concerns

The poppy eradication/enforcement measures have resulted in some concerns for the security of the project staff. Additionally, the increasing incidents of bomb blasts have caused problems of movement and access through Tarbela for the project staff. This access is necessary, as some of the centers can be reached only by the Tarbela Lake boat route. There are instances of some of the teachers having been cut off from their link with the PCU/Topi, which even resulted in a three-day cross-mountain walk. The project management needs to address the situation by obtaining a "blanket" waiver/permit for the entire project staff. Currently, this is done on an ad hoc basis and is an unsatisfactory arrangement, borne out by my personal experience.

(v) Transportation

One vehicle (a rickety Toyota pick-up truck almost on its last legs) is assigned to the NFE component. Although its driver is exceptionally resourceful, capable, cheerful and willing, he is unable to cope with the increasing demand which is due to an increase in the PCU/NFE staff and in the numbers of NFE centers. Also, the vehicle will not last out much longer, nor is it adequate for the requirements. It is very strongly recommended that (a) the current vehicle be replaced by a new one, which should be of the land cruiser/land rover/Pajero type, and (b) the services of an additional driver and vehicle from the PCU/Topi motor pool or, if necessary, from USAID, should be available on an as-needed basis.

4.D.4. Funding

The total expenditure to date of the NFE component amounts to Rs.3,430,438 (\$196,025 at Rs.17.5) - see Annex 2. In light of the conditions described above, this is a surprisingly low figure. While a small budget has the advantages of ease of replicability and sustainability, these merits will be negated in the long run by substandard inputs and outputs, a lack of quality control, and an increasing dropout rate, due to decreasing levels of enthusiasm, interest and commitment. For example, the project management pays some of the teachers an Unattractive Area Allowance (UAA) of Rs.200 p.m. for particularly remote areas (e.g. Bragh). However, there are some villages which are physically very difficult to reach, despite their comparative nearness to the "road" (e.g. Langao). An outlay of additional UAAs does not appear to be unreasonable.

Similarly, while it is praiseworthy that the teachers are paid an extra Rs.100 p.m. to hire the services of a female live-in companion/help (mainly for chaperonage purposes), it is obvious that this sum is inadequate. The Rs.200 p.m. allocation for renting the center-cum-residence appears to be adequate. Overall, the NFE component and its budget need to be upwardly revised and systematized in conjunction with the proposed revision and extension of the NWFAD project.

5. CONCLUSIONS AND RECOMMENDATIONS5.A. Different Points of View Regarding the NFE Component

The PP's vague enunciation of this component enabled a flexible approach, which was a major strength in its design and successful initiation. However, now that it is well on its way it is observed that there are widely differing viewpoints regarding its objectives and implementation methods. Some of these are discussed below:

- 5.A.1. The Project Paper (Islamabad and AID/W): envisaged that the provision of basic education and off-farm employment would help to offset the loss of income from poppy. The physical and socio-cultural constraints to successful implementation were neither assessed nor taken into consideration when the unrealistic target of 900 women to be trained annually was set.
- 5.A.2. The USAID Project Officer (Peshawar): recognized the realities and set for himself the initial "modest goal" of some village women coming out of their homes, congregating at the centers and exchanging ideas. Now that this goal has been achieved, he wants to go further. However, it is not clear as to how far he wants to go in terms of making the necessary budgetary provisions for a well-organized, well-designed, adequately-staffed effort. Trying "to do more with less" simply will not work in this project.
- 5.A.3. The GONWFP Project Director (PCU/Topi): despite his considerable personal interest, support, encouragement and participation, he appears to be somewhat doubtful or skeptical of the ultimate achievements of this WID initiative - with good reason. His recognition that his NFE staff need training is a positive step. His concerns regarding the long-term sustainability of the component are real, and merit indepth examination. As he is shortly to leave the project, much will depend on the attitude of his successor. In view of the constant erosion of morale, his support will need to be not just verbal but concrete and substantial.
- 5.A.4. The NFE Coordinator (PCU/Topi plus hands-on field experience): views the goals and objectives as a challenge, to which she has risen above and beyond the call of duty. However, her limitations are surfacing now that the initial implementation phase is over and long-term plans need to be formulated. Nevertheless, she is full of ideas and enthusiasm, which needs to be channelled into realistic, attainable targets, and doable activities.
- 5.A.5. The First Informal Assessment of the NFE Component (Ms. S. Kapadia, AED, USAID/Islamabad): essentially a sophisticated urban viewpoint, mostly unrelated to the project area's realities.
- 5.A.6. Other Views: care must be taken to ensure that the NFE component does not get swept away through an overemphasis on economic productivity. While income generation through skills/vocational training is a desirable objective, it is not easy to achieve. The above pitfalls regarding the current activity should cause the project staff to reflect before attempting to do more along the same lines. Responding by making efforts to improve the quality, to find marketing channels and to expand the scope within the "traditional female" parameters will simply aggravate the situation, in that it will become a more expensive white elephant.

The following extract from "Income Generating Activities for Women in Pakistan: Why Some Succeed, Why Some Fail" (by Ms. N.S. Khan of Applied Socio-Economic Research, Lahore, 1984 for FAO) illustrates this: "In general, the reason for poor performance is that the concept of income generation is often confused with skill development and skill development itself is often simply the teaching of a few basic skills to help save family income or to provide women with a little 'pin' money. These projects are bracketed with other 'humanitarian' or 'welfare' efforts to salve but not to change the condition and status of women. With this attitude, income generation schemes are devised as small scale endeavours concentrating on traditional 'feminine' skills peripheral to (and keeping women out of) mainstream development. Since income generating projects, even if they are based on 'non-feminine' production of petty commodities, will tend to marginalize women, the question is whether they should even be encouraged or supported. In our context, I argue that they do at this stage have an important role to play in Pakistan IF they do help women to earn an income over which the women have control. However at some point we must stop talking of 'income generation' for women and 'employment' for men." (p.18)

#### 5.B. PLANNED AND RECOMMENDED FUTURE DIRECTIONS

The project staff, in addition to requesting assistance regarding future directions, are making their own plans, some of which are already en route to implementation. While some of these are on target, I have reservations about some others:

- 5.B.1. Income Generation (IGAW): Additional staff are being hired to handle the logistics, marketing and implementation of the "income generation" activity (IGAW). It is strongly recommended that the PCU/NFE not proceed with this sub-component as currently structured; that the observations below be studied and, if accepted, the entire activity be reviewed and thus redesigned.
- 5.B.2. The direction in which the IGAW seems to be moving appears to want to reinvent the wheel. There is no need to do so. There are numerous other organizations attempting to do IGAW, from whose experiences the NWFADP/NFE staff could learn a great deal. It is recommended that observational visits be arranged for the Coordinator, Ms. Khanum to some or all of the following:
- Orangi Pilot Project (Women's Work Centers, Karachi)
  - APWA (Karachi and Islamabad)
  - Behbud (Rawalpindi and Lahore)
  - Family Planning Association of Pakistan (PPWD Lahore and rural projects)

- Family Welfare Cooperative Society (Lahore)
- Shahkot & Sungli Income Generation Projects (Jhang District)
- Venture Outlet/Ockenden (Afghan refugees, Peshawar)
- Save the Children Federation (Islamabad and Afghan refugee camps in NWFP)

Some of the above are doing relatively well, some are not. They will all be able to provide useful "lessons learned".

- 5.B.3. It is recommended that the Coordinator meet with other donor agencies who are also in the field of women's IG activities, or are planning to start such activities, e.g. UNICEF, UNHCR, ILO, Canadian Embassy (CIDA-WID), Netherlands Embassy (Development Cooperation-WID), Swiss Embassy (Development Cooperation-WID). This will give the Coordinator an overall picture of who's doing what where and, hopefully, will prevent too much duplication or overlap.
- 5.B.4. It is recommended that the Coordinator visit the Department of Home Economics and Women's Studies at the Allama Iqbal Open University (Islamabad) to chalk out a training program for herself and the other PCU/NFE staff members. This training should also include a "training of trainers" component, to enable the NFE staff in turn to train the teachers.
- 5.B.5. It is very strongly recommended that the Coordinator obtain training in the teaching of adult literacy, along with those of her staff who could subsequently train the teachers. LAMEC is one possibility, but in view of the fact that LAMEC has not been very successful, it is recommended that more time be spent in learning about the materials and methods which the Adult Basic Education Society (ABES) has developed in Gujranwala, Punjab. This is the most successful literacy project in Pakistan, and is recommended for emulation - with the modifications which the NWFADP will necessarily entail.
- 5.B.6. While it would be inappropriate for a USAID-assisted effort to be perceived as "liberating" or "empowering", the current strategy and state of the basic literacy and numeracy sub-component appears to have reached a point non plus, with nothing to follow. If interest in it is to be maintained, the activity must grow with the increasing capacities of the trainees.

- 5.B.7. It is recommended that the Coordinator visit Ms. Farida Noshervani at the Quetta Office of UNICEF, to learn about the discontinued female literacy component, and about the health component of the UNICEF-sponsored Baluchistan Integrated Area Development Project. This will serve as a valuable lesson learned from a roughly comparable project.
- 5.B.8. The Aga Khan Rural Support Program (AKRSP) in the Northern Areas has a strong WID component. An observational visit is highly recommended for the Coordinator and her PCU/NFE staff.
- 5.B.9. A number of organizations are starting to move away from the traditional "income generating activities for women" to a recognition of rural Pakistani women's double burden of household and agricultural chores, including livestock care and the fetching/gathering of water, fuel and fodder. Some of the problems associated with these chores are being addressed under various programs for alternative, non-traditional approaches, e.g. smokeless stoves under the Appropriate Technology Development Organization (ATDO/ILO/APSDEP), coal briquettes (USAID-EP&D/E&E), forestry, water handpump repair and maintenance. It is recommended that links also be established in these areas, in order to break through the NWFADP/NFE's current emphasis on IGAW.
- 5.B.10. Similarly, it is recommended that even within IG, the NFE should move into items of daily practical utility, rather than decorative handicrafts, embroidery, macrame and flower-making. Even sewing and knitting quickly reach the saturation point. Viable alternatives could be basketry (the Coordinator is already discussing this, but needs technical assistance), fruit and vegetable drying and preservation, dairy/poultry products, and domestic forestry. However, again a word of caution about quality control, standardization and marketing. The key here is not to get so enthused as to render the activity overambitious and thence unmanageable.
- 5.B.11. The project management does not plan to construct women's NFE centers. However, the centers should not be housed in accommodation lent gratis by or rented from an influential villager, as political factionalism tends to detract from the utilization/participation at NFE centers. In the interest of political neutrality it is strongly recommended that, where they do not exist, girls' primary schools should be constructed in all villages with current or planned NFE centers. Either an extra room could be added to the design of the school, which would serve as the NFE "center", or the teacher's living accommodation could be expanded to cover the NFE center's requirements. This will necessitate only minor modification to the design. Of course, it would mean two teachers: primary education and NFE. It is to be hoped that the Education Department will provide the primary education teachers.

- 5.B.12. The teachers should be rotated annually, so that those who are in excessively difficult ("unattractive") areas should get some respite in areas with relatively easier access, and vice versa.
- 5.B.13. Regarding the future of the centers beyond the life of the USAID-assisted NWFAD project (after the proposed second phase is completed), rather than recommending the Women's Division, or the Social Welfare or Local Government and Rural Development Departments, or any other "obvious" choice, my personal inclination would be towards training at least two of the village women at each center to eventually take over from the teachers. A very careful choice would have to be made, taking into consideration aptitude, inclination, marital status, male authority, political factionalism, etc. Funding could be obtained from a revolving fund, the local union council and/or the Zakat council. In view of recommendation 5.B.11 above, accomodation rental would not be required.
- 5.B.14. The budget: needs upward revision (see 4.D.4 above).
- 5.B.15. Administrative support: as stated above, in order to maintain the pace and improve the qualitative and quantitative outputs, admin support (including logistics) will also need upward revision.
- 5.B.16. Staffing: the majority of the current NFE staff do not possess the required degree of qualifications/experience/training, so it is recommended that more PCU/NFE staff (excluding teachers for new centers) not be hired unless absolutely necessary, but that the current staff should be trained.
- 5.B.17. The health education activity needs to be addressed in terms of staffing, methodology, materials and, most importantly, parameters, i.e. is it going to substitute for the GOP's planned provision of BHS/PHC? Or is it proposed to be a complementary activity? My vote goes to the latter option. It is recommended that the health education activity lay greater emphasis on the UNICEF-WHO child survival strategy. However, non-availability of immunization and other facilities may complicate this activity, so some measure of coordination and cooperation with the GONWFP Health Department is desirable.
- 5.B.18. While it is not recommended that the NFE component be "handed over" to any government agency e.g. the Women's Division, it is nevertheless recommended that linkages be established with the relevant line departments, to benefit from any replicable innovative non-traditional approaches: Women's Division, Social Welfare, Education, Health, Local Government and Rural Development, Population Welfare Planning, Agriculture, Forestry, Livestock. Others: GONWFP Small Industries Development Board, Overseas Pakistanis Foundation, LAMEC, AIU.

5.B.19. Care must be taken to ensure, at every step, that prevailing socio-cultural norms and mores are respected by project staff and "outsiders" (Pakistani and expatriate) alike. Flouting them is harmful to the effective functioning and the future of the NFE component and, by extension, to the image of USAID.

*Abdullah*

PRO:1Abdullah:ahs/am/fh/mf/1a  
ID4811H

ANNEX 1

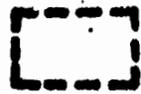
REPORT ABOUT NON-FORMAL EDUCATION PROGRAMME

S.No	Name of Centre	Union Council	Started on	Completion	Religious Education	Literacy	Dastakari	Health Education
1.	Langon	Nagrai	26.10.86	26.4.87	17	15	19	19
2.	Charorai	"	28.10.86	28.4.87	7	19	19	First Course is completed & second course is in operation.
3.	Mandow	"	02.11.86	Work was stopped wef 1.3.87 & again started wef 12.7.87.			19	
4.	New Kabal	Baitgali	14.12.86	14.6.87	10	15	15	
5.	Drug	"	15.12.86	15.6.87	5	25	25	
6.	Sethana	"	17.11.86	17.6.87	6	24	21	
7.	Lunger	Nagrai	26.2.87	26.8.87	20	20	20	
8.	Nagrai	"	05.3.87	05.9.87	19	21	21	21
9.	Gandaf-I	Gandaf	10.3.87	10.9.87	15	48	54	30
10.	Kaneer	Baitgali	14.3.87	14.9.87	30	30	29	-
11.	Gandaf-II	Gandaf	16.3.87	16.9.87	1	34	48	28
12.	Malikabad	Kahyani	12.5.87	12.11.87	7	25	30	
13.	Utla	Ganichetra	13.5.87	13.11.87	20	55	55	
14.	Margalchai	Babasni	14.5.87	14.11.87	4	39	39	
15.	Bada	Gandaf	07.6.87	07.12.87	-	50	50	
16.	Chanai	Babasni	01.7.87	21.12.87	-	-	-	Enrollment yet to be finalized.

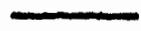
ANNEX 2

<u>S.No.</u>	<u>Personnel.</u>	<u>Commodities</u>	<u>Operations</u>	<u>Total</u>
1.	161,549	- -	----	161,549
2.	95,483	-----	-----	95,483
3.	49,896	-----	-----	49,896
4.	30,792	-----	-----	30,792
5.	162,000	-----	-----	162,000
6.	162,000	-----	6-----	162,000
7.	270,000	-----	-----	270,000
8.	120,640	-----	-----	120,640
9.	1029218	-----	0-----	1029218
10.	-----	-----	126,400	126,400
11.	-----	-----	63,200	63,200
12.	-----	249,260	-----	249,260
13.	-----	-----	910,000	910,000
	2081578/-	249260/-	1099600/-	3,130,438/-

Grand Total:- RS; 3,130,438/-



Project Area

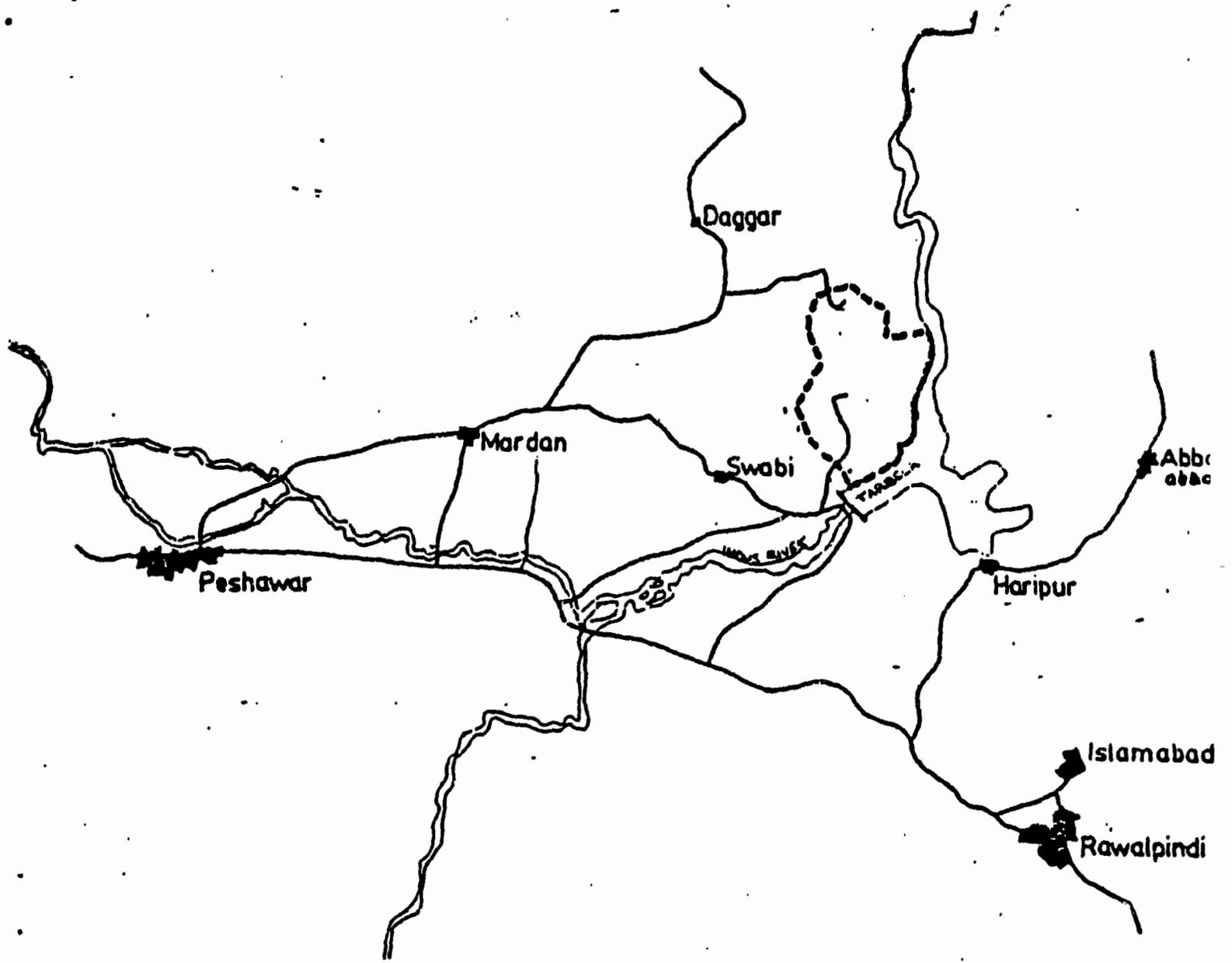


Major Road



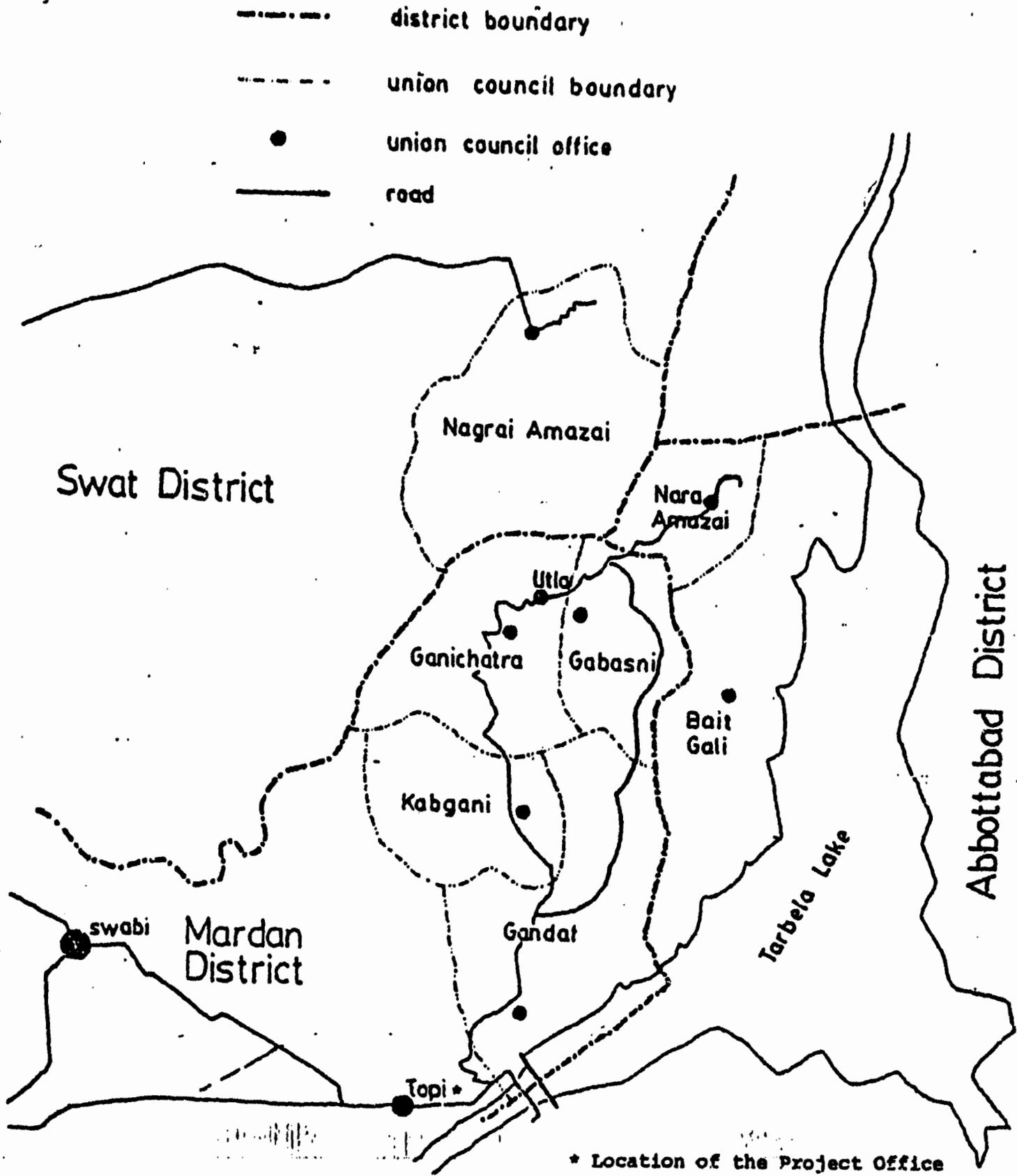
River

Map of the Peshawar-Islamabad  
Region with Project Area Loca-  
tion



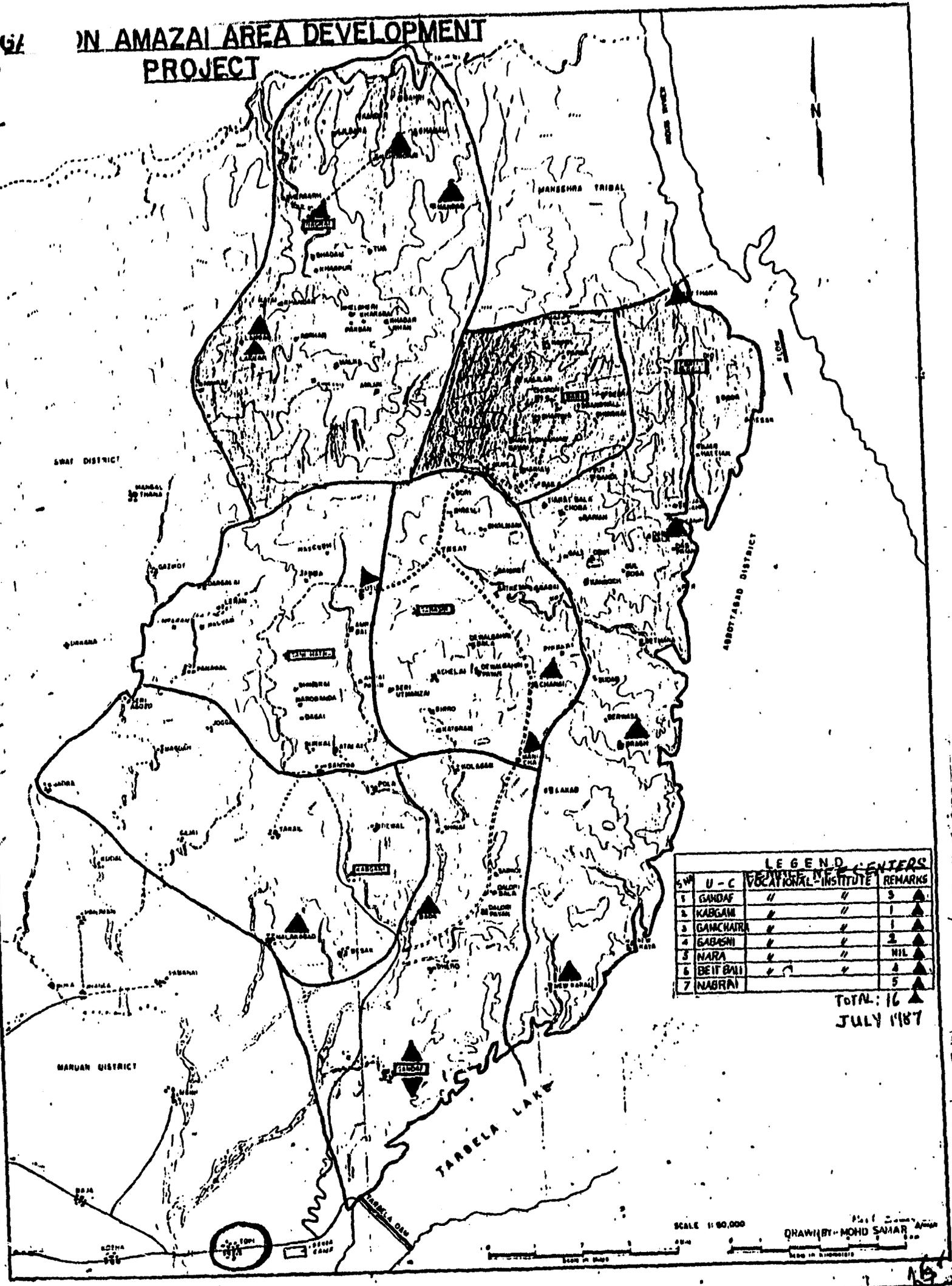
23

Map of the Project Area with its Seven Union Councils



24

# 67 IN AMAZAI AREA DEVELOPMENT PROJECT



LEGEND CENTERS			
SW	U - C	VOCATIONAL - INSTITUTE	REMARKS
1	GANDAF	"	3 ▲
2	KABGAM	"	1 ▲
3	GAMCHARA	"	1 ▲
4	GABASHI	"	2 ▲
5	NARA	"	NIL
6	BEIT BHI	"	4 ▲
7	NABRRI	"	5 ▲

TOTAL: 16 ▲  
JULY 1957

SCALE 1:50,000  
QAWIYAT - MOHD SAMAR  
MADE IN RIYADH