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**Consultant's End of Tour Report**

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and  
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## INTRODUCTION

I am very pleased to report that the PED will continue for the period for which it was originally designed, despite the effects of the Pressler Amendment.

In both provinces, additional financial support has become available to continue the primary school improvement program funded by USAID over the last five years. In Balochistan, the World Bank has provided a four year soft loan to the province to continue what is essentially the same program (PED) USAID designed and supported.

In NWFP, a group of donors, the World Bank, GTZ and KFW of Germany, the Dutch, and ODA will provide financial assistance through a combination of grants and loans to the provincial government to continue the program from July 1995 through June 30, 2000. In addition, JICA, UNICEF, and the Asia Development Bank have provided funding for NWFP, and UNICEF also has provided a small but very effective educational program in Balochistan.

I'm also pleased to report that the USAID-supported PED Program, despite having been reduced in length from ten years to an actual operational period of four years, four and one half months, has managed to attain the reduced set of goals agreed to when it became known the program's length would have to be reduced.

This required some re-programming and also resulted in

- o a more direct focus on developing the institutional framework of the two Directorates,
- o a concentration on the early years of education, that is on providing a more suitable program than existed for the K, first, second and third grades,
- o concentrating on setting up the Educational Management System (EMIS), as soon as possible,
- o our continuing to conduct a series of field surveys and research upon which a viable comprehensive improvement program could be based over the shorter period, and
- o our doing the necessary "make ready" work in the program and the government in both provinces so that a smooth transition could be made to another funding source without a loss of momentum or program strength.

This has been successfully managed in Balochistan. It remains to be seen whether it will be so successful in NWFP. The USAID supported resident technical assistance ended on 14 August 1994 and no new funds for technical assistance will be available until July 1995.

This "dry" period of almost a year may prove a good test of the sustainability of the PED TA efforts. Will the program's improvement elements continue as planned without the impetus supplied by the resident TA Team?

It's important to stress here at the beginning of this report that the PED story would have been very different if USAID program officials had not been so intimately involved with every aspect of the program, from its inception to the end.

It simply could not have been as successful as it has been without the active, close technical supervision, assistance, and close working relationships that developed among officials of USAID, those of the two provinces, and the TA Teams in each province. To put it as simply as possible, the USAID managers were of inestimable assistance to the program and should be so recognized.

We were also blessed with a good team of resident technical advisors. They were:

- o Wade M. Robinson, Chief of Party, Team Leader, NWFP and resident advisor in Administration, Management, and Planning,
- o William Darnell, Team Leader, Balochistan and resident advisor in Administration, Management, and Policy Reform,
- o James Hughes and William Fanslow, resident advisors in Teacher Training and Supply, Balochistan,
- o Janet Robb, resident advisor Instructional Materials Development, Balochistan,
- o Jorge Valdes, resident advisor EMIS, Balochistan,
- o Mona Habib, resident advisor Instructional Materials Development, NWFP,
- o Nick Cowell, resident advisor Teacher Training and Supply, NWFP,
- o Thomas LeBlanc, resident advisor EMIS, NWFP.
- o Andrea Rugh, short-term advisor on program design and evaluation over the life of the project.

The end of tour reports of Cowell, LeBlanc, Valdes, Fanslow, and Robb have already been submitted to USAID. Those of Darnell and Habib are submitted with this report.

Since Darnell's report presents a full and accurate picture of the program's activities and accomplishments in Balochistan, as does

the PED Final Report, I will report only on NWFP in this end of tour report in my capacity as Team Leader, resident advisor in Administration, Management, and Planning for that province.

#### **Highlights of Accomplishments in NWFP**

o An NWFP Directorate of Primary Schools exists, is staffed (55,000 employees) and is functioning under a Minister of Primary Education, a new Ministerial post, which gives primary education direct access to the Chief Minister and his Cabinet.

o The NWFP governments budget allocation to primary education has steadily risen over the last five years. In 1993/94, the budget allocation for primary education was increased by 17% in real terms though the government had only pledged to increase it by 05%.

o In 1993/94 for the first time in at least the last six years a most welcome allocation was made in the NWFP recurrent budget for instructional materials and teaching aids (models, science kits, math charts, small sets of supplementary reading materials for classroom use, topographical maps, Urdu and Pashto alphabet strips, etc).

o The new Chief Minister of NWFP "has expressed concern regarding the absence of a coherent Education Policy" for the province and has requested an "education sector study to outline the future requirements of each sub sector in relation to the large expansion in the Primary Education sub-sector."

o The Frontier Education Foundation, created to "expand and improve private education, with emphasis on the provision of primary education for rural girls," has been staffed and provided enough funds to begin operations.

o UNICEF has begun the development of " 90 community schools for girls" in the rural areas of Nowshera, Karak, and Malakand to add to the non-formal education "learning centers" they have established in those three districts.

o An improved data base derived from the computerized annual school census is now available for school years 1990/91 through 1993/94. The school census is conducted each September, with preliminary reports available by mid-January. As a consequence, it is now possible to prepare trend analyses on a variety of critical educational indicators such as drop out, repetition rates, completion rates, comparative gender enrollment trends, etc.

o A library of reports on well-done studies of important educational problem areas exists now on such critical factors as

- what teaching style is used by the most effective primary teachers,
- the problems of teaching Kachi children (kindergarten-age children),
- the problems of multi-grade teaching (80% of the primary schools require multi-grade instruction),
- the content knowledge of teachers and teacher trainees,
- the quality of teaching in teacher training institutions,
- the organization and functioning of the NWFP Textbook Board and the Bureau of Curriculum and Education Extension,
- the main weaknesses in science, math, and language teaching and student learning in the third and fifth grades,
- the demand for and potential for support of primary education, particularly for girls, in 8,800 villages of NWFP, and so forth.

o Within the Planning, Environment and Development Department (PE&D), a monitoring and evaluation system for all social sector programs, including primary education, has been established. The data so generated forms part of the reports on the status of all development schemes (programs and projects) that are reviewed by PE&D and the concerned departments every three months.

o In 1989, the NWFP Education Department set the target of increasing primary government and private school enrolment from 1.193 million pupils to 2.373 million pupils by the year 1999. By school year 1993/94, 70 % of that enrolment target had been realized in government schools alone. If estimates of private school enrollment are included, another 7% are included, raising the percentage increase to 77% of the ten-year target.

o Unfortunately, the Government of NWFP is facing more severe financial difficulties in revenue generation than in the past (as is true of all Pakistan) which may threaten the governments ability to meet all it financial obligations. This plus the changes in government in the province in 1993/94, caused expenditures to lag behind the large increase in budget allocation to primary education, largely because of delays in the school building program.

In fact, NWFP began the fiscal year 1994-95 with only a four month budget and did not secure a reasonably stable political government until mid-May 1994.

o Political interference in primary education (the selection of sites for schools, patronage appointments and frequent transfers of teachers and other education officials, among other things) continues to present primary education management at all levels with difficult problems. Continuous and stable management of the system is impossible under these circumstances.

o Problems caused by the obligation to pre-finance Social Action Plan Project (SAPP) expenditures for later reimbursements (which have not yet materialized over the period of one entire year) further exacerbate the financial situation in NWFP and therefore help in some degree to cause some disaffection on the part of the provincial government for securing additional donor funding of social sector programs, even though they desperately needed if improvement efforts in the social sectors are to continue,

#### **CONCLUSIONS**

o The political will to carry out changes in primary education exists, national support for increasing educational budgets has been promised, the primary education infra-structure is in place in NWFP, there is great popular support and demand for primary education, particularly for girls, and reliable data bases for decision making now exist and are being used.

o However, financial constraints that to some degree threaten the Government's ability to meet its financial obligations do exist, and political patronage which interferes in primary education appointments, transfers, and in-school site selections continues to cause administrative and management problems.

o At the national level, the current administration has pledged to raise the support for education from 02% to 03% over the next two or three years. Whether this will materialize or not is yet to be seen.

#### **The Responsibilities of the Chief of Party**

The Chief of Party has three separate major responsibilities. In addition to serving as Chief of Party, responsible for managing and supervising the technical assistance efforts in both provinces, for managing the contract, and for liaison with both provincial governments and USAID, among other things, he also served as Team leader in NWFP, and was responsible for providing capacity building technical assistance in administration, management, and planning in

NWFP.

His contract stated that:

- o " (The administrator/planner/chief of party will be responsible for overseeing and guiding the Academy's activities in Pakistan required under the contract for the Primary Education Development Program. He will provide these services working in collaboration with Pakistani education officials.

- o "The Chief of Party will maintain continuous liaison with the Academy's Team Leader in Quetta, with provincial education authorities in the Northwest Frontier and Balochistan, and with the USAID monitor. When necessary and appropriate, he will collaborate with Pakistani Federal education authorities.

- o "The specific duties of the Chief of Party are both technical and managerial. They include, but are not limited to, the following:

A. Technical Responsibilities

- o work closely with Pakistani provincial administrators and teachers to carry out the objectives of the program;

- o advise provincial authorities in the conduct of annual policy and action benchmarks negotiations with USAID;

- o advise n (the) development of master provincial plans;

- o maintain liaison with donor agencies providing educational assistance to Pakistan;

- o plan and research and survey activities;

- o develop, organize, and implement training courses, as necessary;

- o as requested by USAID and the Academy and in conformance with the prime contract, provide other technical assistance necessary to achieve program goals.

B. Management Responsibilities

- o provide overall direction to the program teams in Quetta and Peshawar;

- o supervise long-term expatriate and local contract advisors and personnel working on the program;
- o oversee the activities conducted by program subcontractor staff in Pakistan;
- o maintain ongoing liaison with the Academy's Team Leader in Quetta for the purposes of management and technical assistance;
- o work through the home office staff to procure services of U.S. technical assistance;
- o arrange for necessary logistical support for the program's in-country personnel;
- o maintain regular communication with written reports, telephone, electronic mail, or otherwise with (the) Washington DC based program coordinator regarding progress and problems in the field;
- o administer the Academy's in-country expenses. Provide financial reports to AED/Washington in accordance with AED operating procedures;
- o in coordination with the home office, provide reports to USAID as required by the prime contract."

With respect to the Chief of Party's technical and administrative duties as planner, management advisor, and Team Leader in Peshawar, the excerpt on the following pages from the Administration and Management Chapter of the **Final Report** presents a detailed picture and concludes this report.

## **5. Administration and Management**

As delineated in the Program Assistance Approval Document of June 1989,

The Primary Education Development Program was designed to help establish a foundation for sustained economic and social development in Balochistan and Northwest Frontier provinces by encouraging policy reforms in education. The program goal was to "enhance the institutional capabilities of the Balochistan and the NWFP governments to formulate and implement policy that improves the access, equity, and quality of primary education."

### **CONDITIONS PRECEDENT**

The Program Grant Agreement of same date adds several "Conditions Precedent" that must be met by the participating governments. They require that:

- ◆ Each province establish a separate steering committee composed of, at least, the secretaries of education, planning and development, and finance empowered to negotiate annual action plans and policy and performance benchmarks with A.I.D. and to conduct semiannual evaluations of progress.
- ◆ Each province prepare written, agreed-upon benchmarks and a work plan (including activities and budget).
- ◆ Each province meet minimum annual budget increases for primary education (5 percent in NWFP and 8 percent in Balochistan).

It is sufficient to say, from an administrative and managerial perspective, that all Conditions Precedent were met annually by both provinces. The steering committees and education departments performed effectively in promoting program developments.

This chapter of the report discusses the administration and management components and highlights their contribution toward attaining program goals and related policy reforms.

To achieve the program goals, a number of actions were either suggested in the PAAD or required as covenants by the Program Grant Agreement of June 1989. These actions were to:

1. Establish directorates of primary education.
2. Develop Education Management Information Systems (EMIS), and encourage the use of data in improving planning processes.
3. Enhance the capacity of the Directorates through improved procedures and training.
4. Facilitate the promotion of female employees.
5. Use participants who receive long-term training.
6. Improve financial planning and reporting.
7. Involve the private sector.

An additional significant activity, which might be viewed as a natural extension to involving the private sector, was added as the program evolved: to encourage community participation.

### **IMPLEMENTATION FACTORS**

To help the provinces address the foregoing objectives, a long-term Technical Adviser (TA) was

hired for each province. The technical advisers in both provinces were assigned significant additional responsibilities which, at times, limited the attention that the Technical Advisers could give to implementing the multiple efforts required. The NWFP adviser also served as Chief-of-Party, and the Balochistan adviser also served as Team Leader.

Effective utilization of short-term consultants (international and local) and on-the-job training of locally hired professional and administrative personnel contributed to the successful implementation of this program element. A residual benefit is that this locally hired and trained staff, which assumed responsibilities beyond those of their peers, will remain in place and continue to support primary education and human resource development efforts in the provinces long after the completion of the contract.

The two provinces differ in terms of their organization and culture. Further, each province was at a different state of readiness for development when the program was initiated, and therefore, as development evolved the pace and path in each was distinctively different. Fortunately, the program approach, which involved provincial steering committees with the authority to negotiate annual benchmarks and annual work plans and conduct regular semiannual reviews, permitted the provinces to develop in the way best suited to each. The Government of Balochistan substituted the annual work plan of the PED program for the standard PC-1 process, which streamlined the implementation process. To the credit of the USAID office of Human Resource Development (HRD), the agency did not demand that the provinces adhere to one rigid plan for both of the provinces. HRD staff also actively participated in steering committee meetings.

The program goals have remained the same for both provinces. As described in the paragraphs that follow and elsewhere in this report, both provinces have made significant advances in all areas. Even more significant, the provincial organizations have been enhanced and policy changes implemented that will ensure that the gains that have been made will be sustained. Given the differences between the two provinces, in both environments for development and in the patterns of implementation, the developments, problems, and needs in each are presented as separate case studies. The summaries consolidate the common and combined experience and accomplishments.

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## **NWFP ADMINISTRATION AND MANAGEMENT CAPACITY-BUILDING AND POLICY REFORM UNDER PED**

### **CASE STUDY**

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Prior to the start of the PED Program, primary education in NWFP was the largest component of the Directorate of Schools, which was responsible for all precollege education. Despite its size, however, it was the least well-managed and the least well-supported element. This situation existed despite the fact that three projects were under way in NWFP funded by donors to improve one or another aspect of primary education.

The World Bank had funded the Primary Education Project II (PEP II) which had a sub-project in each province. It was organized and managed by a Project Implementation Unit (PIU) staffed by Pakistanis on leave from the Education Department but operating independently, outside the structure of the department and not integrated into its regular operations.

The PEP II was to build 1,000 classrooms to increase the capacity of overcrowded schools and create the post of learning coordinators, who were to be responsible for the instructional supervision of classroom teachers. In addition, each PIU was to write a number of learning modules — teachers' guides, which the learning coordinators were to teach to the in-service teachers in the ten PEP II districts in NWFP.

The Norwegian government had made a grant to the NWFP Textbook Board to increase its skills and knowledge in preparing textbooks for primary schools. UNICEF was funding a Primary Curriculum Reform Project in each province, though by 1990 no actual curriculum development work had been done despite the project's having been in existence since 1988. The GTZ had funded a primary education project in NWFP for Afghanistan refugees, developing instructional and training teachers in their use. In time, it was extended to serve the Pakistani primary schools in the communities near which the Afghani camps were located.

None of the four projects, except the German-funded project, had any consultant help, the donors having thought that the problems of primary education could or would be solved simply by providing money, assuming that people with the knowledge and skills needed to implement the intended improvements existed in the province and could be appointed to serve on the projects' PIUs. Unfortunately, this was a more optimistic view of the educational improvement potential in the Education Department than the actuality proved to be once the projects were funded. Project implementation either lagged or was nonexistent and when it did the results were not integrated into the regular operations of the department, nor were they disseminated to those schools outside the projects boundaries.

Hence, as USAID designed the PED, it placed major emphasis on a program approach — one in which the intended improvements would be carried out by the Education Department's regular staff, augmented by a technical assistance contract team of resident experts for the component elements of the intervention activity — not by an independent PIU, operating on its own.

And, therefore, the PED goal "to enhance the institutional capabilities" of the NWFP government "to formulate and implement policy reforms" ... to improve "access, equity, and the quality of primary education" in the entire province not just in the ten districts in which the PEP II operated or the one district in which the UNICEF projects operated.

In addition, the PEP was a comprehensive program, not a piece-meal approach to school improvement, with components for school-building, improving the management and administration of schools, developing curriculum and instructional materials, training teachers, both in- and pre-service, and establishing a computerized educational management information service.

## **ACTIONS**

### **1. Establish directorates of primary education.**

In pursuit of the program goals, the provinces and USAID agreed that it was necessary to concentrate attention, resources, and effort on primary education, which has been the stepchild of education prior to the inception of the program. In particular, it was important to provide more efficient and effective overall management of primary education than had been the case

in the past.

The 18 school districts in NWFP were grouped into six divisions, each headed by two division directors, one for the male schools and one for the female schools. Under the division directors, district education officers were responsible for the secondary schools (grades 6 through 12) and subdistrict education officers were responsible for the primary schools.

Following an organizational study of how preuniversity education should be organized in NWFP, a plan was formulated to bifurcate the School Department into a Directorate of Primary Education and a Directorate of Secondary Education. Following almost a year of discussion and planning, the NWFP established the Directorate of Primary Education in June 1990, which became operational on January 1, 1991.

During the organizational period, the structure of the field offices was established. The position of Division Director was abolished, because most people in the department felt they acted primarily as "post offices," transmitting messages to and from their field officers and the top department staff in Peshawar.

District education officers (DEOs), male and female, were appointed to be the top field officials in charge of primary education. This arrangement placed them above the existing Subdistrict education officers (SDEOs), who had been solely in charge of primary education prior to the establishment of the new Directorate.

Below the SDEOs offices, the organizational structure and function remained the same. Just below the SDEOs were assistant district education officers (ASDEOs), who were administrative supervisors in charge of a set of primary schools, and learning coordinators, who were theoretically responsible for the instructional supervision of teachers in from 15 to 20 schools.

The Directorate of Primary Education headquarters, in Peshawar, began operations officially on January 1, 1991, the day on which the Directorate became officially responsible for managing 55,000 employees and approximately 18,000 schools.

It is a matter of pride to the Director that the Additional Director I, who is the second in command, is a female as are 6 of the other top officials in the headquarters staff out of a total of 17. Moreover, they supervise both male and female staff, though further down the chain of command, in the field, the male and female DEOs still supervise only the schools of their same gender.

Responsibility allocations and job descriptions were developed by PED technical assistance in collaboration with staff of the Directorate of Primary Education and officially approved. An organizational development study of the offices of the DEOs and SDEOs with a view to reordering the functions of each and providing training for new job responsibilities will be implemented during fiscal 1994-95.

In addition, at the urging of World Bank and other donor agencies, a feasibility study was conducted of changing to a single, integrated administrative system in the field — in part to coincide with the plans in the province to foster the continuing growth of coeducation in the primary schools. In fact, many girls now enroll in boys' schools. Parents are encouraged to send their children of either gender to the nearest primary school, regardless of the gender title

of the school. In one district, female enrollment in boys' schools is 43 percent of the total.

**2. Develop educational management information systems (EMIS) and encourage the use of empirical data to improve the planning process.**

A computerized Educational Management Information System (EMIS) was established and has been operational since the Fall of 1990, when the first EMIS managed Annual School Census was conducted.

The EMIS was created to obtain, analyze, interpret, and provide accurate, valid, reliable, relevant, and up-to-date educational information to education officials to enhance their planning and educational management abilities.

Computers, air-conditioners, and related peripheral equipment and furniture have been provided by USAID and installed by PED technical assistance experts, who also trained personnel in their use. All male and female district education offices, secondary Directorate divisional offices, the secondary Directorate EMIS cell, and a cell in the Secretary's offices under the direction of the Chief Planning Officer, Education Department, have been provided equipment and training and are now operational in a distributed data system.

In addition to the Annual School Census, EMIS personnel and consultants have developed:

- ◆ A computerized Financial Management System, now being implemented in DEO offices by their financial officers
- ◆ A computerized Personnel Management System, now being implemented in the DEO offices as their personnel are trained
- ◆ A computerized Teacher Training Tracking system, operated by the Bureau of Curriculum (which is in charge of primary teacher training)

Personnel will also develop a computerized Facilities Files showing the physical condition of every primary school in their district and a five-year maintenance and repair schedule for each. This activity will be carried out once the Physical Conditions Survey is completed, probably in late Fall of 1994.

Additional computers were purchased in fiscal 1993-94 by the Directorate of Primary Education to equip all of the subdistrict education offices as well. Installation of the computers and training for operators will take place during the 1994-95 school year.

The Directorate of Primary Education's EMIS and its district or subdistrict offices are responsible, therefore, for:

- ◆ Collecting, analyzing, and reporting data from the Annual School Census
- ◆ Operating the computerized Financial Management System

- ◆ Operating the computerized Personnel Management System
- ◆ Operating a Facilities Inventory System.

They will have access to the Teacher Training Monitoring System operated by the Bureau of Curriculum, for use in selecting teacher trainees and in hiring teachers immediately following their training.

In addition, in order for educational administrators and managers to gain reliable empirical data and knowledge of how well their system is functioning at its main goal, teaching children, the Northwest Educational Assessment Program (NEAP), was created. The NEAP has developed a pool of test items that mirror and test the content to be taught in math, science, Urdu, and Pashto in grades three and five. Using a sample of third and fifth grade children from schools in each subdistrict.

The tests are then computer scored and analyzed to determine in which subareas of the content pupils do least well (for example, operations with fractions or word problems in math).

The results, expressed as class averages, are then reported to the responsible officials in the districts and subdistricts, with suggestions for ways in which they may improve instruction in the schools. The results are also reported to the Instructional Materials Development Cell (IMDC), which then develops targeted instructional units for in-service teacher training and which will develop additional learning materials for pupils in the area of greatest difficulty as revealed by the tests.

The EMIS is one component of the Division of Research, Development, and Evaluation in the Directorate of Primary Education. It provides technical assistance in research design and technical supervision, as needed, in the conduct of research and evaluation and provides data processing.

All of the activities intended to improve teaching and supervision, to produce new and improved instructional materials, and to develop the EMIS are based on research studies conducted in NWFP.

The most important of the research studies involve:

- ◆ An organizational study on how to create and organize the Directorate
- ◆ An organizational study of the Bureau of Curriculum on how to improve its teacher training activities and its curricular responsibilities
- ◆ A study of all of the rules and regulations concerning personnel — posting, transfer, and service-rules — with recommendations to correct anomalies and make the system more efficient and responsive to current conditions
- ◆ A study that examined the problems of teaching Kachi pupils
- ◆ A study that examined the problems teachers face in multigrade teaching, which their own training had not prepared them for and which is required in at least 80

percent of the primary schools

- ◆ A teacher content-knowledge study, measuring the achievement levels of preservice teacher trainees and teachers in-service on fifth-grade tests in math, science, and Urdu (These are the same tests used to test a sample of fifth grade pupils in the Northwest Educational Assessment Program (NEAP) and are criterion-referenced to the fifth-grade textbooks).
- ◆ A study of how much improvement primary PTC students made during their one-year in the GCETs preservice training in content knowledge of the math, science, and Urdu taught in the fifth grade.
- ◆ A study of what teaching practices successful Pakistani teachers used to enable their pupils to score almost twice as well on achievement tests in math, science, and Urdu as do the students of less effective teachers.

In addition, and most important, each new or improved method or innovation is thoroughly evaluated before being adopted for large-scale use.

### **3. Enhance the capacity of the directorates through improved procedures and training.**

In-country training programs in new management methods and procedures, ranging from such mundane concerns as "how to manage paperwork in the offices" to the more complex of "how to use EMIS data in long-range planning," have been conducted during the four years of the program for DEOs, SDEO, their additional directors, planning and development, and top Directorate staff.

Study tours to observe programs in other developing countries and, where appropriate, in the United States, have also been conducted. Personnel have been sent for short courses in planning and information systems development and for master's degree training in planning, administration, and research.

Directorate officials, DEOs, and SDEOs have been trained in both general and job-specific management skills and knowledge. ASDEOs and learning coordinators — those in the system most directly responsible for the day-to-day operations of the schools — have been trained to train teachers how to use effective teaching practices and new instructional materials. They also have received training in classroom observation skills and in interviewing teachers as part of formative evaluation of the effectiveness of new instructional materials introduced into their classrooms.

The data on pupil achievement and critical indicators of system efficiency derived from the Annual School Census, such as dropout rates, repeater rates, gross productivity of the schools, and other critical indicators form the empirical databases for the School Improvement Program.

This is a district, subdistrict program in which DEOs and SDEOs have been trained to set targets for increasing enrollment and pupil achievement and to develop action plans to achieve those targets each year.

The DEOs and SDEOs will be monitored on the achievement of their targets each year, with a new set of targets and action plans for their achievement established each year for the succeeding year.

This iterative process enables the Directorate to develop and use a "self-correcting system," for school improvement — one based on obtaining feedback on enrollment by gender, on the results of instruction, developing programs to remedy the known enrollment deficits and instructional defects, applying the programs on a district basis, again obtaining feedback of the results of the interventions, and continuing the cycle.

#### **4. Facilitate the promotion of female employees.**

As mentioned, the Directorate has employed females in top management positions from the beginning. Although no official gender bar exists generally custom has favored appointing males to the top positions. That practice, however, seems to be changing. The new Additional Secretary II, for Education, is a female who has been transferred to the post from the position of Additional Secretary of Finance.

All training has been equally provided to females, along with males, and they have been equally treated during study tours, though not in long-term M.A. programs abroad because very few could pass the TOEFL, even after they had participated in an English language training program. In addition, most responsible female officials are married and find their family responsibilities make it impossible for them to be away for a year or two.

A new development has been mentioned previously — the idea of disbanding the current dual gender-based set of field male and female offices, with male and female DEOs, SDEOs, ASDEOs, and learning coordinators and replacing them with a single administrative system.

The feasibility of implementing the idea has been investigated by two Pakistani consultants. Their report and recommendations have been provided to the responsible authorities in the government for their consideration. What impact this new organizational structure might have on opportunities for jobs and promotion for females should it come into being is strictly conjecture until the situation is better defined.

#### **5. Use participants who receive long-term training.**

All of the Primary Directorate employees that have received M.A. degrees in the United States are again employed by the Directorate, and in positions of advanced responsibility. One is now Deputy Director, Planning and Development, in the Directorate. One will be appointed to the position of Deputy Director, Training. One, a female, will be appointed Assistant Director, Research, and one has been promoted to DEO. In each case, they are using skills and knowledge they received in their training.

#### **6. Improve financial planning and management.**

As mentioned in the section on the EMIS, a computerized Financial Management Information

System has been developed, debugged, tried in experimental sites, and revised and is now in use in the headquarters and the DEO's offices. This coming year, it will be installed in the SDEO's offices. The system has also been studied by a Pakistani expert, who has made suggestions for making it more efficient. Those modifications are to be made during the next fiscal year.

#### **7. Involve the private sector.**

The Frontier Education Foundation (FEF) has been established for more than a year and is now operational. It has received funds from the province as well as from USAID. Funding promised from the federal government has not been forthcoming.

Current plans of the donor group that plans to continue the Primary Education Program from 1995 through the year 2000 are to provide funding to the FEF, in particular for a program to support the development of private community schools for girls in rural areas. A census of private schools is under way and a study has been made to locate as many as possible of the nongovernmental (NGOs) and community-based organizations (CBOs) in NWFP that might be interested in organizing community-based school programs in the province.

Armed with these data, and the census of existing private schools, the FEF is in a position this fiscal year to present a program to encourage and support the development of private community-based schools.

#### **8. Encourage Community Participation.**

UNICEF, with the active participation of, and co-funding by, the PED Program is in the process of establishing 90 community schools, 30 in each of three districts, Karak, Nowshera, and Malakand. On the basis of an evaluation of the success of these efforts, the FEF intended to support the creation of 250 private community schools. The Directorate will also encourage a similar development of additional community-based schools in the other districts of the province.

In each case, there will be a village education committee (VEC) appointed as the responsible agent for the creation of the school and for its supervision, repair, and maintenance. The Education Department had requested that VECs be established in every village with a primary school, but the planned composition of the committee has precluded their appointments so far. The composition called for members of the Provincial Assembly and other important elected officials to be members and other important elected officials to be members of each Village Education Committee, clearly an impossibility if the VECs were ever to become operational. Their composition is now being rethought.