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Primary Education Management
North West Frontier Province
and Balochistan

United States Agency for International Development

Primary Education Development Programme
August, 1989

FINAL REPORT



Teachers' Resource Centre, 67-B, Garden Road, Karachi.

CONTENTS

	<u>Page No.</u>
Introduction	1
Chapter One: Management and Control Structures	4
Chapter Two: Teacher Education	35
Chapter Three: Teachers' Wages and Employment	63
Chapter Four: Construction Programmes	84
Chapter Five: Textbooks	98
Chapter Six: Management Information System	109
Further Research: Priority Areas	117
References	120
Background Sources	121
Maps	125

List of charts and tables

Charts	Page
1.1 Federal Ministry of Education	6
1.2 Primary and Non-Formal Education Wing	7
1.3 Planning and Development Wing	9
1.4 Curriculum Wing	11
1.5 Central Bureau of Education	13
1.6 Planning Division/Commission (Education Sector Staff)	15
1.7 Finance Division	17
1.8 Provincial and Corporate Wing	19
1.9 NWFP Education Secretariat	20
1.10 Balochistan Education Secretariat	22
1.11 NWFP Planning and Development (Education Sector Staff)	23
1.12 Balochistan Planning and Development (Education Sector Staff)	24
1.13 NWFP Finance Department (Education Sector Staff)	25
1.14 Balochistan Finance Department (Education Sector Staff)	26
1.15 NWFP Directorate (Schools)	27
1.16 Balochistan Directorate (Schools)	28
2.1 NWFP Bureau of Curriculum Development and Extension Services	39
2.2 Balochistan Bureau of Curriculum and Extension Centre	57
4.1 NWFP Communication and Works Secretariat	91
4.2 Balochistan Construction Section (in Directorate Schools)	92
5.1 NWFP Textbook Board	105
5.2 Balochistan Textbook Board	106
6.1 Collection of Statistical Data (Balochistan)	113
6.2 EMIS Operation (MUST-NWFP)	116
Tables	
2.1 Quota for Admission to CETs (1989) %	36
2.2 Trained/Untrained Teachers.	
Holding PTC posts in Schools (NWFP)	37
2.3 NWFP Location/Enrolment of Training Institution (1988-89)	41
2.4 NWFP PTC posts and Output (1978-89)	43
2.5 Reorientation courses (NWFP)	47
2.6 Enrolment by type of Primary Education Source (1988-89) Balochistan	48
2.7 Male/Female Schools (All levels - Balochistan)	50
2.8 Primary Level Teaches and Training Positions (1986-88 Balochistan)	52

2.9	School/Teacher Ratio in Schools of Selected Districts (Balochistan)	53
2.10	Mean Enrolment Levels of Boys' Primary Schools by Schools and Districts (Balochistan)	55
2.11	Combined Output of Elementary Colleges in 1988 (Balochistan)	58
2.12	Staff of Elementary Colleges (Balochistan)	58
2.13	Extension Courses and Workshops (Balochistan)	59
3.1	Grade Movement by Teaching Level	65
3.2	Qualification Related Increments	66
3.3	Conveyance Allowance	67
3.4	Teacher Employment by Type of Institution and Province (1988)	72
3.5	Expansion by Teacher Category (1986-88) in Balochistan Secondary Schools	72
3.6	Proportion of Women in School Teaching Province and Year	74
3.7	Female Schools in Balochistan and NWFP	75
3.8	Dispersal of Primary Level Female Teachers by Selected Variables (NWFP)	76
3.9	Budgeted Positions of Primary/Secondary Teachers 1978-89 (NWFP)	77
3.10	Primary Teachers and Schools/Selections per 100,000 Population of Districts (1988)	79
3.11	Per cent vacant Position of Teachers by Sex (NWFP)	80
5.1	NWFP Reprinted Titles and copies of Textbooks	101
5.2	NWFP Textbook Production	101
5.3	Free supply of Textbooks in Balochistan (1985-89) by Number, Percentage and Value Recovered from Directorate	102
5.4	NWFP Primary Level Book Prices (Rupees)	103
5.5	Expenditure by Provinces (1984-89)	104

INTRODUCTION

This enquiry extending to two Pakistan Provinces, the North West Frontier Province (NWFP) and Balochistan, was commissioned by Office of Human Resources Development in the United States Agency for International Development (USAID). It aims at giving an outline of management structures, practices, procedures and rules relating to schools education at the Primary level.

The outline had to be a bare outline: investigation time was no more than three weeks. Yet all good outlines must have a capacity for growth in detail. The report is therefore rich in names and telephone number of persons whose help can be sought to contribute new perspectives for stated facts or alter our interpretations.

The enquiry focuses on school teachers rather than students. Most teachers, 89 per cent in Balochistan/NWFP according to the 1981 census, are employed in the public sector, standing at the base of a tall management pyramid. The first chapter of this report describes tiers of the pyramid from its apex in Islamabad to sub-District points of supervision and control. Vertical linkages of education management with planning co-ordinators and fiscal providers are also identified. For taking up employment or advancing in it, all public sector teachers require a professional qualification. Our next concern was, therefore, teacher education and its incidence; the size, growth and distribution of facilities; their use-efficiency and cost-effectiveness; access barriers; output in relation to requirements and other related themes. Employment connects with wages, immediate and prospective, with non-wage incentives or disincentives and with work opportunities varying with the workers' sex, education and even the year in which work is sought. These themes form the third chapter. School construction programmes, their resource sufficiency and their factors of retardation, account for another shift in our focus. Work tools take the fifth place. A traditional system of student assessment combined with inadequate teacher education in the use of modern teaching methods tend to inflate the importance of textbooks. Their production, quality control and distribution are described and discussed. Work output must be measured, evaluated and results of evaluation should send out signals for improvement. The logical end-point of the study was therefore EMIS - Education Management Information System. Here our interest was not limited to the system itself or its imperfections; the more important issue of its use also engaged our attention.

Our task would have been simpler if our terms of reference were limited to a description of existing management structures and their ongoing performance. But we were also required to highlight 'impediments' in performance which demanded a depth of analysis not achievable in a study which is both hasty and wide-ranging. Had we not resisted the temptation to make intenser probes into 'impediments', the outcome would not have been an overview as it was planned and its gestation would

have extended far beyond deadlines. We have not neglected indication of action-lines possibly less obstructive to goal achievement or promising faster progress but in this area our conclusions should not be understood as conclusive. Yet they may serve as vantage points for further exploration.

Our methodological instruments were simple but varied. Forceps were loosely structured interviews with persons holding key positions in the studied organization, not necessarily high in its chain of command. Brief notes were recorded during interview and elaborated immediately after the interview. Specimens may be found in our file of source materials (submitted to USAID). Governmental circulars, minutes of meetings, committee reports, rule-books and statistical publications provided the documentary base. A copied selection can be seen in the same file. Our use of educational statistics, inescapable for surveys of teacher education and employment, requires a comment both on the reliability of data-base and on our selectivity of material.

We shared the common mistrust in education statistics but our dependence on available materials provoked two related questions: are all EMIS products flawed to nearly the same extent? Can some data uses permit reasonably confident conclusions, assuming imperfections in data base? Chapter six of this report may assist in answering both questions.

Some mistrust was bred by discrepant citation of enrolment figures for the same group and year in national or external reports. Such discrepancies, however, were found limited to estimated data and not to field-data of EMIS agencies. Secondary data sources have also been publishing discrepant data because of definitional ambiguities. But original field data, used by us, could be charged with unreliability only on three counts: (i) internal inconsistency which was not observed by us and has not been reported; (2) a highly improbable change in magnitudes over time or between cross-sections which also has not been attributed to published NWFP and Balochistan EMIS data used in this study; (3) data variance between paralleled EMIS operations conducted in the same area and large enough to result in an interpretational difference. Since school statistics in the N.W.F.P. were collected by two independent agencies we had the opportunity to test their mutual consistency (Chapter six).

On account of explained administrative reasons, small differences in survey coverage had persisted. The Management Unit for Study and Training (MUST) - NWFP outreach to Primary schools was 1.9 percent lesser than the Education Department's contact level and MUST had placed all the 86 'mohalla' schools outside its survey. The coverage variation for all other locales of Primary level education (mosque / elementary schools and Primary grades in Middle/High schools) stood less than half per cent. Statistics emerging from the two data systems were therefore remarkably similar: Primary level enrolment shown by the Education Department exceeded the MUST data by a negligible 1.2 per cent and its excess of less than 6 per cent in the count of teaching staff was of no consequence for our analytic purposes. If data consistency between independent EMIS sources is any test of their diligence, at least NWFP can qualify for a high reliability rating.

Yet acting with utmost caution and wariness, we placed several restrictions on our use of statistical information and some are recounted below:

- A. No statistical evidence was taken as credible if it conflicted with non-statistical reported information, even purely impressionistic. Therefore, when we found that a highly satisfactory school/teacher ratio at the Provincial level was inconsistent with reports about teacherless girls schools, we looked into District-wise distribution and found it so skewed that ocular and statistical evidence turned mutually supportive (See Chapter two).
- B. If available data did not extend beyond three years, their use was limited to cross-sectional comparison between Provinces or to representation of most recent policy, without suggesting either its continuity or its long duration. For evaluation of earlier achievement or demonstration of an enduring policy, time-span of used data has been kept at eleven years (1978-89).
- C. Most exposed to undetected counting errors was enrolment data. The count of schools would correspond to the number of filled questionnaires and the number of teachers: if incorrectly recorded, it would get corrected in questionnaire checking by immediate school supervisors and also through comparison with administrative records. Our data use is therefore limited to enumeration of schools and teachers. No inference draws its major support from enrolment figures.

Review of the draft report resulted in a suggestion to list areas in which further research could assist in improvement of school planning and management and to append a bibliography of basic information relating to Primary education in the country and in the studied Provinces. Both demands have been met in the last pages of the report.

Assistance in field investigations was provided by us to Jawed Sultan, Shahid Parvaiz and Mansoor Rasool.

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Mehrunnisa Ahmad Ali

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CHAPTER ONE: MANAGEMENT AND CONTROL STRUCTURES

ABSTRACT

School education management has grown in the direction of greater government control and fast multiplication of control points, both vertical and horizontal. Official criticism of centralist tendencies is cited, pointing out its enduring ineffectiveness. Informal but strong Federal impact on school education is discussed despite its constitutional position as a Provincial area of responsibility. A structural and functional description of relevant components in Federal Ministries of Education, Planning and Finance and of support structures outside the Ministries in teacher training, data management and research, together with personnel identification is given. Outline of Provincial replications in the three management areas extends to procedures which can be discarded as inessential delay factors in implementation of development plans. Directorates of Education in the two Province and Divisional tiers (found only in NWFP) receive detailed description relating to their male-female and functional components, staff strength, powers and organizational linkages. Description of District and Sub-District structures includes assigned functions, financial and administrative powers, problematic sizes in span of control. Focal issues raised: limited financial/administrative authority at lower tiers; dispensable duplication in procedures for approving new projects; the need for non-lapsable funding; stable participation of Federal government in support to recurring costs, correspondence between plan/budget commitment and Federal cash flow; establishment of long-awaited District Education Authorities to achieve decentralization and incentive impetus to non-governmental funding.

MANAGEMENT AND CONTROL STRUCTURES

Two notable changes in the management of education have occurred in both Provinces in the last three decades: relative decrease in the area of non-governmental management; vertical and horizontal expansion of governmental management structures.

Non-governmental schools fall into three categories: schools run by 'local authorities' (District Councils; Municipal or Town Committees); by charitable associations and by commercial interests. Detailed statistical information is lacking but certainly more than 95 per cent children attend schools financed and managed by Provincial (or Federal) governments.

Despite announced policies (MoE, 1989 p. 53-61) favouring non-governmental initiative and investment, the government's control over education is not likely to diminish, in view of a motivation identified by the Press: 'education department happens to be the largest employer in the Province (NWFP) and thus a major source of political patronage' (Herald, July 1989, p.46).

One vertical addition to the management chain was made after the restoration of Provinces in 1971 which had been merged into 'West Pakistan' in 1956. Until then the Provincial executive chief of non-university education (Director) also acted as the principal adviser on educational policy to the government and was therefore designated as 'ex-officio' Education Secretary. The second addition was creation of Divisional Directorates (1981) in the NWFP: Balochistan did not feel the need and District management structures continue to be controlled directly by the Provincial government. More recent is tiering of District level management: The Supervisors (or Learning Coordinators) are at the base of the pyramid. They report to the Assistant District Education Officers (ADEO) who report to subdivisional/Deputy Education Officers, who in turn report to the District Education Officer (DEO).

Growth of management structures has also been horizontal, both spatial and functional. District level offices increased in NWFP from six until 1970 to fifteen at present and during the same period Balochistan added eight to the earlier figure of nine, with consequential increases in the number of Divisional offices (in NWFP). Instances of functional expansion are splits of the single education Directorate into school/college Directorates, their male/female sub-directorates and a component for agro-technical education within the Directorates.

Federal role in school education is very limited and essentially advisory but the proliferation of control points manned by 'specialists' is not been less impressive than at Provincial levels. A simple project like giving a new textbook on religion to Primary schools may involve a multiplicity of expert offices: Islamic Education Sector; Textbook Development and Monitoring Sector; Primary and

Non-Formal Education Wing and possibly specialists in the Academy of Educational Planning and Management or the National Educational Council.

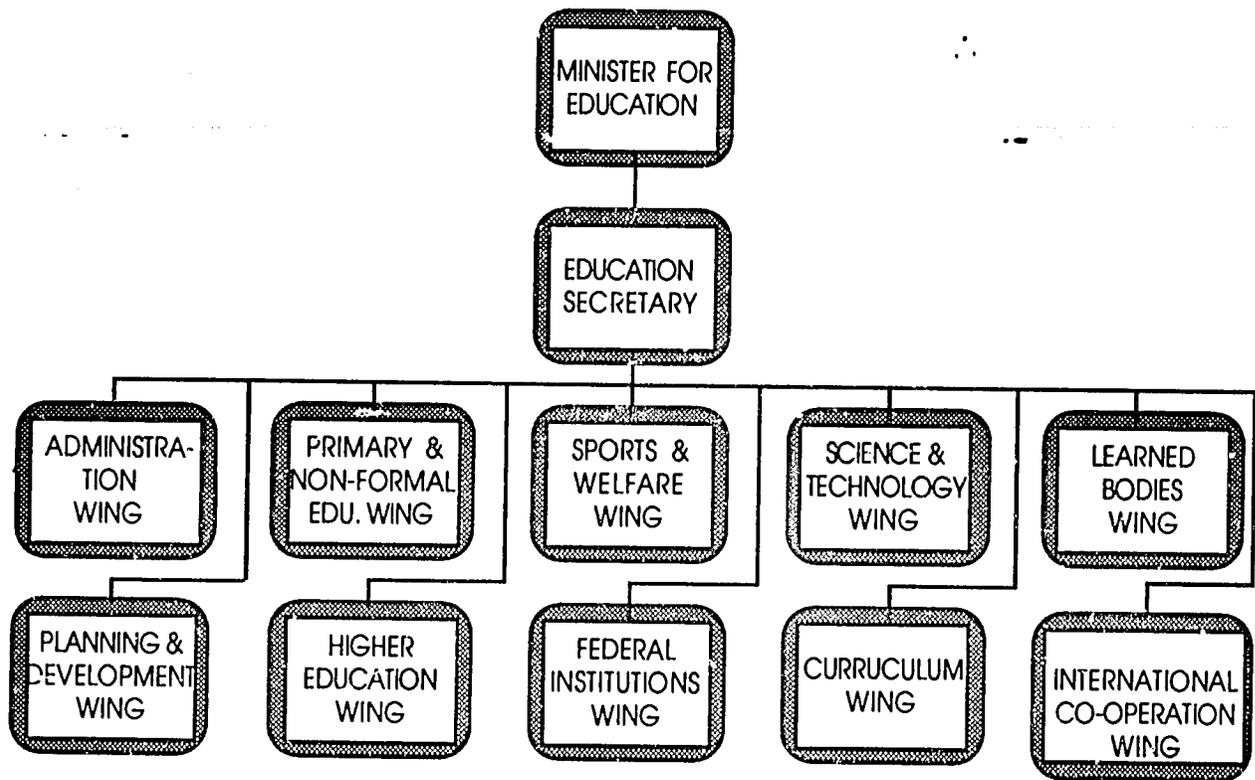
Design, size and composition the education management system has not yet been exposed to evaluative scrutiny although almost every national conference or commission has raised a finger at the intricacy and tardiness of its processes. Any attempt at reshaping the system is unlikely to reverse or even curb its weighty centralism which had attracted a caustic comment even a decade ago: 'The existing institutions, structures and modes of operation cannot accommodate effective implementation of policies'. (National Educational Policy 1979). But even until April this year the government continued to express dissatisfaction with its regulatory apparatus: 'Centralised powers of decision making at Federal and Provincial levels slows down implementation of reforms'. (MoE, 1989, p. 67)

This chapter of the report identifies and describes Federal and Provincial management structures in educational management itself, in planning/development and in financial sectors of regulatory control. Their functions and powers are also stated. Provincial organizations concerned with school construction, textbook production, teacher training, curriculum development, and gathering management data are described in chapters relating to these functions.

FEDERAL STRUCTURES

Federal interest in education is recognized in Pakistan's constitution by placing certain educational activities in the Concurrent Legislative List (article 142 and fourth schedule). Listed activities extend to (i) curriculum, syllabus, planning, policy, 'centres of excellence' (higher research bodies) and standards of education; (ii) Islamic education. Yet this placement does not authorise the Federation to exercise authority in relation to these sectors without first making a Federal law permitting the exercise of authority. The bar is contained in article 97: ... 'the executive authority of the Federation shall extend to matters with respect to which Parliament has power to make laws ... provided that the said authority shall not, save as expressly provided in the Constitution or in any law made by the Parliament, extend in any Province to a matter with respect to which the Provincial Assembly has also power to make laws'. Thus, unless authorised by appropriate legislation, the Federation cannot intervene even in major management decisions as long as they do not depart from the National Plan which is entirely a Federal concern. Federal control is therefore largely informal but by no means ineffective.

CHART 1.1: FEDERAL MINISTRY OF EDUCATION



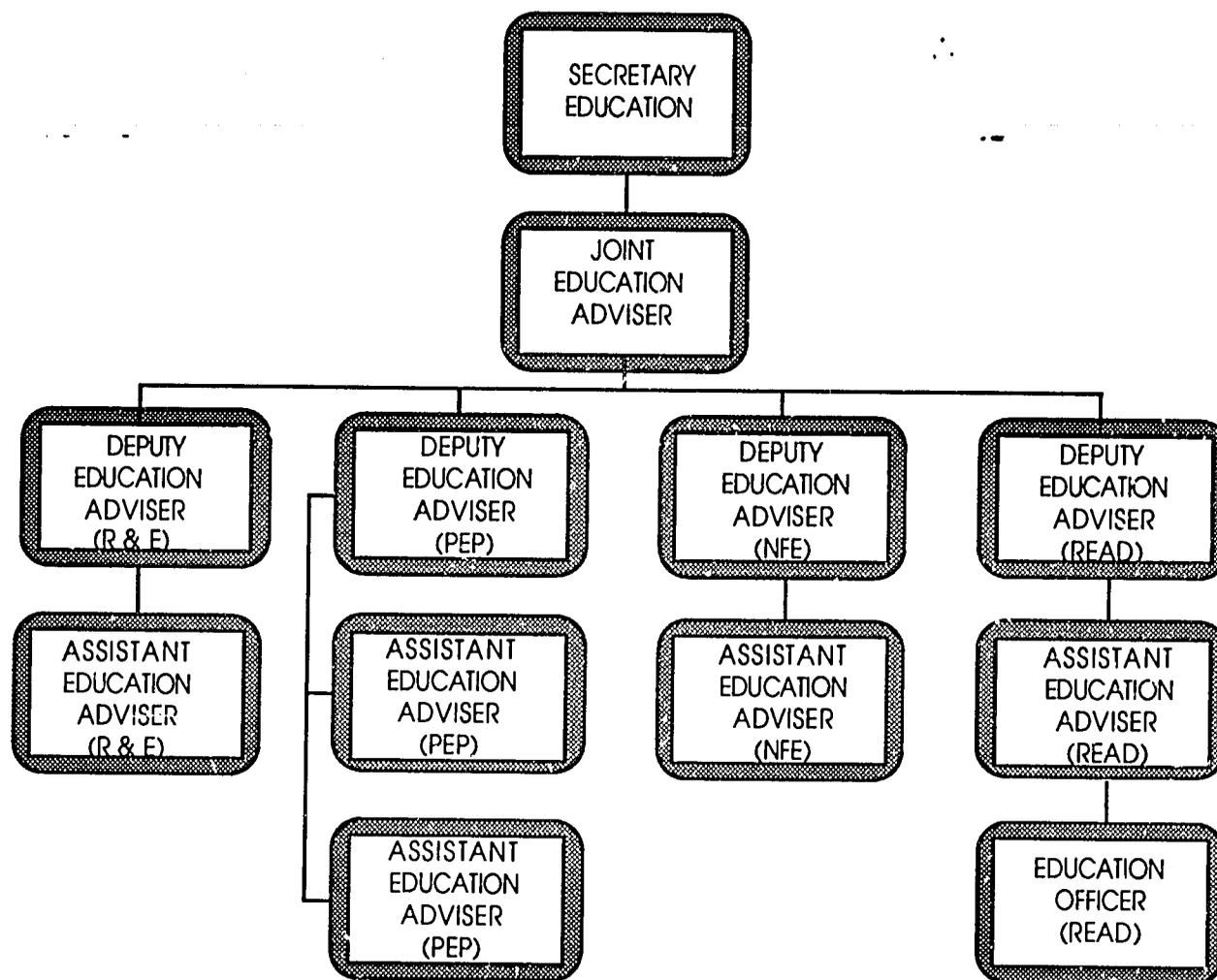
The organogram given above explains the structure of the Ministry.

The Secretary's area of authority, partly obvious from the organogram, is officially stated as follows (MoE 1989 p.64)

- (i) Development and coordination of national policies, plans and programmes in education.
- (ii) International aspects of development planning; loans credits, grants
- (iii) Welfare of students abroad and foreign students.
- (iv) Foreign studies and training; international assistance in the field of education; international exchange of students and teachers.

Three 'Wings' of the Federal Education Secretariat have a direct impact on the Provincial area of Primary education: (1) Primary and Non-Formal Education; (2) Planning and Development; (3) Curriculum.

CHART 1.2: PRIMARY AND NON-FORMAL EDUCATION WING



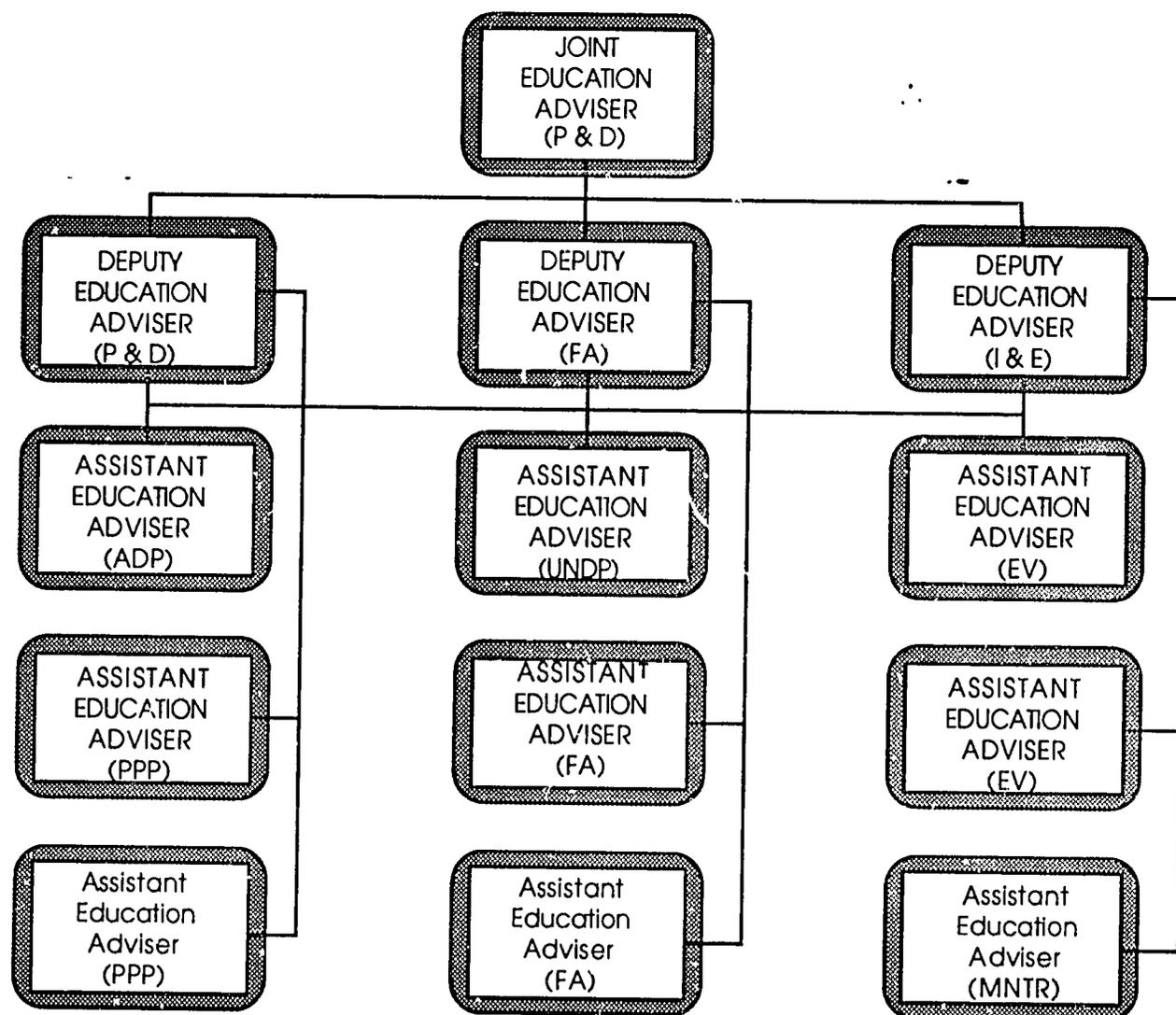
Acronyms: PEP, Primary Education Project; NFE, Non-Formal Education; READ, Rural Education and Development Project; R & E; Review and Evaluation.

Personnel (Primary Education)

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Joint Education Adviser	Abdul Aziz Khan	20	822686
Deputy Education Adviser (R & E)	Parveen Shahid	19	814479
Deputy Education Adviser (PEP)	M.H. Qureshi	18	824517
Assistant Education Adviser (R & E)	Tajamul Hussain	17	824517
Assistant Education Adviser (PEP)	Ajmal Khan	17	824517

Primary & Non-Formal Education Wing Evaluates progress of Primary education, monitors and provides guidelines for implementation of foreign-assisted projects, conducts technical scrutiny of Federal projects and of those Provincial projects which exceed sixty million in cost in NWFP and thirty million in Balochistan.

CHART 1.3: PLANNING AND DEVELOPMENT WING



Acronyms: P & D, Planning and Development; FA, Foreign Aid; I & E, Implenation and Evaluation; EV, Evaluation; ADP, Annual Development Programme; PPP, Project Preparation and Processing; RO Research Officer; MNTR, Monitoring; UNDP, United Nations Development Programme.

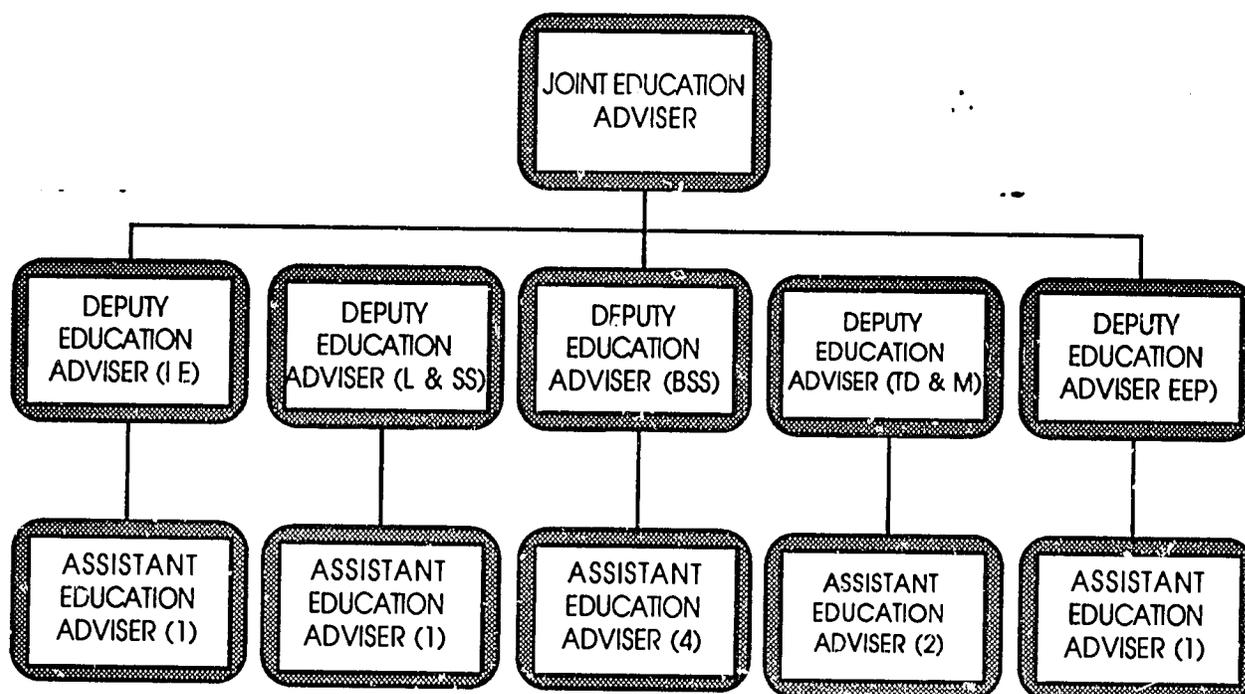
Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Joint Education Adviser (P & D)	Munir Ahmed	20	821690
Deputy Education Adviser (FA)	A. D. Khan	19	813523
Deputy Education Adviser (P & D)	Said Rasul	19	820652
Deputy Education Adviser (I & E)	M.M.H. Mashhadi	19	821359
Assistant Education Adviser (FA/UNDP)	Said Ghulam	18	821358

Assistant Education Adviser (FA)	Abul Rashid	18	821358
Assistant Education Adviser (EV)	Irshad Ali Shah	18	825254
Assistant Education Adviser (PPP)	F. H. Khokar	18	812509
Senior Research Officer (ADP)	Habibur Rahman	17	812509
Research Officer (PPP)	Kala Khan	16	828183

Planning and Development Wing processes for submission to the Planning Division all projects funded by the Federal government in Federal areas and in Provinces, Provincial projects receiving foreign assistance or approval of the ECNEC, monitors and evaluates educational progress, initially prepares the Five Year Plan in the sector of education and based on it, the Annual Development Plan.

CHART 1.4: CURRICULUM WING



Acronyms: IE, Islamic Education; L & SS, Language and Social Studies; BSS, Basic Science Sector; TD & M, Textbook Development and Monitoring; EEP, Environment Education Project.

Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Joint Education Adviser	M.H. Abbasi	20	853680
Deputy Education Adviser (IE)	M. Qasim	19	852135
Deputy Education Adviser (L & SS)	Mukhtar Ahmed	19	851452
Deputy Education Adviser (BSS)	R.A. Siyal	19	854673
Deputy Education Adviser (TD & M)	Zafar Saeed	19	853131
Deputy Education Adviser (EEP)	Zafar Saeed	19	853131
Assistant Education Adviser (IE)	I.A. Bhutto	18	856002
Assistant Education Adviser (S & SS, Urdu)	Taj Mohammad	18	856002
Assistant Education Adviser (BSS Phy.)	Aurangzeb Rahman	18	856002
Assistant Education Adviser (BSS Chem.)	Vacant	18	856002
Assistant Education Adviser (BSS Agr.)	Nasim Faruqui	18	856002
Assistant Education Adviser (BSS Maths)	Abdur Rashid	18	856002
Assistant Education Adviser (TD & MS Technical Education)	A.A. Qureshi	18	856002
Assistant Education Adviser			

(TD & MS, Textbook)	M. Sharif	17	856002
Assistan Education Adviser (EEP)	Khurshid Anwar	17	856002
Assistan Education Adviser (CEEP)	M. Aslam	17	856002

The Curriculum Wing develops curricula, monitors textbooks and standardizes religious instruction, using its five Sectors: (1) Basic Science (2) Islamic Education (3) Language/Social-Studies (4) Textbook Development and (5) Environment Education Project.

Apart from the Three Wings described above, the Autonomous Bodies Sector, located in the Federal Institutions Wing controls research and training relevent to Primary education. Academy of Education Planning and Management, National Education Council and Allama Iqbal Open University (AIOU) are the three structures undertaking these activities The first two perform overlapping functions in educational research and diffusion of teaching and educational management skills. The third undertakes 'distant education' of Primary school teachers and thus supplements Provincial programmes in teacher training.

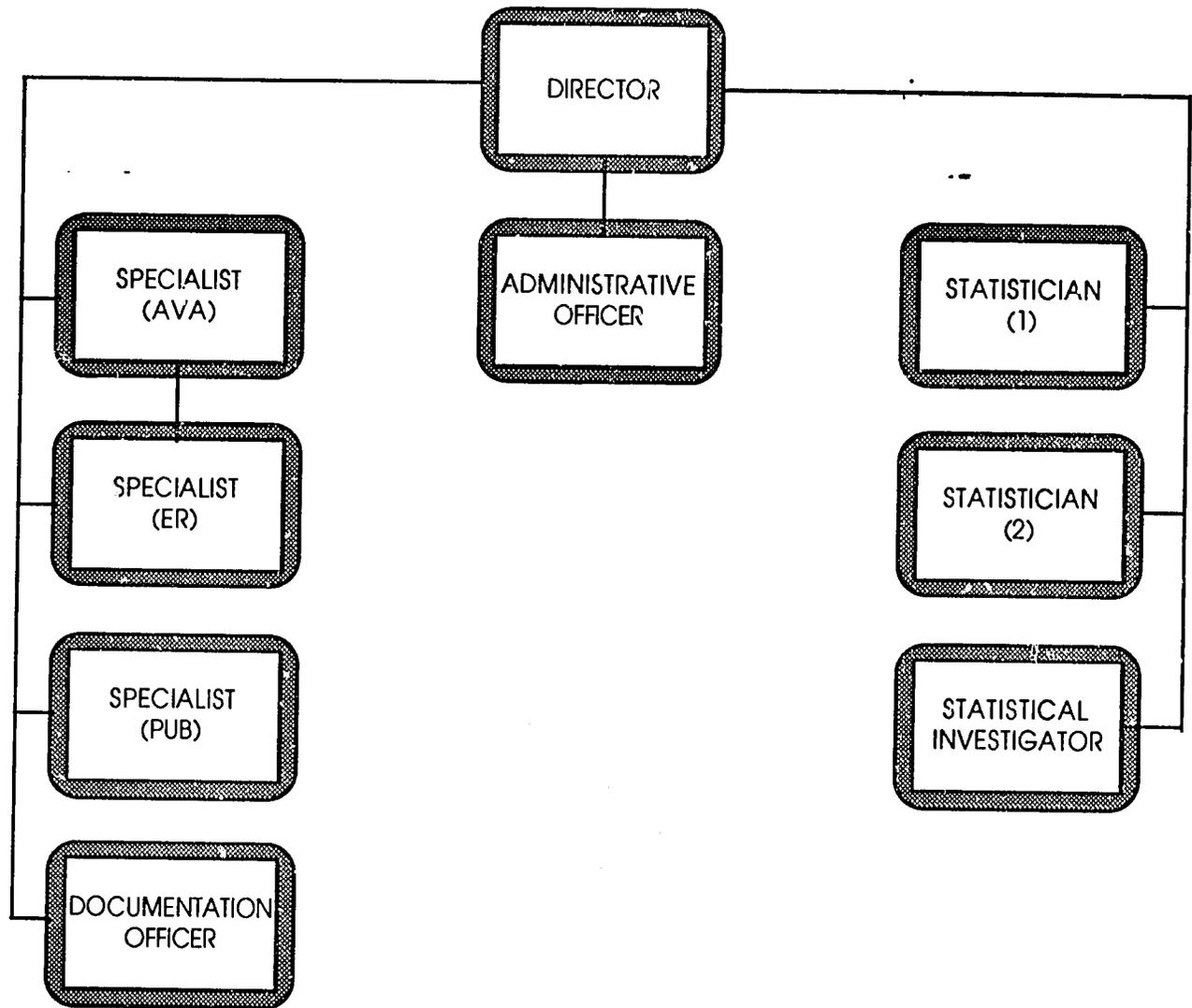
Allama Iqbal Open University (AIOU)

The faculty of the AIOU which offers a course leading to Primary Teaching Certificate (PTC) trained 10041 teachers in 1982-83, raising the number to 13227 last year. At present only employed teachers can take the course but it is planned to extend it to persons seeking employment in education. Faculty composition for the teacher training department is given below:

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Dean: Chairman Teachers	S.A. Siddiqui	20	857129/15
Education:	Zulkaif Ahmed	19	853402
Associate Professor:	Massarat Anwar	19	853402
Assistant Professor:	Arif Zia	18	853402
Lecturer	Ilyas Qadeer	17	857129/15
Lecturer	M. Iqbal Shah	17	357129/15
Lecturer	Tanveer Zaman	17	857129/15
Lecturer	S.M. Shahid	17	857129/15
Lecturer	Bushra Shaheen	17	857129/15

(The department for Teacher Training should not be confused with the Bureau of University and Special Projects under Ms. Razia Abbas which conducts programmes in Non-Formal Education).

CHART 1.5: CENTRAL BUREAU OF EDUCATION



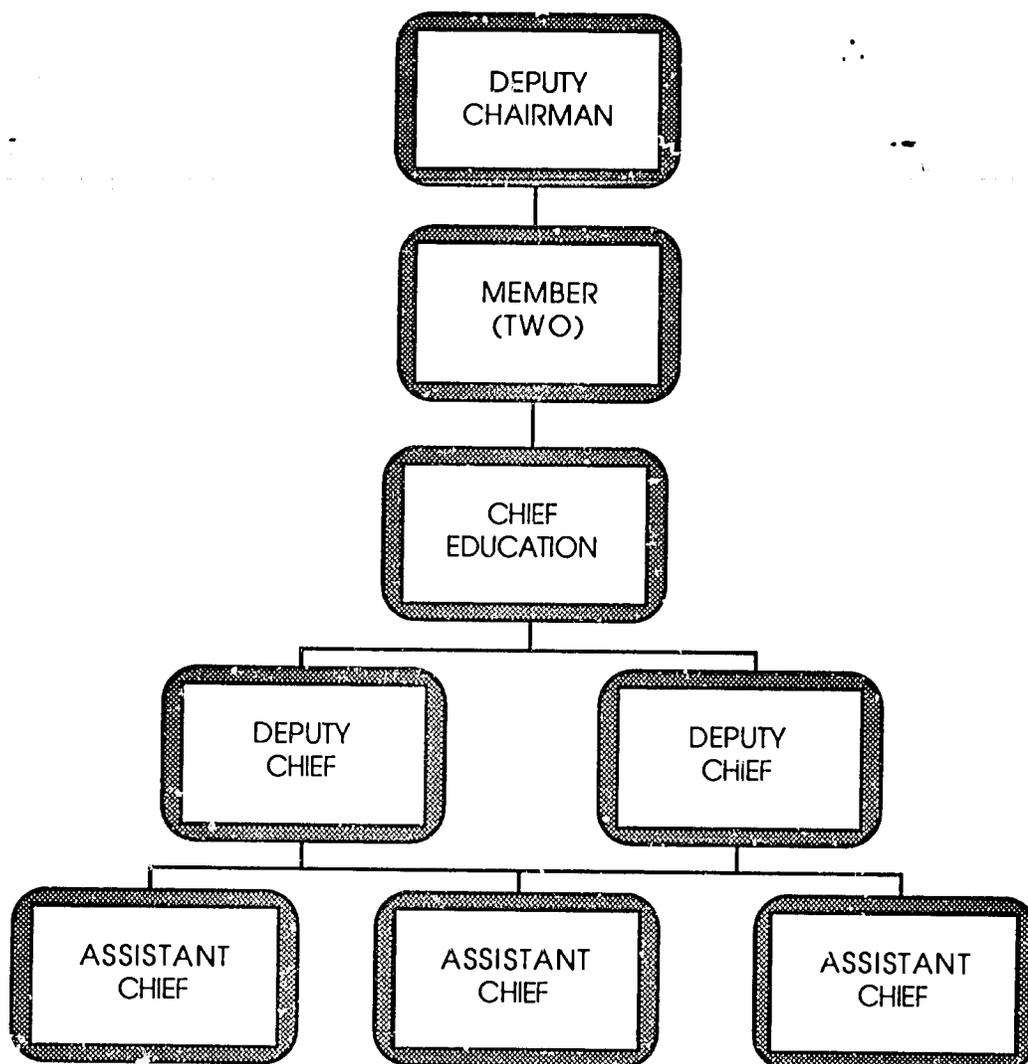
Acronyms: AVA, Audiovisual Aids; ER, Evaluation and Reveiw; PUB, Publications.

Personnal

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Director	Anwar Beg	18	852653
Specialist (ER)	Vacant	17	856002
Specialist (PUB)	Ijaz Ghani	17	856002
Documentation Officer	M. Yusuf	16	856002
Statistician (1)	Z. H. Siddiqui	16	856002
Statistician (2)	Munsif Ali	16	856002
Administrative Officer	S. Irfan Ali	16	856002
Statistical Investigator	Hayet Waraich	15	856002

The Bureau is expected to collect, consolidate, document, analyse and interpret educational statistics, thus serving as a data bank for the Ministry and the Planning Division/Commission. With a staff of two specialists, two statisticians, a Documentation Officer, Reproduction Officer and a Statistical Investigator, it is the most sterile education office in Islamabad. Information output was found scanty, out of date or inconsistent even with Provincial published data.

CHART 1.6: PLANNING DIVISION/COMMISSION (EDUCATION SECTOR STAFF)

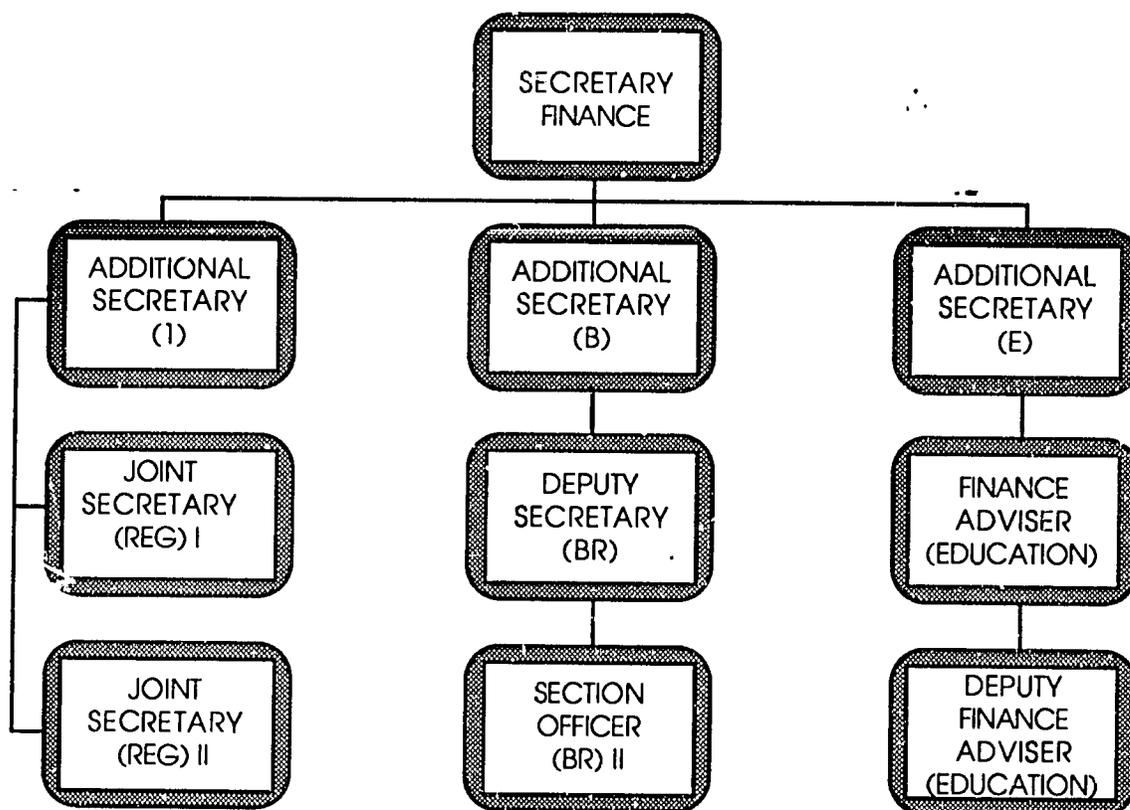


Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Member (Two)	Arshad Faruque	21	826659
Chief	Massarat Ali Khan	20	824643
Deputy Chief	Ghulam Farid	19	817982
Deputy Chief	I.A. Qureshi	18	826962
Assistant Chief	G. Mohyddin	18	Ext. 522
Assistant Chief	Talib Hussain	18	Ext. 550
Assistant Chief	Arif Naqvi	18	Ext. 550

The Planning Division is the largest secretarial organization with 322 officers of grade 16 and above, out of whom only six are assigned to education planning. It carries out a scrutiny of all Provincial projects which exceed Provincial financial powers (60 million for NWFP and 30 million for Balochistan), before they are submitted to the Executive Committee of the National Economic Council (ECNEC) for approval. Smaller Provincial projects falling within approval powers of Provincial governments are also scanned by the Planning Division to ensure that they are (1) 'in line with the National Plan', (2) do not 'deviate from its principles and policies' and (3) they 'do not have economic or other repercussions beyond the Province'. If any of these vaguely spelt out standards are not met by a project, it can be killed by an executive order of the Division. The Federal strong arm for controlling educational activity is thus the Planning Division rather than the Education Ministry although it is known to yield to political pressures, as it did in the case of several universities and medical colleges created outside Five Year Plans. But since the Division does not define its limits of intervention in precise terms. Provincial governments are never sure of how much freedom they can exercise. Possibly a radical change in the system of examinations or length of schooling may be condoned but a decision creating a large inter-Provincial differential in teachers salaries may be questioned on grounds of its 'economic' or 'other' repercussions outside the Province.

CHART 1.7: FINANCE DIVISION



Acronyms: I, Internal Finance; B, Budget; Reg. Regulation BR, Budget (Revenue)

Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary	Saeed Qureshi	22	821707
Additional Secretary(1)	Rifat Askari	21	823705
Additional Secretary (B)	Javed Talat	21	821518
Additional Secretary (E)	M. Tayyab Hussain	21	820291
Joint Secretary (Reg) I	Roshan Ali Mufti	20	812161
Deputy Secretary (BR)	Vacant	-	829239
Deputy Finance Adviser (Edu.)	Naseem Ahmed	20	820782
DFA (Edu.)	Imtiaz Saeed	19	829840
Section Officer(BR) II	Shazad Iqbal	18	-

Three different functions are performed by the Division in relation to the Education Ministry and by different Wings. Proposals involving change, interpretation or relaxation of financial rules are referred to the Regulation Wing, falling under the control of Additional Finance Secretary, Internal Finance, AFS(I). Budget provisions are made by AFS(B) and expenditure beyond delegated powers of the

Education Secretary must be approved by the Financial Adviser (FA) of Ministry or his Deputy (DFA) who represent Additional Secretary Expenditure, (AFS,E). Officers/Wings concerned with the three functions are identified in the organogram.

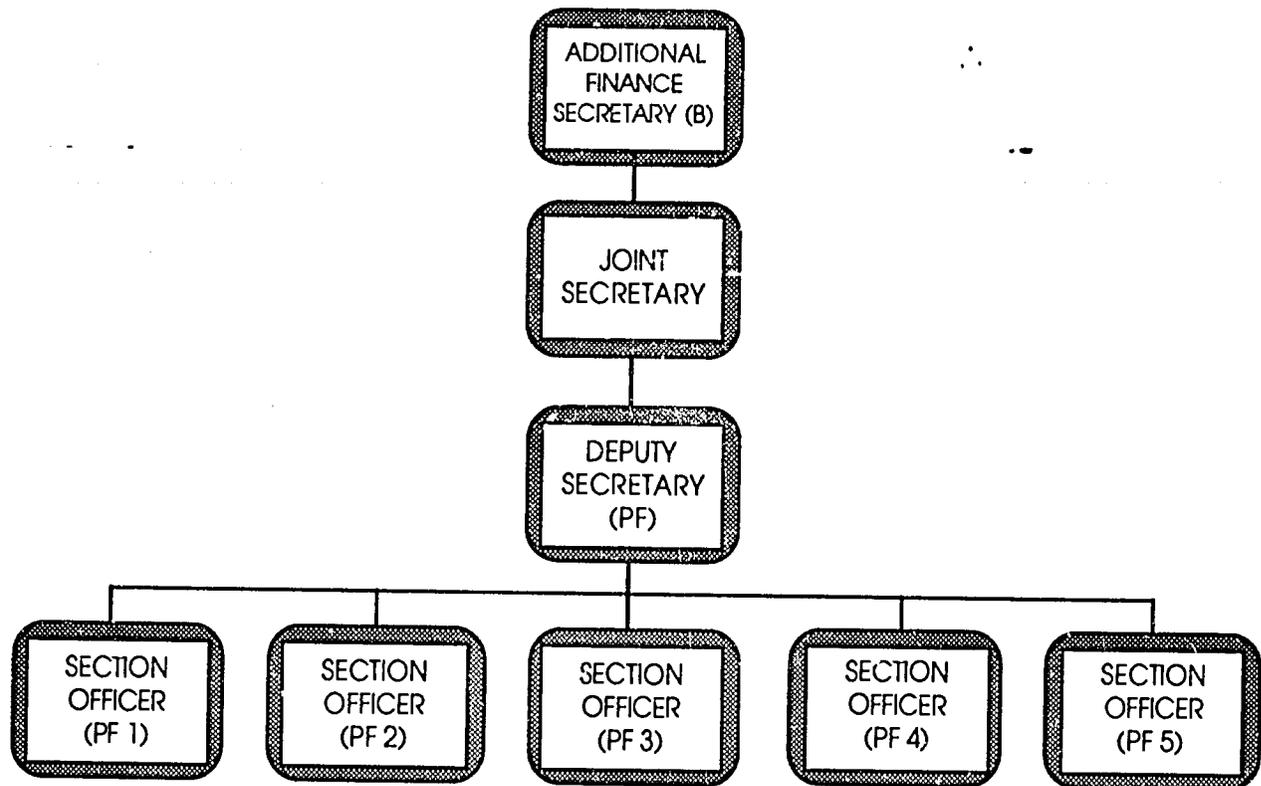
The Finance Division can kill a new project at two stages: when it is discussed by the Central Development Working Party (CDWP) or ECNEC; the veto may be based on financial unsoundness but even a project approved with concurrence of FD may be later thrown out on grounds of resource constraints. Parallel powers are exercised by Provincial Finance Departments. Thus promises held out by planners often appear more firm than they really are.

Federal financial support in education to the Provinces of NWFP and Balochistan is of two kinds: (1) Non-recurring 'development' grants in excess of the population-based Provincial share in Federal income; (2) support to recurring education costs ('non-developmental') given for defined periods and to a limited extent, in relaxation of the general rule that such costs should be met out of Provincial resources. Both kinds of support are not a constitutional obligation and are decided annually. Unless the two Provinces acquire taxation sources large enough to meet their deficits, this two-fold dependence on Federal support will continue, threatening the survival of even the existing educational infrastructure.

The cost of school/college education being a Provincial liability under the Constitution, Federal assistance is subsumed under grants-in-aid made to the total development budget of Province. Provincial governments are however informed what proportion of budget support should be counted notionally as assistance to the education sector or to its specific subsector or programme. The Federal budget does not reflect separate amounts for educational activities of Provincial governments. Therefore an educational programme may be delayed or curtailed only because the total budget support of the Province has shrunk or fallen behind schedule.

The organization responsible for providing non-sectoral financial support to Provincial governments is controlled by Additional Finance Secretary (Budget) and is called Provincial and Corporate Wing: It also takes care of funding public sector corporations. The component dealing with Provincial finance which releases Federal resources to governments is structured as shown below in the next chart.

CHART 1.8: PROVINCIAL AND CORPORATE WING

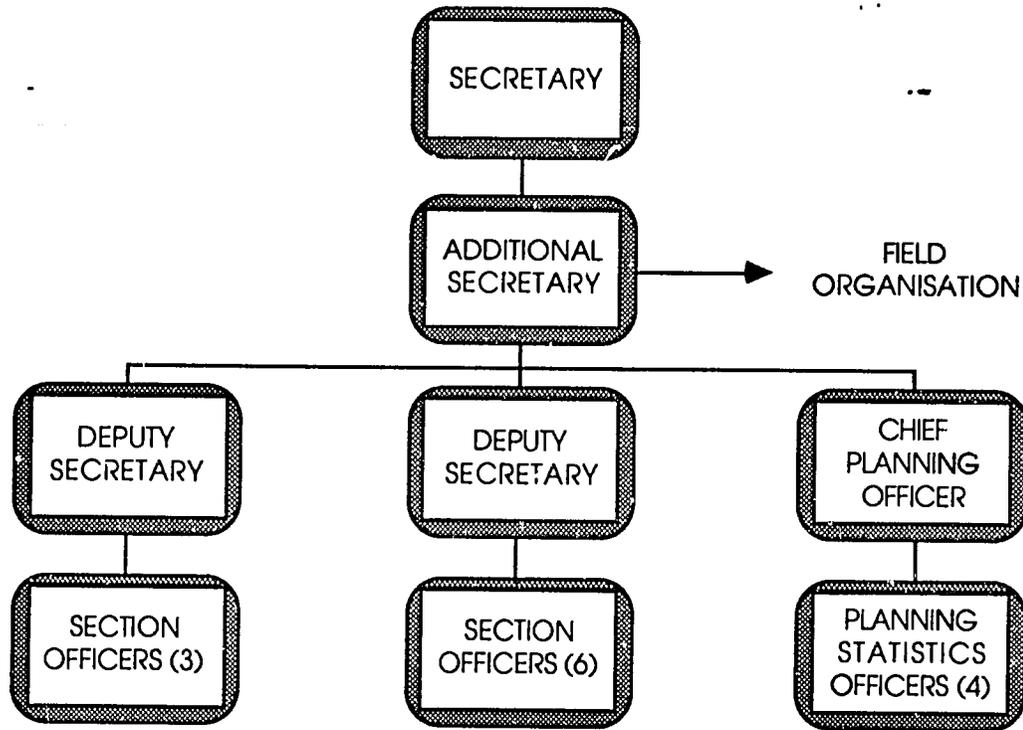


Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Additional Secretary (B)	Javed Talat	21	821519
Joint Secretary	Sumsam-ul-Haq	20	823374
Deputy Secretary (PF)	Masood Ahmed	19	812929
Section Officer (PF1)	Javed Iqbal	17	824630
Section Officer (PF2)	Z. U. Qureshi	17	829356
Section Officer (PF3)	M. Riaz Khan	17	829367
Section Officer (PF4)	Faqir M. Sabri	17	829394
Section Officer (PF 5)	M. A. Manan	17	829406

PROVINCIAL STRUCTURES

CHART 1.9: NWFP (EDUCATION SECRETARIAT)



Personnel

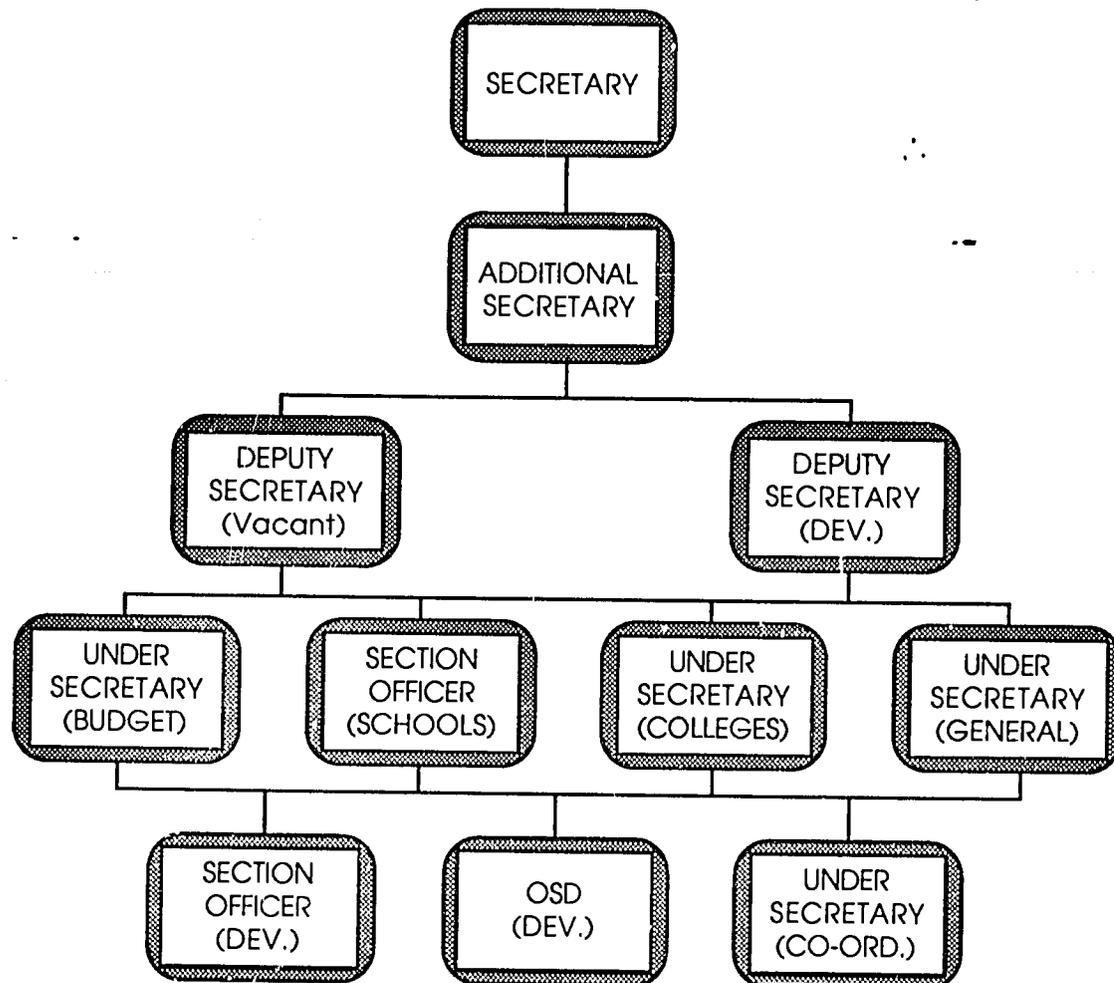
<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary	Mahmood Khan	20	78586
Additional Secretary	Mumtaz Akbar	19	78576
Deputy Secretary	Jamaluddin	18	78529
Deputy Secretary	Mahmood Shah	18	76236
Chief Planning Officer	Nisar Sethi	18	72849
Statistical Officer	Mohammad Ashraf	17	70502
Planning Officer	Omar Hayat Malik	17	70566
Planning Officer	Riaz Ahmed	17	70347
Statistical Officer	Afsar Saïd Yusafzai	17	70518

With Finance and Planning structures acting as moderating watch dogs over ambitious educationists, the provincial management mechanism is a replication of the Federal. An illustration of the triadic control is the rule that no project costing more than 1.5 million rupees shall be executed without the assent of Finance and Planning/Development Departments, given in a committee chaired by the

Education Secretary. This rule applies even when the project has been reflected in the budget and has passed through all stages of pre-budget scrutiny.

The grade 18 officers identified above are assisted by Section Officers (13): one each for colleges, schools, universities, technical training, general administration, policy directives, co-ordination, two each for planning, statistics, budget, all in grade 17. In all planning processes, for which Mr. Nisar Ahmed Sethi carries the immediate responsibility, grade 17 officers, designated either as Planning Officers or Statistical Officers, perform overlapping duties in relation to project drafting and preparation of other documents containing statistical information. All projects prepared by the Education Secretariat, however, are revisable by the Planning & Development Department and must be approved by it before their financial support is sought.

CHART 1.10: BALOCHISTAN (EDUCATION SECRETARIAT)



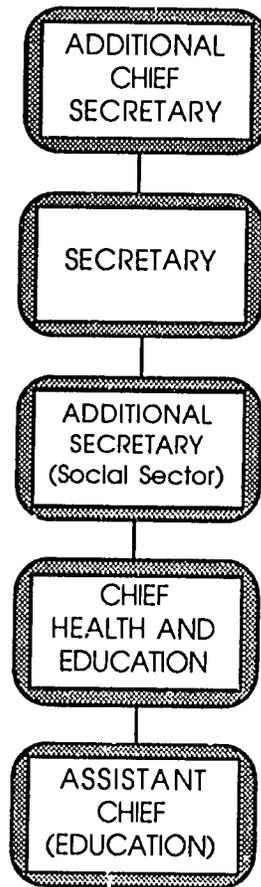
Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary	M. Anwar Khetran	20	73905
Additional Secretary	K.D. Khan	19	74148
Deputy Secretary (Development)	G. Sarwar Mengal	18	78574
* US Budget	A. Durrani		77758
US (General)	Niaz Ali Shah	18	78569
** SO (Schools)	Abdur Rahman	17	78574
US (Colleges)	-	-	-
OSD (Aid)	M. Anwar Usman Kansi	18	77758
US Co-ordinator	Usman Kansi	18	77758

* US: Under Secretary

** Section Officer

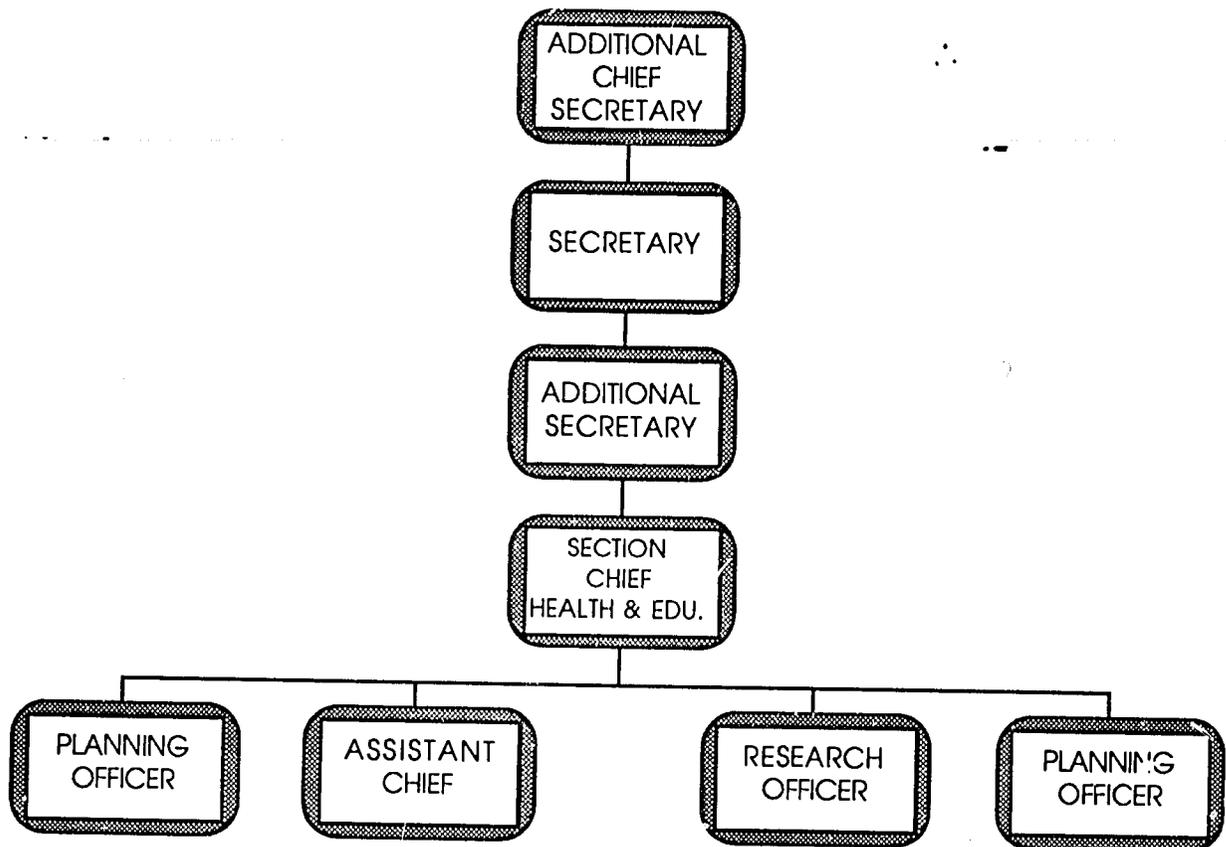
**CHART 1.11: NWFP PLANNING AND DEVELOPMENT
(Education Sector Staff)**



Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Additional Chief Secretary	Azam Khan	21	71394
Secretary Additional	Suleman Ghani	20	78346
Additional Secretary (H & E)	Ibrahim Beg	19	76356
Chief (H & E)	Javed Iqbal	18	78273
Assistant Chief (Education)	Khizre Hayat	17	7029

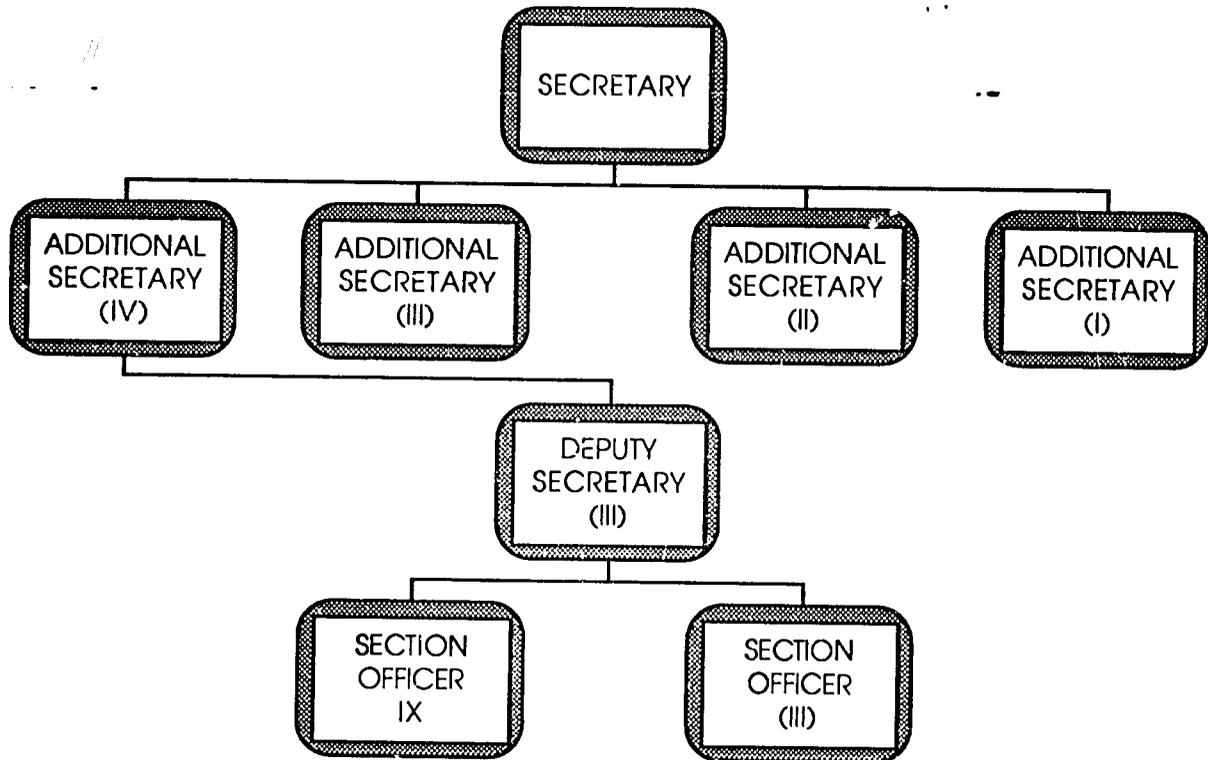
**CHART 1.12: BALOCHISTAN PLANNING AND DEVELOPMENT
(Education Sector Staff)**



Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Additional Chief Secretary	Ata M. Jafar	21	70401
Secretary	Sultan M. Nasir	20	70466
Additional Secretary	M. Salim Chishti	19	73963
Section Chief	Azam Kansi	19	70181
Assistant Chief	vacant	18	-
Research Officer	Vacant	17	-
Planning Officer	M. Bari	16	-
Planning Officer	M. Arif	16	-

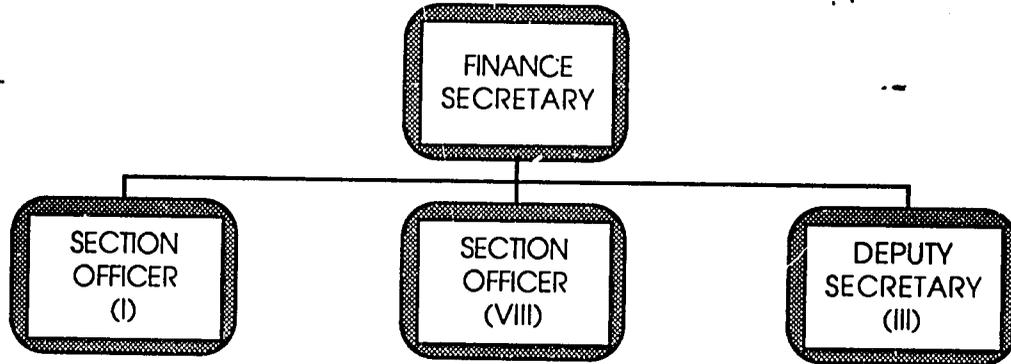
CHART 1.13: NWFP FINANCE DEPARTMENT
(Education Sector Staff)



Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary	Younus Khan	20	78472
Additional Secretary(IV)	G. M. Khan	19	75991
Deputy Secretary	G. Sabir	19	73726
S. O. (IX)	Shams Tabriz	18	Ext. 340
S. O. (VII)	Zainullah Khan	17	Ext. 536

CHART 1.14: BALOCHISTAN FINANCE DEPARTMENT
(Education Sector Staff)

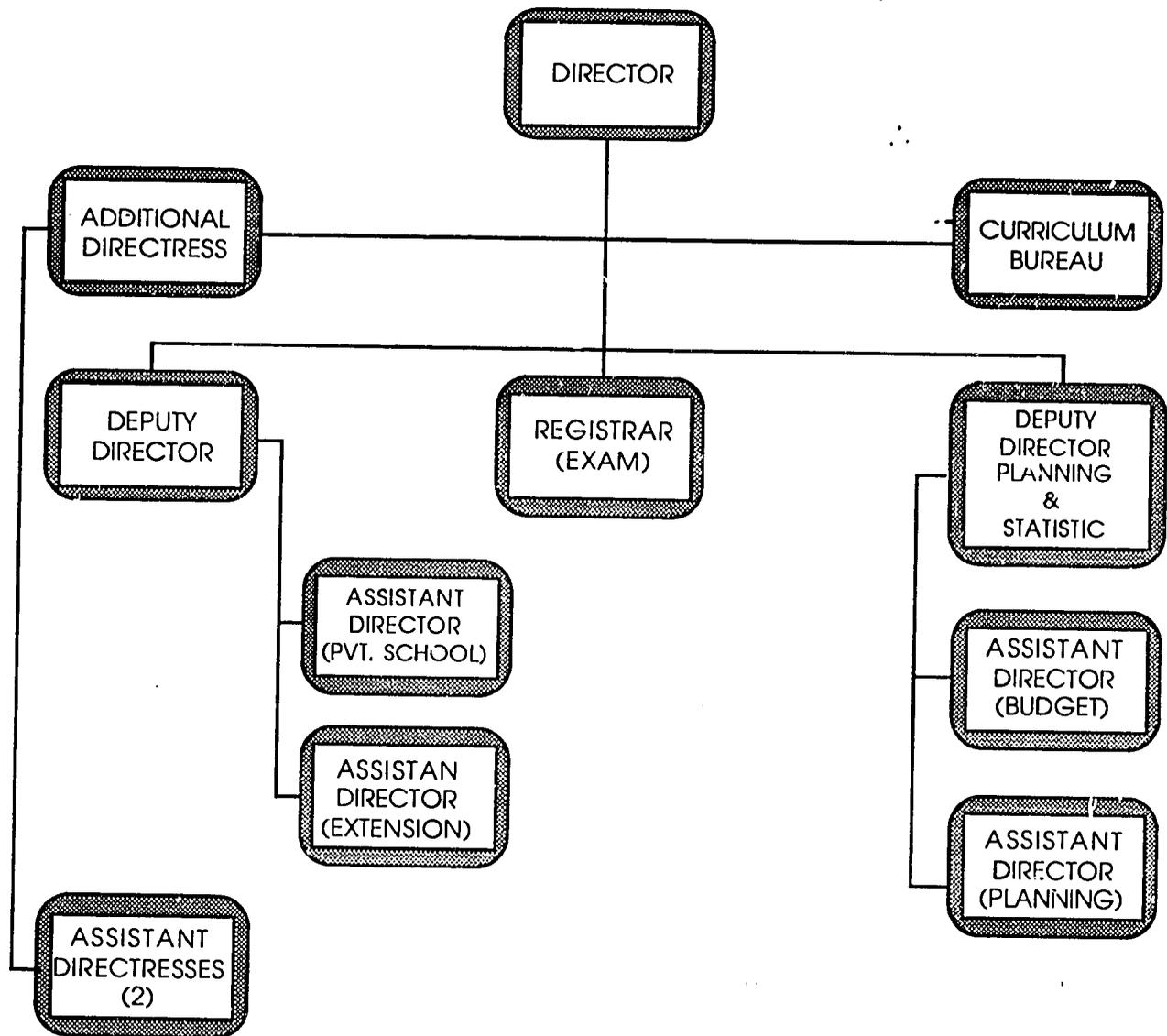


Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary	M. Y. Niazi	19	73384
S. O. (I)	Mukhtar Ahmed	17	71729
S. O. (VIII)	Sardar Ali Shah	17	78676

In Balochistan with a much smaller financial administration than the NWFP, two Section Officers, one dealing with the developmental and the other with the non-developmental part of the education budget are directly supervised by the Secretary as shown above.

CHART 1.15: NWFP DIRECTORATE (SCHOOLS):



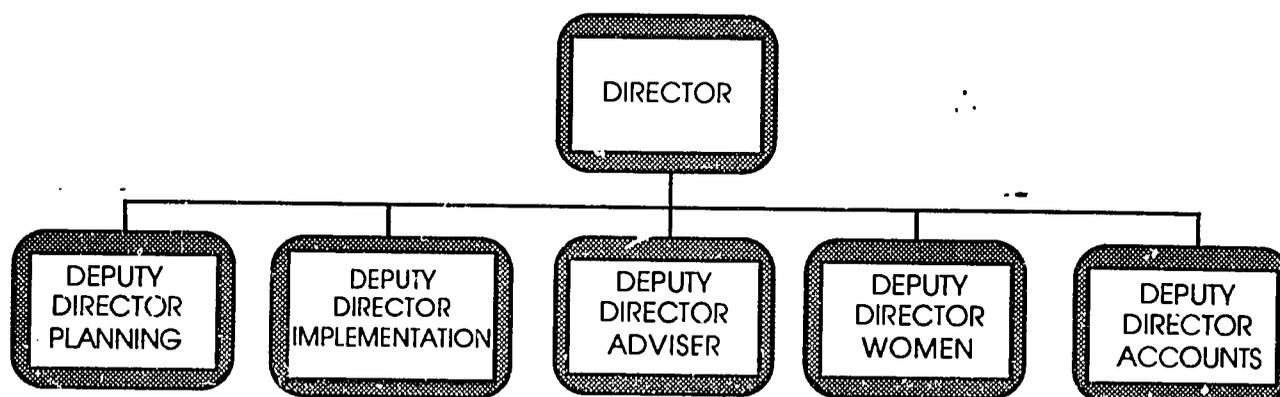
Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Director	M. Idris Shah	19	73498
Additional Directress	R. A. Bhatti	18	74058
Deputy Director (Schools)	Sarwar Shah	18	76595
Deputy Director (Planning & Statistics)	M. Iqbal	18	74286
Assistant Director (Planning & Statistics)	M. Tahir	17	72006
Assistant Director (Pvt. Schools)	F. Hussain	17	74286

Assistant Directors/Directresses (7): Budget/Extension/Agro-Technical/Physical Training/Women/Women's Physical Training/General.

The tier of management authority immediately below Provincial departments of education are the directorates of education, drawing their leadership from the teaching profession.

CHART 1.16: BALOCHISTAN DIRECTORATE (SCHOOLS)



<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Director Schools	Mr. Tamkeen Ahmed Abbasi	19	78536
Deputy Director Planning	Mr. Ijaz Ahmad	18	78538
Deputy Director Implementation	Mr. Mohammad Ishaq	18	78537
Deputy Director Administration	Mr. Naseem Kausar	18	78539
Deputy Director Female Section	Miss Zakia Durrani	18	78540
Deputy Director Audit & Accounts	-	18	-

Although finalisation of education plans rests with the Planning & Development Department in Balochistan where it is undertaken by the chief of health and education sector (Mr. Azam Kansi) with the help of four grade 16-18 assistants, the Directorate also contains a strong a planning section described below; which functions under Deputy Director Planning (Ijaz Malik).

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Assistant Director Planning	Mohammed Akbar	17	78538
Suprintendent	Bhatti	16	78538
Assistants (3)	-	11	78538
Senior Clerks (2)	-	7	78538
Junior Clerks (2)	-	5	78538

Deputy Director (Implementation) controls a primarily statistical section. Its Computer Wing has no parallel component in the NWFP Directorate. The establishment consists of (1) Statistics Officer in grade 17 (vacant); two computer operators (grade 16) (Maqsood Hussain, Ashfaque Ahmed); two Data Entering Officers in the same grade (Hafiz Ahmed, Mohammad Hanif); Suprintendent Shah Zaman (grade 16); two office Assistants, seven senior and five junior clerks plus a stenographer in grade 15.

Output of this large data management establishment, however, does not appear to be consistent with its size. Deputy Director (Administration) functions as the administrative link between schools and the Director (Schools). Deputy Director Zakia Durrani (grade 18) also functions as Divisional Education Officer for Divisions not supervised by Women Divisional Officers. She is assisted in her office by a grade 16 Superintendent (Rashid) an Assistant (grade 11) and 12 senior/junior clerks.

Divisional Establishmen:

Divisional management tiers are limited to NWFP, as mentioned earlier: women designated as Divisional Officers in Balochistan do not control District Offices and thus cannot count as an intermediate tier between the District and the Province. Not all Divisional Directors in the NWFP have yet achieved the prescribed rank or salary grade and therefore hold officiating positions. Directors/Officiating Directors in grades 19/18 are listed below.

<u>Name</u>	<u>Location</u>	<u>Telephone</u>
Janab Shah	Peshawar	63171
Ms. Nazakat Bibi	Peshawar	63171
Abu Saeed Bacha	Mardan	4590
(Vacant female post)	Mardan	-
Bashir Hussain	Kohat	4078
Saeeda Lodhi (Ms)	Kohat	4078
Ataullah Jan	D.I. Khan	2853
Sartaj Nazneen (Ms.)	D.I. Khan	3875
Mohammad Rafique Khan Jadun	Hazara	4837
Abida Jadun	Hazara	4265
Habibur Rahman	Malakand	4265
Mahabbat Rahman	Malakand	4275

Their financial/administrative powers within Divisions correspond to those of Director of Education within the Province (NWFP, 1981).

Female schools in Balochistan are managed by three grade 17 officers located at Divisional headquarters: Ms. Zahida Babar (Tele. 78547) at Quetta; Ms. Nasim Gilani at Sibi and Ms. Saleema Zahur at Kalat. They are assisted by Assistant Divisional Officers (F) in grade 16. Ten are in position against twelve posts but five of them are located in Quetta or in the neighbouring area of Pishin, recently upgraded to the status of a District: Miss. Tahira Qizilbash, Fauzia Qizilbash; Fakhira Wahid; Nuzhat Gulzar and Farzana Raquib. Thus most of the 20 districts are devoid of a management agent for girls' schools. The World Bank's Primary Education Project, however, temporarily supports

five District level officers: Ms. Bilquees, Ms. Nazeer Jafri (Quetta), Ms. Shaheen (Pishin); Ms. Zakia Qureshi (Sibi Districts); Ms. Nadira Burki (Chaghai)

This small and relatively junior group of education managers lacking adequate financial and administrative powers is expected to take care of 515 Primary and 287 Secondary schools (1988), a weakness also noted by the Asian Development Bank. In their report on female Primary education, the Bank's consultants stated that 'management and supervision of female education was highly centralised', Divisional Officers were 'handicapped by lack of transport' and Assistant Divisional Officers visited schools only when they were inspected by Divisional Officers. (Cambridge Education Consultants, (1988, p. 7-8).

District/Sub-District Structures

More pivotal than the Divisional chief and closer to field operations is the District Education Officer (DEO) whose identified functions include direct supervision of Secondary schools and of Primary schools with the help of sub-District functionaries; collect accurate data for planning and evaluation; identify needs of school, deal with personnel matters, assist in inspections conducted by Divisional authorities; select teachers at Primary levels, prepare District budgets and accounts (MUST, 1982). The DEO is also responsible for selection of school sites and seeking such inter-departmental cooperation as may be required within the District. Nevertheless, the DEO is delegated very limited financial/administrative powers. Disallowed to spend more than fifty rupees (2.5 US \$) on newspapers and periodicals, the DEO cannot purchase a single newspaper for the district; the purchase of library books must stay within a limit of 200 rupees (20 US \$) in a month; no item of furniture for which a lump sum provision exists in the budget may be ordered if its value exceeds 1,000 rupees (50 US \$). The limit for renting school buildings is not only very low-750 rupees (US \$ 37.5) a month-but the DEO is also required to ensure that it does not exceed the lowest rent as assessed by two other government departments, one dealing with estate taxation and the other with construction of public works (NWFP 1981; Ali 1989). Because chalk for blackboards is officially classified as a stationery item, the DEO is required by financial rules to obtain a certificate of inavailability from the Controller of Stationery and Printing works before it is purchased from the market. Punitive powers of the DEO exclude Secondary school teachers and also those in Primary schools who are placed in or raised to a level higher than grade seven.

As identified by name/telephone number in appendix A of this chapter, the NWFP government employs 15 male and 13 female DEO's and Balochistan 21, all male. The employment is in grade 18 for both Provinces. The average supervisory work load in NWFP with a total of 14,751 Primary/Secondary/mosque schools, 3,272 for girls (1989), works out to 765 schools per male and 251 per female DEO. Thus no DEO can visit all schools in the district during a normal tenure of appointment. Corresponding figure for the DEO (male) in Balochistan is 290 which is not an improvement considering

transport problems and distances.

An attempt has therefore been made since the mid-eighties to extend the District management structure downward by appointing Deputy District Education Officers (DDEO), Assistant District Education Officers (ADEO), Subdivisional Educational Officers (SEO), Assistant Subdivisional Education Officers (ASEO) in NWFP and Supervisers (Balochistan). Distribution of sub-District staff positions in the two Provinces is as follows:

	<u>N.W.F.P.</u>			<u>BALOCHISTAN</u>		
	<u>M</u>	<u>F</u>	<u>T</u>	<u>M</u>	<u>F</u>	<u>T</u>
Deputy District Education Officers (grade 17)	15	13	28	17	-	17
Assistant District Education Officer (grade 16)	30	26	56	69	-	10
Subdivisional Education Officers (grade 17)	27	20	47	36	-	36
Assistant Subdivisional Education Officer (grade 16)	101	-	101	-	-	-
Supervisor (grade 11)	-	-	-	192	-	-

Relative to the number of schools, sub-District management in Balochistan is stronger than in the NWFP but only in relation to the male segment. Unlike Balochistan, the NWFP has not borrowed from the World Bank Project (PEP) the concept of 'Learning Coordinator', a local counsellor and overseer of Primary schools. In addition to 107 (83 male and 24 female) Learning Co-ordinators paid by the World Bank Project (PEP) in seven districts, the government of Balochistan has employed 192 grade 11 'Supervisors' to perform the same functions in non-project districts. With 3,606 Primary and 2,311 mosque Primary schools functioning in October 1988 and another 400 Primary schools proposed for 1989, even the combined strength of the Provincial government's Supervisors and World Bank's Learning Coordinators (399) will leave an average of 20-22 against a normative supervisory span of ten schools (MEO 1989, p.71). Inavailability of personal/public transport in Balochistan, however, will continue to obstruct supervision even if supervisory load is reduced to the recommended figure of ten schools per supervisor. The reluctance of senior Primary school teachers to take up employment as Supervisors/Learning Coordinators has been noted and their training programmes have not made satisfactory progress (Cambridge Education Consultants 1989 p. 5).

An inescapable conclusion, forcefully articulated by Education Secretary NWFP, is that bureaucratic structures are not in position to undertake grassroots management of the growing number of schools, particularly in the Primary sector. The answer is to develop and fund local bodies (Union Councils, Town Committees) and make them responsible for at least Primary education and in large urban centres Municipal Committees may control even Secondary schools, as they do to a small extent.

OBSERVATIONS

Discussions with senior members of the management and a study of relevant documents suggested several issues requiring consideration:

- A. Financial/administration powers, particularly of District Education Officers defined almost three decades ago need to be reviewed and made realistic.
- B. Projects which have already been examined and approved before their reflection in the Annual Development Programme (ADP) budget need not be reviewed again for giving 'administrative approval.
- C. A non-lapsable mode of funding needs to be adopted for establishing new schools: factors beyond control, particularly in school construction, prevent full use of the budget during a fiscal year and rebudgeting proposals for the next missed datelines.
- D. Since Federal funding of the recurring component in the cost of new schools is not obligatory and certain, Provincial finance departments are understandably hostile to expansion proposals.
- E. Although Federal support exceeds the population-based share of the two Provinces by a small margin (10-20 per cent), cash flow often falls below the budgetary commitment and for Balochistan, no allowance is made for the higher unit cost of Primary education.
- F. Proposals to decentralize management of schools through measures like establishment of 'District Education Authority' have been floating since 1979 but no significant steps have been taken in this direction.
- G. At least in large urban areas private investment in school education needs appropriate incentives combined with reasonable control over fees and curriculum . (Also see editorial, 'Frontier Post', 21 October, 1990).

NWFP DISTRICT EDUCATION OFFICERS (Grade 18)

MALE DEOs

<u>Location</u>	<u>Name</u>	<u>Telephone</u>
Peshāwar	Laeq Ahmed Shah	75084
Mardan	Aziz Ahmed	2006
Charsadda	Karimullah Khan	593
Swabi	Khalil ur Rahman	-
Kohat	Mohammad Raza	2408
Karak	Habibur Rahman	372
Bannu	Mohammad Aslam	4370
D. I. Khan	Amanullah Khan	3559
Abbotabad	Mohammad Yusaf	4512
Mansehra	Khurshid Ahmed	2930
Kohistan	Farid Khan	-
Malakand	Sahib Razaq	-
Swat	Mazroof Salam	4346
Chitral	Waqar Ahmed	127
Dir	Said Noman	711

FEMALE DEOs

<u>Location</u>	<u>Name</u>	<u>Telephone</u>
Peshawar	Ruh Afza Bokhari	63108
Mardan	Surraya Khanum	2759
Swat	Afsari Shah	-
Charsadda	Qudsia Rashid	-
Kohat	Sakina Bibi	2740
Abbotabad	Khalida Saeed	350
Mansehra	Asghari Khanum	5501
Bannu	Majida Yusaf	927
D. I. Khan	Shiffat Alzai	3193
Mingora	Mumtaz Begum	2817
Chitral	Mashuq Pari	4844
Malakand	Hamida Begum	792
Dir	Razia Malik	535/811

BALUCHISTAN DISTRICT EDUCATION OFFICERS

(Grade 18)

<u>Location</u>	<u>Name</u>
Quetta	Mr. Rasheed Anjum
Pishin	Mr. T. A. Khan
Chagi	Mr. Abdul Khaliq
Loralai	Mr. Nabi Baksh
Zhob	Mr. Faiz Jaffer
Kila Saifullah	Mr. Sultan Ahmed
Sibi	Mr. Tahir Shah
Kohlu	Mr. Karim Dad
Dera Bugti	Mr. Abdul Rasheed Shah
Ziarat	Mr. Abdul Khaliq
Kachhi	Mr. Amir Jan
Tumbu	Mr. Gul Mohd. Jamali
Jafferabad	Mr. Amir Mohd. Bugti
Kalat	Mr. Mohd. Ali
Bella	Mr. Satzal Khan
Khuzdar	Mr. Ch. Ghulam Bari
Turbat	Mr. Mohd. Shafi
Panigur	Mr. Sultan Mehmood
Gawadar	Mr. Mohd. Anwar Khan

CHAPTER TWO: TEACHER EDUCATION

ABSTRACT

- Teacher education development in NWFP and Balochistan is described and analytically reviewed. Information provided for both provinces extends to levels of teacher education, length of courses and variation between official and actual duration; size of untrained component in primary level teacher force, its gender distribution and for NWFP, also rural/urban differential; management structures and personnel, areas of management default; size and distribution of institutional resources, their qualitative standards and use-levels; a ten year profile of training output for NWFP balanced against teacher demand but only a three year statistical perspective given for Balochistan; staffing patterns for the two Provinces and differentials in teaching load; unit cost of education and its variance; training outside award bearing courses. Curricular deficiencies, common to both Provinces are identified. The need for quantitative expansion is examined in the light of available data and found pressing. Management structure in both Provinces is found too burdened with other responsibilities to improve quality of teacher education. Priority areas of action identified for NWFP are removal of disincentives for training in in-service and pre-service sectors; selection procedures favouring merit of applicants; reduction in training wastage through examination failure and employment of untrained staff; non-specialized course assignments for college instructors and experience in primary level teaching as a selection factor. Spot-lighted issues specific to Balochistan include introduction of pre-service training to meet high rates of teacher recruitment-inevitable despite an apparently satisfactory school/teacher ratio; training focus on problems of non-enrolment and dropout and a growing needs for small community rural schools; rationalization of selection policy relating to working student-teachers; impact of linguistic diversity on teacher training.

TEACHER EDUCATION

Training ending in a formal testimonial of teaching ability may be a Bachelor or Master of Education (B.Ed or M.Ed.) awarded to a university graduate, a Certificate of Teaching (CT) given to 'intermediate' qualified (12 years education) or a Primary Teaching Certificate, (PTC) obtainable by a 'matriculate' with 10 years schooling. A B.Ed or M.Ed. can teach all the ten classes in a school, CT certificated the first eight, and the PTC holders' range is limited to the first five plus the nursery class.

Training period for Primary school teachers was reduced from two academic years to one year. The period is officially 48 weeks (MoE p.128) but in practice Balochistan imparts theoretical and practical training for only 34 weeks (Cambridge Educational Consultants 1988, p.12). In the NWFP training period is reduced to 39 weeks (ODA 1988 annexe 4). A large part of the training programme in both Provinces is devoted to relearning of school subjects rather than acquisition of teaching methodology.

In India, Nepal, Korea and Singapore the minimum period of training for Primary school teachers is two years, in Malaysia three years, in China four to five years and in Indonesia six years. Citing these instances, the Ministry of Education has expressed a view that 'short training duration turns out half baked teachers' which is 'one reason of falling standards in education' (MoE 1989, p.129)

Nevertheless, no linkage has been demonstrated empirically in Pakistan between the Primary school child's rate of progress and the teachers' training or its duration. Perspectives, therefore, vary on the employability of an untrained teacher. Private schools, even the best and most expensive, frequently employ formally untrained teachers. Balochistan has never given serious consideration to pre-service teacher education conducted in all other Provinces, thus accepting for all times an untrained component at least equal to the number undergoing training. The area of neglect in the NWFP, as shown below, is basic training of teachers already employed. Yet in both Provinces the untrained teacher is denied annual salary increments until trained, and disallowed advancement to the higher salary scale given to senior-most one-third segment of the teaching staff, which can impair their work ethics and weaken professional commitment.

Perceptions, policies, resources, needs and achievements in teacher education differ so widely in the two Provinces that a separate section must be devoted to each.

North West Frontier Province

Opportunities and Incentives

Eighteen Colleges of Elementary Education (CET) employing 209 instructors, run certificate courses but untrained teachers already working in government schools do not have an easy access to these establishments. Until 1985 their only training opportunity within the Province was a 'condensed' three months course open to those who were willing to work during summer vacations in a CET, living at their own expense. After passing the condensed course a working teacher could appear in the full course public examination and earn a certificate. Only 1,750 opted for condensed training during a period of four years while the untrained teachers list stood at 9,896, including 2,893 women, in October 1988 (MUST 1988). Now nine percent training positions in the full course of CETs are reserved for working teachers but their salary is halved during training and those with a service period of less than four years are not admitted. Expectedly, even the meagre nine per cent share of working teachers in training positions is not fully used.

Those 91 per cent entrants who are fresh out of school or have left other occupations to become teachers are given a stipend of 75 rupees (US \$ 3.4) a month. In 1935 when a male teacher's first year salary was 25 rupees, the stipend paid during training was 15 rupees (NWFP Education Code 1935). The salary has increased thirty times but the stipend only five. Thus earning a teaching qualification is possible only for those who have means of support during training. It also appears that the small stipend is not available to all. Expenditure on PTC stipends in 1988-89 was 10.5 million rupees which could suffice for only 1,555 stipends among 3,047 entrants in that year.

Admissions to CETs are limited to those who are at least second division matriculates and are made according to a variable quota system as shown below:

TABLE 2.1: QUOTA FOR ADMISSION TO CETs (1989) %

Open merit	50
Teachers' children	20
Military families	5
Ex - Serviceman	5
Minorities	5
Disabled	1
Government employees' families	5
Untrained government teachers	9

Source: Education Department

A clear implication of assigning fixed shares in training opportunities to special interests is to confine merit-based selection to only half of the candidate group, a policy totally inconsistent with the avowed objective of improving teacher quality.

Training Needs

Article 301 of the NWFP Education Code permits the employment of untrained teachers but the vacancy should be 'purely temporary'; a trained teacher should be 'impossible to obtain without undue delay' and relaxation of recruitment conditions should carry 'previous sanction of the Director of Education'. Recent recruitment policy, however, has been more liberal than rules, resulting in a massive intake of untrained teachers at the Primary level, as shown in Table (1):

TABLE 2.2: TRAINED/UNTRAINED TEACHERS HOLDING PTC POSTS IN SCHOOLS (NWFP)

<u>1986-87</u>	<u>POSTS</u>	<u>TRD</u>	<u>UNTRD</u>	<u>TOTAL</u>	<u>%UNTRD</u>
Male	20808	14083	6356	20439	31.1
Female	7173	4393	2572	6965	36.9
Total	27981	18476	8948	27404	32.6
<u>1987-88</u>					
Male	24052	17044	6544	23588	27.7
Female	7933	5116	2768	7884	35.1
Total	32045	22160	9312	31472	29.6
<u>1988-89</u>					
Male	26727	19410	7003	26413	26.5
Female	8869	5790	2893	8683	33.3
Total	35595	25200	9896	35096	28.2

Source: Management Unit for Study and Training (MUST)

Table 1 shows that the proportion of untrained Primary teachers is not only high but also almost constant despite CET output of 1,574 in 1986-87, 2,685 in 1987-88, 2,435 in 1988-89. The gap between male and female proportions of the untrained is not as large as expected. Corresponding data relating to CT teachers show lesser dependence on untrained staff. During 1987-88 only 18 percent of the men and women were uncertificated as compared to 29 percent in the PTC group. At the highest level of school

teaching the percentage of teachers lacking training dropped to 5.9 for women and 5.1 for men. Thus professional training is less attractive when pay and prospects are poorer.

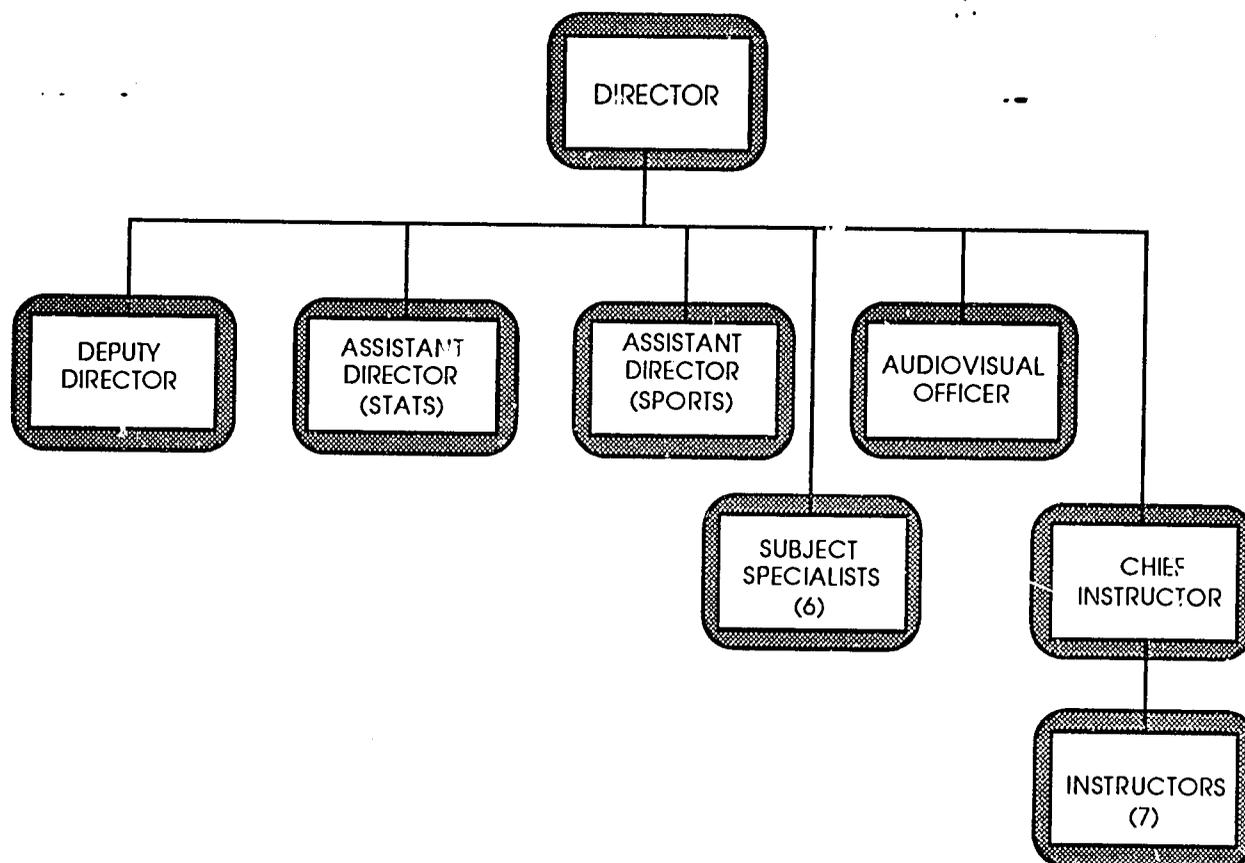
A notable fact is the rural-urban differential in proportions of trained women teachers. In 1987-88 Primary schools in urban areas had achieved a level of 89 per cent in trained staff but it stood at 56 per cent for rural schools (Cambridge Education Consultants 1988 p.9; ODA 1988, table 4.12). The difference, unlikely to have diminished significantly, suggests incentives for attracting rural female teachers to training programmes.

The Allama Iqbal Open University (AIOU) using distance learning approaches is rated highly as training resource supplementing the output of CETs (ODA 1988 annexe 8). National output of AIOU in PTC training stood at 13,227 last year having risen from 10,141 in 1982-83 (AIOU 1988) and components of its teaching system extend to correspondence texts, set books and guides, audio cassettes, practical sessions in schools, home assignments. No institutional linkages, however, have been forged between AIOU and CETs or schools carrying a heavy load of untrained teachers. Inservice training needs of the Province can be met at least partly by providing financial assistance/incentives for taking PTC distant education courses offered by the Allama Iqbal Open University (AIOU) and fixing a time period for obtaining the certificate. But the invidious distinction in service terms between trained and untrained staff can also be removed by using article 218 of the Education Code to give 'honorary' certificates to teachers passing an objective test of teaching ability or demonstrating satisfactory progress of children taught by them.

Management Control

Management responsibility for PTC institutional training lies with the Bureau of Curriculum Development and Extension Services (BCDES) at Abbotabad. The following organogram describes the organisational structure of the Bureau and identifies its key personnel.

**CHART 2.1: NWFP BUREAU OF CURRICULUM DEVELOPMENT AND EXTENSION SERVICES
(BCDES)**



PROFESSIONAL

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Director:	Gohar Rahman Abbasi	20	2632.
Deputy Director:	Mohammad Hussain	18	2632
Chief Instructor:	Mohammad Jamshed Khan	18	4779
Assistant Director (Statistics):	Abdul Khaliq	17	-
Assistant Director (Sports)	Mohammad Akram Khan	17	-
Subject Specialists (6)	-	17	-
Instructors (7)	-	17	-
Audio-Visual Officers	-	16	-

NON - PROFESSIONAL

Clerical: 35; Other: 14

Lines of control radiating from the bureau extend to principals of eighteen CETs identified below:

PRINCIPALS (MEN'S CETs)

1. Gulbar Khan (BPS 19)
Barikot, Swat.
2. Fazal Mohammed (BPS 18)
Thana, Malakand tele. 75
3. Mir Rahman (BPS 19)
Peshawar (tele. 65319)
4. Syed Yusuf Shah (BPS 18)
Peshawar (tele. 65319).
5. Syed Yusuf Shah (additional
charge of Extension Centre) Peshawar
6. Fazle Rahim (BPS 18)
Peshawar (tele. 60189)
7. Mohammad Arif (BPS 18)
Kohat (tele. 63830)
8. Karak (vacant)
9. Bannu (vacant)
10. Syed Habibullah Shah (BPS 18)
D. I. Khan (tele. 5439)
11. Amir Zeb Khan (BPS 19)
Chitral (Drosh)
12. Sher Afzal Khan (BPS 19)
Haripur (tele. 4093)

PRINCIPALS (WOMEN'S CETs)

1. Irshad Rashid (BPS 18)
2. Sarwat Jahan (BPS 18) Dargai,
Malakand (tele. 610)
3. Zebun Nisa Rizvi (BPS 18)
Peshawar (tele. 213644)
4. Ismat Shad (BPS 18) Peshawar
5. Nasreen Shah (BPS 18) Kohat
6. Razia Rashid (BPS 18)
D. I. Khan (tele. 2913)

The source of direction and management is the Bureau of Curriculum Development and Extension Services for the training of teachers lacking professional qualifications before employment. But effectiveness of the Bureaux as 'prime movers' of teacher education has been seriously questioned (ODA, 1988 pp. 70-75, 96-97). They lack both adequate specialization and coordinative capacity. In NWFP Bureau, eight out of twenty professional staff members belonging to the Extension Centre stay fully occupied in conducting short-term courses. Six Subject Specialists and the Audio-Visual Officer are heavily engaged in developing short-term courses, giving model lessons and in procurement, distribution or refinement of teaching material, teachers' guides and kits. Another involvement of the Bureau is participation in national exercises of curriculum development and Provincial adaptation of the products. The Director is expected to combine these roles with demanding management tasks related to 18 CETs: planning teachers' supply; procurement of resources beyond the financial competence of heads of institutions; selection and external evaluation of students; processing new projects and monitoring

their implementation; financial and personnel matters. Thus qualitative improvements in teacher education receive little attention. Several symptoms of this neglect have been noted:

- Conventional syllabus poorly related to everyday world/local environment
- Heavy bias towards theoretical learning with absence of integration between theoretical and practical course components
- Insufficient use of self-study methods
- Non-objective memory-testing instruments of student assessment
- Inadequate data-base for identifying needs and problems
- Scanty opportunities for professional development of teacher educators
- Non-involvement of staff in curriculum development, examining, textbook writing
- Meagre library/laboratory support and rare use of audiovisual materials and tools.

It has therefore been suggested the teacher education should have a separate focus of authority and responsibility, sufficiently broad and high level to improve and enlarge resources of CETs (ODA, 1988 p.95).

Institutional Resources

One CET for women at Mansehra is due to open as soon as it has completed its building and another for men (Swabi) is in the last stages of financial approval by the NWFP government. Eighteen are functioning. Their location and enrolment may be seen in Table 3.

TABLE 2.3: NWFP LOCATION/ENROLMENT OF TRAINING INSTITUTIONS (1988-89)

<u>DISTRICT</u>	<u>NUMBER</u>		<u>ENROLMENT</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
Peshawar*	4	2	710	372
Kohat	1	1	113	132
Karak	1	-	59	-
Bannu	1	-	133	-
D. I. Khan	1	1	202	142
Abbotabad	1	-	283	-
Swat	1	1	305	111
Malakand	1	1	286	167
Chitral	<u>1</u>	<u>-</u>	<u>32</u>	<u>-</u>
	12	6	2123	924
* including Agro-Technical	TOTAL		M+F 3047	

Source: Education Department (NWFP)

Wide variance in enrolment as displayed in Table 3, from 32 in Chitral to 305 in Swat with almost the same level of establishment and other costs, tends to reduce cost-effectiveness of training. The stated explanation was that only four out of eighteen CETs have hostel capacity for 300 students, two recently established have none and in others it is inadequate.

Fixing intake level of the CET network is an annual exercise in the NWFP and its outcome varies with the adopted method. For deciding the maximum number of admissions to 1989-90 session an attempt was made to calculate the gap between teacher 'supply' and 'demand'. For each District and sex group, 'supply' was defined as the number who had qualified in the last PTC examination as pre-service students plus those (247) placed on District 'waiting lists' - selected but not yet employed. 'Demand' represented the sum of reported vacancies and new posts of teachers created in the budget. No training position was assigned to the District/sex group if 'supply' outstepped 'demand'; otherwise, assigned positions equalled the excess of demand over supply. Thus in Mardan, 110 males had passed the last PTC examination and 40 stood on the waiting list but the demand figure of 133 fell short of supply (150). The District therefore, received no male training position but the same calculation made for females gave it 29 places. Based on this arithmetic, the Bureau prepared an admission schedule for the Province proposing 1,166 admissions, including 315 women (letter 2442/AD11 of July 4 to the Directorate). The Directorate found the figure too low, considering that 3,047 had been accepted for the last year's session. Second thoughts, therefore raised the figure of 1,166 to 2,030; 1,350 men and 680 women. The larger figure of planned admissions, still two-thirds of 1988-89 level, was explained as a compromise between two pressures: (1) a high public demand for training positions, estimated by the Bureau chief at 8,000; (2) a policy of restricting entry to the best segment of matriculates.

Wide annual variations in CET enrolment suggest a less efficient use of instructional resources. The Province has yet to work out clear and stable targets in teacher education, based on planned or expected increments in school network.

Training Output

Training output exceeding employment opportunities by a large margin implies wastage of effort and resources while a serious shortfall indicates the need for a swift expansion of facilities. The extent of correspondence between production of trained teachers and their use is therefore a good research question. A tentative answer, however, can emerge out of statistics supplied for the purposes of this report. Extending over the period 1978-89, the Bureau reported annual figures of certificates earned by students, including a very small proportion of working teachers. Finance section of the Directorate stated, for the same period, the annual number of created though not necessarily filled posts of teachers in the Primary education sector, including mosque-based schools. In table 4 below the two sets of statistics are compared.

TABLE 2.4: NWFP PTC POSTS AND OUTPUT (1978-89)

<u>Year</u>	<u>A. New Posts</u>		<u>B. PTC Output</u>		<u>% Excess of A over B</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
1978-79	406	177	279	189	31	-7
1979-80	418	227	196	140	53	38
1980-81	856	285	176	101	79	64
1981-82	2100	489	408	155	81	68
1982-83	1199	346	699	331	42	04
1983-84	1368	641	562	194	59	70
1984-85	1750	961	762	446	56	54
1985-86	1658	544	896	339	46	38
1986-87	2532	810	1167	407	54	50
1987-88	2933	1421	1952	783	33	45
1988-89	4413	1475	1760	675	60	54
1978-89	19633	7376	8857	3760	62	57

A transparent inference of Table 4 is that despite substantial increase in teacher education during recent years, it has not been large enough to catch up with requirements. Even half of the demand is not being met. Therefore, as long as a PTC qualification is assumed to be a significant contributor to teaching ability, institutional facilities for achieving the qualification must grow fast.

Wastage Factors

Curtailement of the untrained staff proportion either by restricting recruitment to the qualified or by training unqualified teachers is a very slow process in the NWFP but growth of training establishments has not been neglected. With only 13 per cent of the country's population, the Province's share of colleges is 18 out of 76, with two additions expected soon. The output of trained women is also now almost eight times more than Balochistan although the total number of girls' schools (3,272) was in 1988-89 only five times greater than the Balochistan figure of 643 (MUST 1989; Directorate of Education Balochistan 1989). Yet no attempt has been made to look into the problem of reducing wastage, measure its extent or identify its determinants - focal concerns in any system of pre-employment professional learning.

Table 4 above seems to assure that wastage attributable to insufficient work opportunities is not a significant factor: waiting lists of selected but unemployed candidates mentioned earlier arise out of

temporary dislocations of the recruitment mechanism. Attrition rates of qualified staff are unknown but the World Bank's surmise (ODA 1988 p. 30) of 5 per cent for Pakistan is probably not correct for NWFP women teachers. Any drop in their attrition rates rests on cultural changes not planable at least by education managers. But a more remediable form of wastage is inability of trainees to cross their examination barrier.

In Balochistan where student groups consist entirely of already employed teachers, final assessment is made by the college itself and examination failure rates are understandably as small as 6-7 percent (1987-88). Higher rates could deprive a larger number of salary improvement and insistence on course repetition could slow down the impatient queue of teachers still at base salary level. However, the predominantly pre-service training pattern in the NWFP can afford rigorous examination standards. Seventy-five percent assessment scoring is therefore external, conducted through a public examination held by the Provincial Registrar.

Statistics of examination results were not made available but indirect evidence suggests a high failure percentage. The declared number of admissions to the 1988-89 sessions was 3,047 (Table 3) and no more than 80 percent (2,435) qualified (Table 4). Unless desertion from colleges was unusually heavy, most of the non-certificated 20 per cent entrants can be considered victims of the examination axe—a certainly investigable level of wastage.

A major cause of failure is believed to be the student-teachers' poor basic schooling, not inability to learn teaching principles and methods. As the World Bank observed: 'The reality is that most of the teachers do not understand content of the curriculum itself and can hardly be expected therefore to teach it to others' (MoE, 1984, p.41). Colleges are thus compelled to undertake essentially 'remedial' teaching in a wide range of school subjects but the training period is too short to achieve tangible improvement. The expected level of examination performance is matriculation for languages and eighth class for other subjects. A typical college, it was observed, used 58 out of 247 (23.5 per cent) session days on 'examinations and examination-related activities' (ODA 1988 annexe 6).

An obvious line of action can eliminate examination failure of poorly schooled trainees: (1) test proficiency in subject areas of school curriculum before admission to training colleges; (2) limit college instruction to pedagogic concepts, methods and skills; (3) use short comprehension tests repeatedly during the training period to assess progress of students; (4) link this assessment to the student's place in seniority lists to keep up competition. The proposed change in curriculum content and student assessment will not only cut down institutional wastage but will also leave more time for learning the teaching art. Yet another factor of wastage is political: preference given to untrained applicants over trained hands. Recruitment procedure in the NWFP provides ample scope for political intervention. Although all pre-service training candidates are initially selected by a professional District Committee, they are interviewed again together with untrained applicants before they are appointed. Each District

member of the legislature is formally allowed to nominate six persons at this stage regardless of their training, and the minister of education can choose any number. The second interview is an obviously dispensable procedure: appointments can routinely follow declaration of examination results.

Insufficient use of available training facilities can also be considered an area of wastage. Its best example is restriction of college admission to matriculates while recruiting a very large number of non-matriculates as full-time 'elementary school teachers' for mosque schools. A national survey indicated that only 6.9 per cent of mosque school teachers had been instructed in teaching at the Primary level (MoE n.d.) and the proportion is perhaps not larger for 4,217 employed in NWFP. At least schools with low enrolment level can be opened to non-matriculates aspiring to a teaching qualification after or before service.

Curriculum Content

NWFP curriculum for teacher education follows the national model which in the opinion of the Ministry and of several aid-giving agencies is liable to severe criticism (MoE, 1989; ODA 1988 ch. 3). Its division into ten theoretical courses was made more than fifty years ago and thus at least ten instructors are found in every college. Three out of ten courses relate to teaching technology: 'principles of education and teaching methods, school organization and classroom management, child development, Six teach specific subjects, the subject itself and its appropriate teaching method: 'mathematics, science, social studies, art language, Islamiat and Islamic history, health and physical education. The pedagogic group of subjects carries forty per cent examination marks, usually earned by memorizing dictated notes and reproducing them in the test as exactly as possible. Despite contrary instructions, teaching procedures are formal and didactic, infecting budding teachers.

Yet in fairness to early pioneers of NWFP education, it must be conceded that curriculum developed for Primary level teachers was not turgidly theoretical and remote from human and physical context of the school or the village. An illustrative selection of prescribed topics given for the 1935 syllabus (NWFP 1935) is reproduced below

- A. Principles of Education: 'what the village teacher can hope to accomplish', buildings and their best use; seating arrangement, use and upkeep of furniture; sanitation.
- B. Teaching Methods: oral lessons and other methods; use of apparatus and blackboard; association of school work with pupil's daily life; connection between different subjects taught; illustrations, questioning and treatment of answers,
- C. Special Problems: infant class; irregular attendance and admissions; time-table and its seasonal adjustment; recess and recreation; hazards of prolonged sitting and

mechanical exercise; backward and forward pupils; record keeping; games; teachers and parents; methods of dealing with village parents, teachers's role in the village community.

- D. Geography: Direction of slopes; local examples of geographical terms; seasonal variations in stream flow and causes; river uses; soils; rocks and their weathering; chief crops; growing and harvesting seasons, local communications; village industries; local map reading

Thus early native models are not lacking seeds for a curriculum design adequately responsive to present needs.

Staffing Pattern of Institutions

Although enrolment levels vary widely from one institution to another and from year to year, the staffing pattern is almost uniform, at least at the professional level. Each of the eighteen institutions (including the Agro-Technical Teachers Training College) has one Principal in grade 18, ten Instructors also called Subject Specialists with twelve in the Agro-Technical College (grade 17), one librarian (grade 16); one Director Physical Education (grade 16) except in the new college in Chitral and one projectionist. Clerical staff varies from two to three and other non-professional staff (storekeepers and servants) from nine to twenty-five in grades 1 to 6. Each college is also given a hostel Superintendent in grade nine.

Minimum qualification of an instructor is a Bachelor's Degree in Education but out of 13 professional staff members at Peshawar ten were MA/MSc. and two M.Ed. At Haripur also four out ten were M.Ed and all MA/MSc. Yet in the absence of any practical experience of teaching Primary classes, it is doubtful if high scholastic standing could contribute significantly to the development of teaching skills applicable to Primary school teaching. At least partial replacement of B.Ed. and M.Ed instructors by experienced and capable Primary teachers needs serious consideration. Alternatively, instructors may be required to teach at the Primary level for a prescribed period. Instructing in methods of Primary school teaching by persons who have no personal experience in the sector is not, however, unique to NWFP. In their national sampling of colleges, the ODA team of consultants met no one who had such experience.

District variations in training load of the staff have already been noted (Table 3) suggesting insufficient work load in several. Since B.Ed instructors can teach more than one subject, staff strength in low enrolment colleges can be easily reduced to curtail unit cost of training and to use savings in establishing more institutions. Balochistan, as shown later, manages with a smaller component of instructors at least in its men's colleges.

Unit Cost of Training

Budget allocation for teachers' training (at the Primary and lower Secondary level) has increased from 11.9 million rupees in 1986-87 to 16.0 million in 1987-88 and to 18.8 in 1988-89. This allocation, called non-developmental is for operational costs. For capital expenditure (developmental) the amount ranged narrowly between 2.5 million in 1986-87 to 2.2 in 1988-89. The average unit cost, despite possibilities of economy, has been as low as 6,600 rupees in the three year period.

Short-term Re-orientation Training

This additive to award-bearing courses aims at introducing working teachers to pedagogic innovations, extending competence to unfamiliar teaching areas and filling gaps in basic education. Education Extension Centre (EEC) attached to Bureau of Curriculum Development is basically responsible although the Management Unit for Study and Training (MUST) also conducts training in specialized areas: computer appreciation, data collection; educational planning management and financial control; book-keeping in schools and colleges; modular approach in teaching. Extension courses and workshops conducted by the EEC impart instruction in agricultural and industrial skills, the new integrated Primary curriculum, environment, population, Islamiat, the narcotic problem, art and drawing. Condensed PTC courses are offered by the EEC.

The following table shows the number of teachers who attended re-orientation courses.

TABLE 2.5: REORIENTATION COURSES

	<u>1985 - 86</u>		<u>1986 - 87</u>		<u>1987 - 88</u>	
	<u>T</u>	<u>F</u>	<u>T</u>	<u>F</u>	<u>T</u>	<u>F</u>
PTC	659	230	743	410	457	247
CT	1226	113	298	66	37	37
ALL	1267	559	1469	604	971	514

Planning and designing of courses is the responsibility of Subject-Specialists of the Bureau. The Chief Instructor informed us that no selection criteria existed for instructors or their chief and denied any element of specialization in their experience or education.

BALOCHISTAN

Non-enrolment

Enrolment per Primary school in Balochistan is lowest in the country. The average stands at 44 against 103 in NWFP, the next higher. By bringing it to the NWFP level, it could increase its school population by 134 per cent with no infrastructural investment. But teachers' role in the process is yet undefined. They can make motivational contacts with families disinclined to enrol their children and receive research-based training in motivational methods. Outcome of performance can be monitored and rewarded through a system relatively safe from abuse.

Curiously, Balochistan's problem of low enrolment does not extend to the entire range of Primary education. It is localized to Primary schools, officially distinct from Primary sections of Secondary schools, both Middle and High. Primary sections numbering 824 and including 128 for girls carry close to half (44 per cent) of the Primary enrolment load, leaving the other half to Primary schools which added up to 3,606 in 1988-89.

As shown in Table 7 below the average enrolment of a Primary school (44) is 30 per cent of a Primary section (152), the contrast growing even sharper for girls' institutions: 258 in Primary sections and 48 in Primary schools.

**TABLE 2.6: ENROLMENT BY TYPE OF PRIMARY EDUCATION SOURCE
(1988-89)**

<u>Source</u>	<u>Number</u>		<u>Enrolled ('000)</u>		<u>Ratio</u>	
	<u>T</u>	<u>F</u>	<u>T</u>	<u>F</u>	<u>T</u>	<u>F</u>
Primary School	3606	515	160.5	24.7	1: 44	1: 48
Primary Section	824	128	125.5	33.1	1:152	1:258

Source: Directorate of Education (Balochistan)

Magnitude of variance in the Table gives unmistakable evidence of very potent enrolment-raising characteristics found in Secondary schools running Primary sections. What are they? Larger locality size or distinct socioeconomic feature of the 824 points where Secondary schools are found? Age of schools, since most Secondary schools start at a Primary level? Better quality of teachers, as older schools have senior-most teachers given priority in training? Poorer supervision and more frequent teachers' absence in the larger group of Primary schools? It may be useful to test these and other assumptions and thus gain an insight into processes of enrolment increase, particularly the teachers' contribution to it.

Dropout: Schools' contribution

No system of monitoring dropout on a school to school or district to district basis has been developed or planned but reports based on sample studies estimate that in 'some districts it may be as high as 86 per cent' in Balochistan (MoE, 1989, p.27). Information on causes is still limited to impressionistic identification and ranking of contributing factors, three school-related: pupil failure, lack of 'good' teachers, 'unsatisfactory' curriculum (MoE 1989). Being the Province most affected, Balochistan could be expected to show more active interest in study and action in the area of dropout.

Enrolment falls found between grades reflect both dropout and repetition of school years and can serve as crude indicators of school quality. We find highest losses in enrolment stage described as 'nursery' 'infant class' or 'kachi' level. Enrolment decline between this group and the formal grade one is exactly 50 per cent, increasing to 56 per cent in Primary schools (3,606) and falling to 40 per cent in Primary sections of Secondary schools (824). Whatever may be contributing factors external to the school, teacher motivation and quality can significantly control the large shrinkage which in NWFP does not seem to extend beyond 18 per cent (MUST 1989). Developers of curriculum both in teacher training and Primary education have neglected the village 'infant class' and its retention problems.

Enrolment fall between grade 1 and grade 5 is another 45 per cent of grade 1 and once again variances by type of education source stand out. Primary schools lose 65 per cent, Primary sections within Middle Schools a lesser proportion of 53 per cent while High school sections only 27 per cent. Thus workers in Primary schools rather than Primary sections deserve priority in basic and specialized refresher training programmes and they need greater incentive support linked to demonstrated dropout control.

A policy issue and also training interest is end of the year assessment of all Primary classes. Although conducted informally by the teacher, it can result in a decision to make the child repeat another school-year. Repetition rates were reported to vary widely from school to school and teacher to teacher. Their association with dropout rates was recognized but not measured. Balochistan could consider abolition of examinations at the Primary level as has been done in most Afro-Asian countries, while teachers could be trained in assessment methods for identifying students needing special attention, not for imposing a year long repetition of learning.

Dropout: Language Factors

For all school grades including the first five, the language of textbooks and the preferred language of oral teaching is Urdu, the 'national language' used by only 1.3 per cent in Balochistan as 'household language' (census term). Unlike dialects of the Punjab, where too, Urdu is the instruction medium, Balochistan languages are remote from Urdu in vocabulary and grammar and mutually unintelligible.

Thirty-six percent people in Balochistan use in two dialects of Balochi, 26 per cent in Pashto, 21 per cent Brahui and 16 per cent use five other languages, half of this group speaking Sindhi.

It has often been assumed and perhaps correctly that early learning is impeded if it occurs in a language not spoken by the child. If the assumption is correct, higher dropout rates in Balochistan could be explained as the outcome of a harder and frustrating learning regime. The assumption may now be put to a test by the Provincial cabinet's most recent proposal to replace Urdu by local languages in Primary education. With a change in school medium, language of teacher education will require diversification and selection of student-teachers will represent lingual zones and not Districts, as at present.

Gender Bias

As mentioned earlier, one third of teacher education colleges in the NWFP are for women but Balochistan supports one out of a total of six and admits only employed teachers. A planned PTC annual enrolment of 80 teachers (1987-88) was 11 per cent of the total intake of 735, against 25-30 per cent in NWFP (CBEC 1988; Table 4 above). The plan to open a second college at Sibi has moved in and out of the deep freeze a number of times.

In the absence of pre-service training any estimate of prospects should look at planning levels and trends in female schooling. Statistics of Table 7 are therefore relevant. (Mosque schools lacking official sex-differentiation are not counted on either side).

TABLE 2.7: MALE/FEMALE SCHOOLS (ALL LEVELS)

	1985-88			
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Male	2948	3342	3602	3787
Female	577	599	628	643
Total	3525	3941	4230	4430
Female %	16.4	15.2	14.8	14.5
Per cent increase 1985-88		M: 25.7	F: 11.4	

Sources: Directorate of Education (B); Poonegar Report for 1985.

Comparison with NWFP is notably meaningful. Between October 1986 and the same month in 1988, NWFP increased girls schools from 2,784 to 3,272 (17.5 per cent) but increase for boys was a lesser figure: 11 per cent, representing an addition of 796 to 7,043. (MUST, 1989). Balochistan has demonstrated a

reverse tendency by increasing male schools by one fourth and female by almost one-tenth as shown in the Table. The share of females in the NWFP total which stood at 28.3 per cent in 1986 rose to 29.4 in 1988 but Balochistan brought it down from 16.4 percent (1985) to 14.5 (1988). A demand differential must be assumed rather than varying sexism of planners. Yet demand is also stimulated by access to supply - a good rationale for accelerating growth of girls' schools and correspondingly, training of women teachers.

Social Context of Schools

Demographic fragmentation is an occupational compulsion in Balochistan: most agrarian employment is not crop-raising but stock-breeding. To keep down grazing pressure on poor grassland, stockmen live in very small habitations, scattered far apart and moving seasonally between highlands and lowlands. Thus 40 per cent population of 1981 lived in 4,628 villages with less than 1,000 residents, 83 per cent of the total count of 5,588 living points. Rural habitations larger than 1,000 were only 962 in the Balochistan of 1981, likely to have increased since then in size but not significantly in number.

A total pool of 6,741 education points for Primary level existed in October 1988: 4,430 Primary schools/sections counted in Table 7 above plus 2,311 mosque schools. An addition of 400 was planned for 1989-90. This pool of more than 7,000 schools must have already serve 962 villages with larger than 1,000 population. Future expansion in the rural Primary sector will therefore be limited entirely to 4,628 villages of a smaller sizes, three-fourths even less than 500 persons or 85 children of 5-9 age. Four implications of this process may be relevant to planning of teacher education:

- A. Targets of recruitment/training must not be based on expected enrolment alone but should take into account expected or planned number of schools: students per teacher will be far smaller than existing norms or averages.
- B. Unit-cost of Primary education will increase considerably but unit-benefit, particularly in the area of social returns, will also increase, possibly outweighing cost. In a small and isolated village a school is a window opening out to the larger world but more populous settlements are exposed to many non-school instruments of social change.
- C. The environment of a typical village smaller than one thousand population is not easily acceptable to a high school graduate from the same or a similiar village. A general wage increase of Primary school teachers will not overcome resistance to service in small schools. An adequate salary differential between service in small and large settlements must be adopted. A rural-urban differential in wage is totally unrealistic in Balochistan where only 32 residential localities out of 5620 are

officially classified as urban. If incentive for serving small rural communities is not motivationally effective, the cost of teacher training can be written off as a dead loss.

- D. Content of teacher training must be made more appropriate to needs of the small rural community: emphasis on life-skills like nutrition, hygiene, parenthood planning; 'science' knowledge relevant to local occupations and conditions; numeracy integrated into transactions familiar to small rural communities; a local rather than a national focus in 'social studies'.

Training Needs

Unlike in NWFP, the volume of untrained teaching staff is not a routinely compiled and published statistic. On the basis of incomplete data the Overseas Development Agency (ODA) estimated in 1988 that 58 per cent school teachers were untrained, the proportion of women rising to 64 per cent (ODA 1988, p. 45). In his end of the year report for 1987, Director of the Bureau of Curriculum and Extension Centres gave a round figure of 5,000 as teachers awaiting training which could amount to one-third of the total teacher force.

The ODA also raised a vital question without venturing a reply: is not recruitment of untrained teachers outpacing their training, thus inflating proportions of the untrained. Available information for three years (1986-88) relating to recruitment and training levels of Primary level teachers may be seen in Table 8, showing the gap growing between input of untrained and output of trained teachers.

**TABLE 2.8: PRIMARY LEVEL TEACHERS AND TRAINING POSITIONS
(1986-88)**

<u>Year</u>	<u>Teacher</u>	<u>Increase</u>	<u>Training Positions (PTC)</u>
1986-87	10180	-	755
1987-88	12802	2612	755
1988-89 *	13716	917	755

* 735 reported by Curriculum Bureau

Source: Directorate of Education (B)

A staff increase of 3,533 untrained persons was thus balanced by a training of only 1,510, even lesser counting non-use of training positions and examination failure, thus predicting a dwindling

representation of the trained in its teacher force. If in-service training is increased more teachers will have to leave schools to join training sessions. 'We cannot afford the luxury' was the cryptic answer given to an aid agency when it spoke of pre-service training (ODA, 1988, p.45). The next option was to slow down recruitment rate of untrained teachers' possible only if the Province had already achieved a satisfactory school-teacher ratio and could afford to limit increase in schools to projected increase in enrolment. The next section therefore looks at the teacher-school balance in the Province.

Teacher-School Balance

Reports of teacherless schools in Balochistan are not infrequent, at least in relation to girls' schools and originate from independent sources (ODA, 1988, p.30) ; oral communication, (USAID consultant 1989). Yet according to 1988 (October) data, 13,716 Primary level teachers served 4,430 Primary schools and Primary sections of Secondary schools, giving an average of 3.1 teachers per school for both sexes and for females, 3.6 (2,325/648). A disparity between statistical and anecdotal evidence was noted. An investigation was therefore made into the extent of skewness in the Provincial distribution of schools: the average may look comfortable but it may conceal a combination of teacherless schools in some areas with a glut of underworked teachers in other. Data for girls schools representing ten districts out of twenty given in Table 8 below fully confirm the possibility of teacherless schools but also suggest highly investigable instances of over-employment.

TABLE 2.9: SCHOOL/TEACHER RATIO IN GIRLS SCHOOLS OF SELECTED DISTRICTS

District	Schools	Teachers	Teachers per school
Jaffarabad/Tambu	32	572	17.9
Quetta	138	728	5.3
Chaghai	24	122	5.1
Sibi	29	98	3.4
Kachchi	44	105	2.4
Lasbela	25	38	1.5
Kharan	12	16	1.3
Khuzdar	24	29	1.2
Gawadar	11	13	1.2
Kalat	53	56	1.0

Source: Directorate of Education (B)

The preceding table, however, tells only half the story. It shows that in five districts, accounting for exactly a quarter of the Provincial population, teacher positions are precariously close to the number of

schools but it does not explain large scale and chronic incidence of teacherless schools. A closer look at Kalat District as an illustrative case will disclose that schools with missing teachers are fully predictable and in plenty.

Primary level student population in Kalat is neatly divisible into two groups: students in 39 Primary schools with an average enrolment of 39.4 (39/1,537) and those in Primary sections of 14 Secondary schools averagely admitting 177 (14/2,484). If teacher pupil ratio is kept at one teacher per 59 students, 20 per cent more than allowed by rules, 42 teachers out of the pool of 56 will be assigned to Primary sections, leaving only 14 for the 39 Primary schools. Allowing for only 10 per cent absence on account of leave/training deputation, just 8 out of 39 Primary schools will be able to display a teacher. Alternatively, if each Primary school is kept open, only 11 will be available to 2,484 girls in Primary sections, raising the teacher/student ratio to an unmanageable 1:226. Other districts at the lower end of teacher supply (Khuzdar, Kharan, Lasbela) do not fare much better.

Teacher abundance in the Quetta District is explained simply by cumulative data for 1986-89: containing 9 per cent of Balochistan population, its High schools (grades 9-10) enrolled 87 per cent (7,817/8,972) of the Provincial total, making the District an almost exclusive supply source of teachers who tended to serve nearer home. The increase of teachers at Jaffarabad altering the mean number of teachers per school from 2.25 to 17.9 was not related to local needs. From 72 teachers employed in 32 Primary schools/sections in 1986 the supply was raised eightfold to 572 the next year with no addition in the number of schools and four since then. With its non-tribal rural population, closeness to city of Jacobabad, and civic amenities of its suburban centre Usta Mohamad, it was probably used as a dumping ground for Quetta recruits who could not be absorbed in the home District and would not work in places less congenial than Jaffarabad. Unbelievable as it may be, the action achieved the Provincial recruitment target.

The apparently satisfactory Provincial average of one male teacher per three boys' schools does not suffer from the same extent of skewness as seen in the case of girls' schools. But the policy of rapid increase in male teacher supply finds its strongest rationale in the strategy of using teacher supply as a stimulant to demand for Primary education and thus a gradual increase in enrolment. In several districts the average enrolment even in male Primary schools is extremely low: Qilla Saifullah has established 104 boys Primary schools with a mean enrolment of 16; 122 schools in Kohlu yield a figure of 9 and 111 in Kharan as small as 4. As Table 9 shows two-thirds of all boys' Primary schools in Balochistan enrol less than an average of 50 students and this low enrolment level extends to 13 out of 20 Districts. Nevertheless, most of these schools supportable by a single teacher, act as diffusion points for education and a multiplicity of such points is initially required before demonstrated benefits foster a demand.

**TABLE 2.10: MEAN ENROLMENT LEVELS OF BOYS' PRIMARY SCHOOLS
BY SCHOOLS AND DISTRICTS**

<u>Enrolment Level</u>	<u>Schools (N)</u>	<u>Schools %</u>	<u>Districts (N)</u>
0-19	337	10.9	3
20-29	566	18.3	2
30-39	924	29.9	6
40-49	218	7.1	2
50-59	523	16.9	4
60 +	<u>523</u>	<u>16.9</u>	<u>3</u>
	3091	100.0	20

Source: District Data, Directorate of School Education (B).

Teacher recruitment for beyond existing training capacity is therefore inevitable in Balochistan and the 'back-log' of untrained will progressively increase in proportion. Increasing training capacity for already employed teachers will reduce teacher presence in schools. Introduction of pre-service teacher education thus seems to be the only viable alternative and needs careful reconsideration if teacher quality is to stay within acceptable limits.

Low enrolment in women's teacher training programmes can be expected even with satisfactory residential accommodation if its location is 'culturally' unacceptable. An instructive example is the perpetually empty hostel of the college at Pishin, the solitary female centre of teacher education in Balochistan. Out of 190 training places offered (1988) only 110 had been used but 80-90 users lived forty miles away and were bussed daily from Quetta. In the staff only one out of 21 found the rural town of 20,000 liveable (ODA, 1988, annexe 4). Balochistan administration has not been able to rectify its error made a decade ago.

Training Policy

The absence of pre-service training itself indicates relative acceptability of the untrained teacher. But restriction of training opportunities to employed teachers also creates certain policy anomalies:

- A. Recruitment of untrained teachers is progressing fast while uncertificated teachers cannot earn annual increments in salary grade or allowed grade promotion until they are nominated on the basis of District seniority to a training position and complete the training course. In all Districts with relatively fast recruitment rates and in the Province as a whole, the proportion of those paid base salary of grade 7

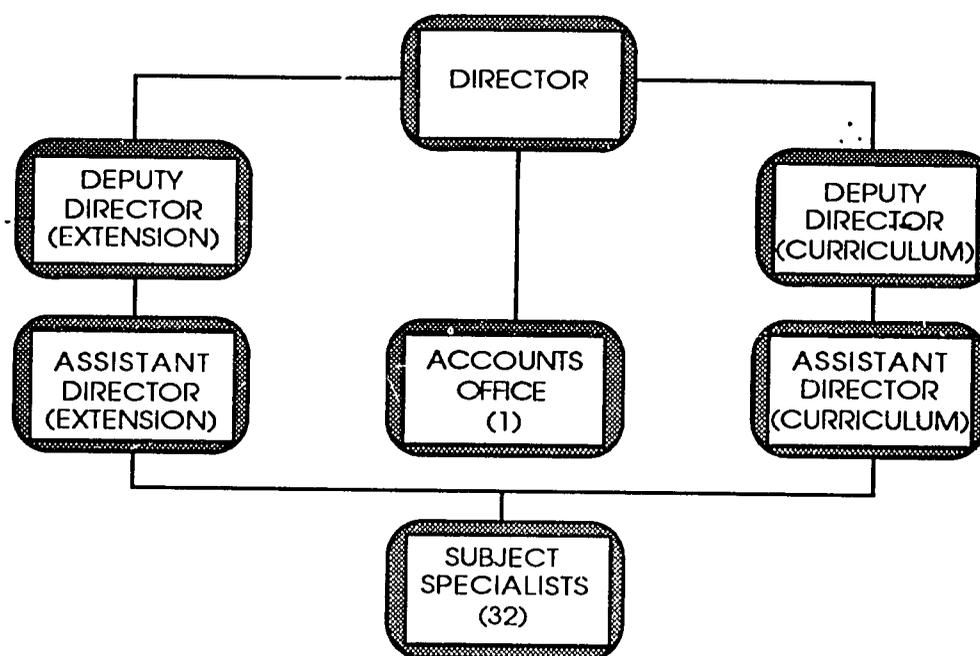
thus keeps increasing. Budget burden may be less but teacher motivation and morale may be affected.

- B. Appointment of non-matriculantes as 'Assistant Teachers' in grade 6 (a step lower than the grade given to matriculantes) debar them from institutional training until they pass matriculation, when they can be moved up to grade seven and after obtaining a certificate, earn annual of salary in the higher grade. With the addition of allowances, the difference in wages between the two grades becomes too small to provide an incentive for passing the matriculation examination. Assistant Teachers may therefore continue to inflate the proportion of the untrained.
- C. Distribution of training positions is made on the basis of District population rather than number of schools/enrolment in the District and the two do not correspond. Thus proportion of untrained teachers can grow faster where school population is relatively denser.
- D. Working teachers who are not selected for training on the basis of District seniority are allowed to appear privately in the College examination and obtain a certificate. Positions earmarked for this category however, are very limited. In 1987, only 36 were registered on their own initiative against 736 training positions.
- E. The seniority principle of selecting students for training ignores both willingness and ability to undergo training. In the absence of a penalty, refusal to fill an assigned positions was reported for women teachers (ODA, 1988, annexe 4).
- F. Pass rate in examination was last reported 93.2 per cent for PTC and 93.9 for CT examinations and unlike all other Provinces student assessment was fully internal. Since quality of trainees or trainers not being exceptional in Balochistan, a laxity of assessment standards may be assumed.

Training Management

The Bureau of Curriculum and Extension Centre (BCEC) is responsible both for short and award-bearing courses of training, including training of teachers at the higher Secondary levels and training of Agro-Technical teachers. The organization of the Bureau is as given in the organogram.

CHART 2.2: (BALOCHISTAN) BUREAU OF CURRICULUM AND EXTENSION CENTRE



Personnel:

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Director:	Inamul Haq Kausar	20	70863
Deputy Director(Ext)	Raja Nisar	18	
Deputy Director (Curr)	Mahmud Atiq	18	70863
Assistant Director (Extension)	Abdul Ghafoor	17	78553
Assistant Director(Curriculum)	Shamsul Islam	17	-
Accounts Officer:	Abdul Sattar	17	-
Subject-Specialists	(9)	18	-
Subject-Specialists	(23)	17	-

The field organization of the Bureau consists of six Elementary Colleges of Education in the Province located at Quetta, Pishin (for women) Kalat, Mastung, Uthal and Panjgur. The Bureau also controls the Agro-Technical Training Centre at Quetta and one school (Kili Shaikhan) which serves as a teaching laboratory. Principals of six Elementary Colleges are identified below:

<u>Location</u>	<u>Name</u>	<u>Grade</u>	<u>Tele. No.</u>
Quetta	Khurshid Ahmed BA. BT.	18	133
Pishin	Nasira Dar MA. B. Ed.	18	42
Kalat	Mohammad Sharif MA. M.Ed.	18	520
Mastung	Mohammad Rafiq MA. B.Ed.	-	-

Uthal	S. Munnawar Ali Shah		
	B.Sc. B.Ed.	18	194
Panjgur	Abdul Aziz M.A M.Ed.	18	194

It may be noted that the Bureau at Quetta is much larger than its counterpart at Abbotabad in NWFP, with 32 Subject Specialists against 13 (including 7 instructors) in the former.

Training Output of Colleges

Apart from training PTC and CT teachers, Elementary Colleges undertake other training tasks: (1) upgrading intermediate qualified teachers to enable them to teach physics and chemistry to class 9 and 10 in Secondary schools; (2) Secondary schools drawing teachers; (3) physical training instructors; (4) lower level Secondary schools teachers (SAV/CT).

TABLE 2.11: COMBINED OUTPUT OF ELEMENTARY COLLEGES IN 1988

	<u>Registered</u>	<u>Examined</u>	<u>Passed</u>
PTC	772	761	706
CT	134	134	125
Other/Courses	<u>169</u>	<u>157</u>	<u>117</u>
Total	1075	1052	948

Staffing Pattern

Staffing pattern of training establishments is given in Table 12 below:

TABLE 2.12: STAFF OF ELEMENTARY COLLEGE

	<u>QUETTA</u>	<u>PISHIN</u>	<u>MASTUNG</u>	<u>KALAT</u>	<u>UTHAL</u>	<u>PANJGUR</u>
	(M)	(F)	(M)	(M)	(M)	(M)
Principal	1	1	1	1	1	1
Subject Specialists D.P.E*	5	5	5	6	5	5
Non-graduate Instructors	9	16	8	3	4	5
Arabic Teacher	1	1	1	-	-	-
Arts/Crafts						

Teachers	2	2	1	1	1	1
Dr. Master	2	-	1	-	1	1
PTI**	1	-	-	-	1	1
Librarian	1	1	-	1	-	-
Clerical	6	4	4	4	2	2
Others	10	22***	2	8	10	2
<hr/>						
	42	53	24	25	26	19

* Directors (2) and lecturers (2)
in Physical Education

** Physical Training Instructor

*** Includes 18 attendants/guards

Among men's training schools, heavy staffing is seen only at Quetta but it specializes in physical education courses. The college for women is unreasonably overstaffed: its training load rarely exceeds 80 teachers but it entertains 26 persons on its teaching and 27 on non-teaching staff. Consultants of the Asian Development Bank also commented on the staff student ratio of about four student per teacher (Cambridge Education Consultants 1988, p. 11).

Unit Cost of Training

Varying from 2.254 million rupees for Kalat to 5.31 million for Mastung, budgets for the six Elementary Colleges and one laboratory school (Kili Shaikhan) added upto 25.37 million. Since the training output has hovered closely round 1,000 (for all courses), the unit cost is approximately 25,310 rupees, about four times higher than the NWFP figure. (Both figures included capital 'development' costs).

Extension Activities

Apart from supervising and managing the six Elementary Colleges, the Bureau itself functions as a teaching institutions, heavily involved in a programme of short-term courses and workshops, perhaps more actively than the Abbotabad Bureau. Performance shown in Table 12 is indicative.

TABLE 2.13: EXTENSION COURSES AND WORKSHOPS

	<u>Courses/Workshops</u>	<u>Number</u>	<u>Participants</u>		
			<u>M</u>	<u>F</u>	<u>T</u>
1	Primary level (1987)	14	459	49	508
	(1983-87)	-	1744	403	2147
	Women (maths 1987)	2	-	77	77

2.	Secondary level (JET and SET in Sciences, 1987)	40	896	302	1198
3.	Population (1982-87)	33	918	84	1002
4.	Educational Technology (1984-87)	5	163	43	202
5.	Narcotics(1987)	9	521	145	666
6.	Child care (1987)	1	33	17	50
7.	Teacher Motivation (1987)	1	27	13	40
8.	Narcotics (1987)	9	521	145	666
9.	Textbook Writing (1987)	1	19	8	27
10.	English (1987)	1	13	-	13
11.	Environment	61	1726	515	2221
12.	College Level Sciences (1987)	25	25	11	37

Duration of courses was from 2 weeks to 16 and workshops for 1-2 days.

OBSERVATIONS

The preceding description and analysis of teacher education has identified several areas of possible action in the two Provinces, relevant to both or one. Those deserving priority consideration are recapitulated below.

- A. Removal of impediments to admission of untrained working teachers to long term and condensed training sessions: reduction of salary during the long-term course; non-payment of daily allowance during condensed training courses; insufficient share in training positions, non-admission of teachers with less than four years service. (NWFP)
- B. Incentives/pressures for obtaining distant training from AIOU by untrained working teachers (NWFP) and 'honorary certificates' for those tested and found fit, followed by integration in salary structure. (NWFP)
- C. Greater selectivity in pre-service admission to training colleges by (i) making the training stipend sufficient to cover expenses; (ii) conducting an assessment in school

- subjects before admission; (iii) removing weightage given to factors other than merit in the selection procedure (NWFP)
- D. Reduction in training wastage by eliminating post-training selection process and by limiting training/assessment to acquisition of pedagogic skills rather than proficiency in basic school subjects, tested before admission to training sessions (NWFP)
 - E. Long-term training targets based on plans/projections of increments in teacher recruitment. (NWFP)
 - F. Extension in teacher training facilities and recognition of cultural factors in location planning (NWFP); provision of adequate residential accommodation in existing colleges (NWFP).
 - G. Emphasis on experience in Primary education in selection of instructional staff (NWFP/Balochistan).
 - H. Use of instructional staff in a wide range of subjects instead of single course teaching (Balochistan/NWFP).
 - I. Establishment of management structures distinct from those responsible for curriculum planning and development of educational aids; careful selection of instructors and professional learning opportunities; better equipment and data system. (NWFP/Balochistan).
 - J. Review of curriculum content and teaching methodology to make content relevant to rural needs/environment and teaching methods less formal and didactic; objective assessment procedure linked to comprehension rather than memory storage; longer time for teaching practice; (NWFP/Balochistan).
 - K. Research-based training relating to problems of non-enrolment and dropout (specially Balochistan)
 - L. Greater focus on training of female teachers and correlated expansion of the female education sector (Balochistan)

- M. Introduction of pre-service teacher education as a supplement to in-service facilities already available to meet needs of inevitably fast growth in teacher force. (Balochistan).
- N. Linkage of salary differentials of women teachers to unattractiveness of work environment (Balochistan)
- O. Training focus on problems relating to lingual diversity; selection of student-teachers on lingual basis.
- P. Adaptation of training curriculum to schools serving very small rural communities (Balochistan).
- Q. Investigation/reduction of excessive unit-cost of teacher training (Balochistan).
- R. Review and revision of selection procedure for in-service student-teachers (Balochistan).

CHAPTER THREE: TEACHER WAGES AND EMPLOYMENT

ABSTRACT

References to prevailing opinions and rationales relating to improvement in the remuneration is followed by a distinction between its salary and allowances components. Provincial overlaps and distinctions of the two components are described in detail including promotion to higher grades, salary increase within the grade; inflation-related indexation; linkage of allowances to living costs, specialization and work environment. Absence of merit-based promotion, the need to revive higher wages for women teachers and flaws in selection procedure are spotlighted. The section on employment patterns and trends discusses Provincial variations in levels of recruitment; subject-related selectivity (Balochistan); recruitment rates and problems of inter-face between teacher supply and use; gender composition and its association with emphasis shifts in female schooling; the problem of placing female teachers outside established education centres; uneven district dispersal of the Provincial stock and its reasons; annual fluctuations in teacher employment and their effects, the need for a teacher evaluation system linked not only to school enrolment but also to the school's retention capacity. Possible lines of action relating to salary/allowance structure and to employment policies are suggested.

TEACHERS' WAGES AND EMPLOYMENT

Concern over low teaching wage is not new in Pakistan and it was a key issue in the last National Education Conference. Improvement proposals ranged from higher initial grades to better chances of grade advancement, to many non-salary incentives: children's free education upto university level and their fixed representation in institutions of professional learnings, interest-free house-building loans, even gifts of farmland to those who retire after 'commendable performance'. But the focal rationale was equity. Examples were given to show that despite his role as 'societal architect', the teacher was paid less than the office worker in the same education group.

Wage increase can also be viewed as inducement for better qualified college and school-leavers to join the teaching profession so that quality of education imparted by them improves. The Planning Commission has expressed full awareness of this need in the Seventh Plan (p. 190): 'good students are not attracted to the teaching profession due to lack of good career prospects' and low salary impairs 'enthusiasm, motivation, dedication and preparedness'. Yet the Plan makes no investment in improving teaching wage at the Primary level. Primary education may be still seeking only quantitative goals in Pakistan's Seventh Plan but if quality stays depressed even quantity may not grow: the teacher's poor personal schooling makes his services worthless and his low income demonstrates the low return of bad learning.

Proposals to increase teachers' income in the public sector of employment must reckon with the division of income into two parts: basic salary and allowances. Incentive effect of the two differs even if the immediate financial effect may be the same.

Basic salary is the almost irreducible part of income. It can decrease only due to a punitive demotion to a lower grade which cannot be lower than the grade at initial appointment to the teaching service. Allowances are variable and conditional compensatory payments mostly linked to discomforts or to living costs of duty stations or to exceptional demands made in work output. They can be reduced or forfeited if conditions of payment change or if a worker ceases to meet them. Basic salary level also determines the amount of retirement benefits but level of allowances does not. As an inducement for entry into a service, therefore a salary level outweighs an unpredictable and temporary allowance level although an increase in allowances may act as a morale-raising relief for those already in service.

The following description of teachers' wage in NWFP and Balochistan is divided into three parts: (1) Basic salary structure which is the same in these and the other two provinces; (2) Allowances common to NWFP and Balochistan; (3) allowances specific to Balochistan. The fourth logical category of

allowances specific to NWFP does not exist.

It may also be pointed out that a higher allowance paid to a teacher in one Province or in one part of a Province compared to another does not always mean that relative attractiveness of the teaching profession has been enhanced. In many instances the same or similar allowance is paid in parallel sectors of public service.

BASIC SALARY STRUCTURE

Salary grades available to members of the teaching profession in the two provinces are listed below and range from grades 6 to 20 in the salary classification called Basic Pay Scale (BPS) enforced on July 1st of 1987.

**Basic Pay Scales (BPS) from Grade 6-20
(Beginning-Regular Annual Increment-End)
in Rupees per month**

6	725-28-1285	7	750-31-1370
8	790-34-1470	9	830-38-1590
10	870-42-1710	11	910-46-1830
12	970-52-2010	13	1035-58-2195
14	1100-64-2380	15	1165-71-2585
16	1350-105-2925	17	2065-155-3925
18	2710-195-4660	19	4130-205-5770
		20	4900-235-6780

In both Provinces, teachers' salary grades in BPS structure given above are linked with the level of classes they teach. Thus 'Primary' level (classes 1-5) teachers are ordinarily inducted in Grade 7, (750-31-1370), 'Middle School (classes 6-8) level' in grade 9 (838-38-1590) and 'High School level (classes 9-10) in grade 15 (1165-71-2585). However, matriculates teaching Islamiat/Arabic stay in grade 7 while instructing classes 6-10. As a rule, teachers with higher qualifications are not employed in a 'lower' level school or school section in Balochistan. In exceptional cases where teachers with higher educational qualifications are employed, they receive additional increments within the same grade, but are not placed in higher grade. Yet NWFP permits grade 15 to graduate teachers teaching classes 6-8 instead of keeping them in grade 9 given to teachers of Middle level classes. Headmasters of all Secondary Schools, Middle or High, are placed in grade 17 and of selected High Schools, designated as Principals, in grade 18. The senior-most teacher in a Primary school stays in his own grade.

Movement from Initial to Selection Grade

At all levels 1/3 of the total number of teachers are moved up to the 'Selection Grade' only on the basis of their seniority of service. If the total number of teachers did not increase, there would be very little

opportunity for any teacher to move into a higher grade. The extent of movement is shown in the Table given below, applicable to both Provinces.

TABLE 3.1: GRADE MOVEMENT BY TEACHING LEVEL

<u>Teaching Level</u>	<u>Initial Grade</u>	<u>Selection Grade</u>
Primary (Class 0-5)	7	10
Middle (Class 6-8)	9	12
Secondary (Class 9-10)	15	17
Headmasters	17	18
Principals	18	19

Similar grade movement is found in non-teaching sectors.

Teachers' Qualifications

Primary: Matriculation + P.T.C.
 Middle: Intermediate + C.T
 Secondary: B.A./B.Sc ; B.Ed.

All teachers recruited by the Education Department do not have in Balochistan the requisite professional training at the time of their recruitment. They are placed at the bottom of their assigned scale and are not entitled to annual increment or the selection grade until they have completed their professional training which depends in this Province on their seniority-based position in the line up for training places. The same rule exists in NWFP but it affects only those who in relaxation of recruitment rules, are selected without pre-service professional education.

Salary Indexation

It is an inflation-related increase on basic salary but not calculated on the basis of reported inflation rate. It has varied between 5-13 per cent in the past and in some years no indexation was made. Admissibility of indexation and its amount is decided annually at the Federal level for all public servants.

Qualification-related Salary Increase

Increments in salary related to educational qualification beyond prescribed levels are paid in both Provinces uniformly to all teachers (and others) up to grade 15, either at the time of appointment or during service, ranging from one to three increments as shown below ('Increment' means annual salary jumps within the grade).

TABLE 3.2: QUALIFICATION RELATED INCREMENTS

Prescribed Qualification	Achieved Qualification				
	<u>Inter-mediate</u>	<u>C.T.</u>	<u>B.A/Sc.</u>	<u>M.A/Sc.</u>	<u>M.Ed.</u>
Untrained					
Matric	+1	-	+2	+3	-
Intermediate	-	-	+2	+3	-
B.A./B.Sc.	-	-	-	+1	-
Trained					
Matric+ PTC	+2	+1	+3	-	-
Intermediate + CT	-	-	+3	-	-
B.A/Sc. + B.Ed.	-	-	-	+3	+3

If a teacher is already at the top of the BPS grade she/he will receive the requisite increments as Personal Pay to be absorbed on promotion to a higher grade.

Assistant Teacher

This category of Primary level teacher is a relatively recent Balochistan innovation, not found in NWFP. The practice of employing non-matriculantes who had passed the eighth class and had not received any professional training was started by the World Bank in seven of its project Districts to meet a shortage of matriculates and was extended to the other thirteen Districts by the Provincial administration. Instead of receiving grade 7, they are appointed in grade 6, at the base level. They are required to pass the matriculation examination within three years as non-schoolgoing students and move up to grade 7; otherwise their services may be terminated.

End of Grade

On reaching the end point of a grade, a teacher can earn his annual increment in the next higher grade at the prescribed rate - a practice called 'move over'.

Merit-based Promotion

Both Provinces lack any system of evaluating performance for giving grade promotion to a fixed proportion of teachers. A DEO in Balochistan can recommend promotion for a grade 7 (Primary) teacher to grade 11 if the teacher has served for ten years and is found fit in a written/oral test. The proposal goes to the Secretary for approval. The financial effect of this promotion is small: increase in annual increment, from 31 to 46 rupees and a meagre difference in pension.

No linkage has been developed in the two Province or anywhere else between teachers' salary increments and retention/enrolment rates in schools. Zardari (1984) proposed that Primary school teachers who keep dropout rates within a stated limit should receive salary advancement. Collective incentives can also be planned for groups of school teachers in an area where participation rates at the Primary level display a satisfactory increase which may induce teachers to motivate parents and to make the content of education more valuable in their eyes.

ALLOWANCES STRUCTURE

Allowances: (NWFP/Balochistan)

Allowances paid in addition to the basic salary vary in the two Provinces and in different parts of Balochistan, according to eligibility conditions determined by the Provincial government. The following allowances are common to both provinces:

- A. House Rent: 30 per cent of minimum basic salary; 45 per cent for Quetta and Peshawar and District headquarter towns of the two Provinces and such other urban areas as may be notified; 40 per cent of current basic salary for Makran Division and Khara District (Balochistan). Five per cent deduction from basic salary is made if the government provides the house.
- B. Conveyance Allowance: Limited to notified Municipal areas in NWFP and to Quetta city in Balochistan, the allowance is paid to teachers and other employees of all grades. It is the only allowance indexed to inflation. The amount relates not to a personal grade as in the case of house rent allowance but to salary range. Beyond specified levels, the allowance may be converted into 'car allowance' or 'motor bike allowance' as shown below. Figures in parenthesis include effect of latest indexation (1987).

TABLE 3.3: CONVEYANCE ALLOWANCE

<u>Salary</u>	<u>Any Conveyance</u>	<u>Motorbike</u>	<u>Car</u>
Below 850	70 (76)	-	-
850-1649	70 (76)	100 (108)	-
1651-1935	150 (162)	100 (108)	285 (308)
Above 1935	150 (161)	100 (100)	285 (305)

Thus the benefit of keeping a motor bike accrues to a teacher paid more than a monthly salary of 850: a PTC who has earned four and a CT one annual increment. Graduate teachers need to earn seven increments in their grade to claim car allowance. Minute differences between higher pay ranges are explained by a variation in indexation rate: 1.08 and 1.07.

- C. **Medical Allowance:** Rs. 50 fixed to all employees grade 1-15. Actual expenses to others on certification of medical attendance. The allowance compensates for only outdoor treatment. For indoor treatment a government hospital must be used.
- D. **Technical Allowances:** Both Provinces give incentives to teachers of Science (Biology, Physics, Chemistry), Mathematics and agro-technical subjects. NWFP awards 100-rupees a month to Science and Mathematics teachers of classes 9 and 10. Balochistan gives the same allowance but increases it to 150 in subdivisional towns and to 200 in rural schools outside. The Province also pays an allowance of 50 rupees for teaching agro-technical subjects in Primary and 100 per month in middle and high secondary schools.

Balochistan Allowances

Locational:

- A. An allowance at the flat rate of Rs. 30/- is paid to all teachers and other public servants working in the districts designated 'Hill Areas', which are areas above 5,500 feet above sea level. The following districts fall under this category: Quetta, Pishin, Loralai, Zhob, Kila Saifullah, Ziarat, Kalat and Panjgor. The amount increases to 100 if the locality is higher than 7,500 feet but none exists.
- B. A Special Area Allowance of Rs. 200/- per month for all teachers posted in Mekran Division and Kharan District (with effect from 8th November 1988). The allowance is exclusively for teachers.
- C. In Dera Bugti and Kohlu District an 'Agency' allowance of 40% of the actual basic pay (including increments) is paid.
- D. Teachers domiciled (permanent resident) in other provinces get a leave vacation allowance of Rs. 1,000/- per year. (Only Science teachers are recruited from other Provinces).

Administrative

- E. The heads of schools receive a 'charge allowance' of Rs. 50, 30 and 20 in Secondary, Middle and Primary schools respectively. This allowance is not admissible in schools where there is only one teacher

Compensatory Allowance:

- F. A fixed allowance at the following rate is paid to all teachers and also to other public servants.
up to Grade 15: Rs. 125

Grade 16: Rs. 210

Grade 17 and above: 300

G. Special Compensatory Allowance

Unlike Compensatory Allowance, it is paid only to school teachers, professional staff of teacher training colleges and to school supervisors. Its payment is conditional on non-availability of government accommodation. Localities where it is payable are grouped as A and B on the basis of their assumed 'hardship'. None of the listed localities in the two groups fall in Makran Division or Districts of Dera Bugti and Kohlu, presumably because allowances already paid in those Districts are considered sufficiently compensatory. Rates of payment are given below as revised from 14 May 1987 (FD/R-VII-13/87).

<u>Teachers/Elementary College staff</u>	<u>Locations: A</u>	<u>Locations: B</u>
i Grade 7-9	155	100
ii Grade 10 (selection)	165	110
iii Grade 12 (selection)	180	130
iv Grade 15	390	250
v Grade 17 (initial/selection)	465	375

Monthly Salary Deductions (NWFP/Balochistan)

<u>Grade</u>	<u>Provident Fund</u>
1-5	20
6-9	50
10-15	70
16	150-200
17 and above	200-500

<u>Grades</u>	<u>Group Insurance</u>
1-4	2.35
5-10	3.13
11-15	6.25
16-17	9.38
18 and above	15.63

<u>Grade</u>	<u>Benevolent Fund</u>
1-15	5
16 and above:	
If basic pay is less than 2,000:	1% of basic salary
If basic pay is more than 2,000:	Rs. 20

Salary Disbursement (NWFP/Balochistan)

There are two basic procedures for salary disbursement:

1. For government employees working in grade 17 and above (gazetted officers) the salary is sent into their personal accounts directly by the government treasury or authorised bank, according to their salary bill.
2. Teachers in and below grade 16 are paid in cash through an 'acquittance roll'.

The Drawing and Disbursing officer for the different categories of teachers receiving cash payments are as follows:

Primary Teachers:	Sub-Divisional Education Officer
Middle Teachers:	District Education Office
Secondary Teachers:	Headmaster / Headmistress

Salary of teachers is sent to schools or offices which are designated as 'pay centres'. In NWFP, where distances are not a problem a single 'pay centre' may serve 300-400 schools to which teachers come for collecting their salary. Acquittance rolls with the recipients' signatures are given to the Treasury on the next pay day by the Drawing and Disbursing Officer. In Balochistan such centres also exist. Teachers from remote areas delay collection of salary even up to six months, combining the visit to the pay centre with a shopping trip. Sometimes the DEO or one of his colleagues takes it to the teacher when he goes for inspection.

In the Women's Section of the Balochistan Education Department delays in receipt of salaries were mentioned. As women teachers find it difficult to personally collect their salaries, a postal draft is sent to them which may take up to 20 days to reach. Careful enquiries were made in Balochistan from the exceptionally strong School Teachers Association to find out if the complex and variable allowance structure was fully known and understood. Consultants were informed that a teacher comes to know about a new allowance even when it is in the proposal stage and instances of non-payment of a sanctioned benefit have never come to light.

Female Teachers' Incentives

The NWFP Education Code (article 244) recognized as early as 1935 that female teachers, both rural and urban, deserve higher salary. When the pay scale of a male Primary school teacher was 25-1-35, female teachers could be paid twice as much in pay scale 50-4-70. Sex-based pay differentials are not recognized any longer in NWFP.

Balochistan paid until 1984 an 'Attendant Allowance' of 200 rupees per month to women teachers in rural areas, on the assumption that they needed an attendant for their help and protection. The allowance has been withdrawn.

Both Provinces have thus recognized in the past the importance of a male/female distinction in teacher wage, favouring the female on account of her more arduous working conditions. Yet at present no such distinction exists and its revival is worth consideration.

Teacher Selection

In both provinces the DEO is officially the appointing authority for Primary level school teachers while the Divisional education chief (NWFP) and Directorate of Education (Balochistan) make appointments for secondary schools. Positions are advertised but rules allow that applications already received may be considered if appointments are to be made urgently. In both Provinces local members of the Provincial legislature (MPA) and chairmen of District Boards influence selection. In the NWFP, the MPAs are authorized even to nominate six candidates each. DEO and Divisional EO appoint selection committees which include Headmasters of schools requiring a teacher and a representative of the Education Directorate. In Balochistan, Middle/High school teacher are selected by the Director of schools in a committee of officials from the department including Headmasters/Principals of concerned schools and at the Primary level the District committee includes a member of the Provincial legislature, appointed in rotation. Both Primary and secondary teachers are selected on the basis of a written test and interview in Balochistan but no written test is given in NWFP. Out of the 60 marks, 20 are allocated to the written test and the rest to interview assessment. The committee chairman can change this allocation.

Transfer Policy

In both provinces minimum/maximum periods of stay at one station are fixed but in practice tenures are disregarded. In the NWFP a teacher must stay for at least two years where posted, except under exigency or compassionate grounds. In Balochistan he/she should be transferred out of Quetta after completing three years but practice and rule vary. School teachers at the Primary level form a District cadre and their transfer occurs within the District.

EMPLOYMENT PATTERNS AND TRENDS

A notable contrast between the two Provinces is Secondary/Primary distribution of the teaching force as shown below.

TABLE 3.4: TEACHER EMPLOYMENT BY TYPE OF INSTITUTION AND PROVINCE (1988)

<u>INSTITUTION</u>	<u>N.W.F.P.</u>		<u>BALUCHISTAN</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Primary *	27942	54	13716	64
Secondary (Middle/High)	23550	46	7860	36
TOTAL	51492		21576	

* excluding mosque schools

Variations shown in the Table between Provinces indicate relative educational retardation of Balochistan but also its recent effort to widen the base of its enrolment pyramid.

A change seen over a two year period does not establish a trend but we do find that between October 1986 and the same month in 1988 the proportion of secondary school teachers declined by three per cent points in the NWFP and two per cent points in Balochistan. This is an obvious effect of stronger emphasis on Primary education in both Provinces. The Secondary/Primary distribution of women teachers is nearly the same in the two Provinces, standing at 1:2 in 1988 and at 1:1.85 two years earlier in the NWFP; the Balochistan ratio of 1:1.9 in 1988 represents a larger change from the 1986 level when it was 1:1.5 indicating a recent drive to find women teachers for Primary grades. These differences look small but are statistically significant on account of numerical magnitudes of raw data they represent.

Employment of Primary level teachers (both sexes), although annually uneven in the short span of two years, 1986-88, has risen by 35 per cent or more than one-third in Balochistan compared to one-fourth in NWFP (22,242 to 27,942), excluding three-grade mosque schools from both figures. Balochistan's increase in Middle and High school (Secondary level) staff is also an impressive 19 per cent during the same period (6,310 to 2,870) against 10 per cent (21,299 to 2,355) in NWFP. Composition of supply increase at High and Middle level of secondary schools in Balochistan, displayed in Table 5 below, however dispels the impression of easy availability in all school subjects.

**TABLE 3.5: EXPANSION BY TEACHER CATEGORY (1986-88)
IN BALUCHISTAN SECONDARY SCHOOLS**

<u>Category</u>	<u>1986</u>	<u>1988</u>	<u>% Increase</u>
CT/Intermediate	2085	2262	8.5
B.Ed./BA/Sc.	1799	2026	12.6
Physical Training	646	756	17.0
Drawing Instructor	692	847	22.4
Arabic Instructor	<u>405</u>	<u>830</u>	<u>105.0</u>
	5627	6711	19.2

Table 5 reflects a small increase of 8.5 to 12.6 per cent of teachers in science subjects, mathematics, English and the national language; an appreciable addition of 17 to 22 per cent in functionally less important disciplines of physical training and art; a quantum leap to 105 per cent in Arabic instructors contributing to a better understanding of religion. Out of 1,084 position created in two years at the secondary level, 425 or nearly two-fifths were filled by Arabic teachers, reflecting both a growing curriculum focus on religion and teacher shortage in 'hard core' subjects.

Evidence for short supply in the Secondary sector is plentiful. An official report laments outmigration of 'Science Teachers' of non-Balochistan origin, mentions the offer of three-year contracts to outsiders together with an annual 'vacation allowance' of 1,000 rupees (at D under Balochistan allowances) and refers to two unorthodox methods of meeting shortage: (i) condensed four month instruction of B.Sc. men and women and giving them a B.Ed. in this short period instead of the usual one year; (ii) similar intensive education of CT teachers who had taken science subjects in their intermediate examination and their placement at the base level of salary grade 15, thus giving them a promotion from grade 9 but holding their annual increments until they pass B.Ed. A part of the same strategy was higher 'technical allowance' mentioned earlier for science and mathematics teachers serving in rural areas. Despite these measures, supply increase has been fairly low as shown in Table 5.

Even in the interest of expanding its base of Primary education, Balochistan must continue to invest in preparing secondary level teachers in the 'hard core' school subjects. Initial school enrolment is closely linked with opportunities of advancement to higher levels of 'useful' knowledge: 44 per cent respondents in a study expected even a mosque school to be upgraded to a High School (TRC, 1989).

Recruitment Rates: Primary Level

Teacher force resembles health manpower more than industrial labour: supply acts not merely as a response to demand but also as one of its determinants. It is not reasonable, therefore, to expect that recruitment rates should follow projected increments in enrolments: any strategy of educational diffusion must plan a dispersal of teachers over areas where initial enrolment will be low. Yet new teachers need new teaching points. Otherwise they may crowd into schools where teacher/student ratio is already around or below the normative 1:50. A reference has been made to Jaffarabad District in the earlier chapter where out of a group of 562 women teachers only 31 could fit into the equal number of Primary schools with a mean enrolment of 7.4 while the balance number of 531 ladies could find neither work nor space in primary sections of five Secondary schools taking 797 children. The case serves as a screen projection of less visible situations where teacher supply exceeds its use but is also a reverse image of schools awaiting teachers. A Provincial recruitment rate can be meaningful only if it is a response to sub-Provincial plans in school opening and is not decided regardless of planned teacher use.

Recent excesses of teacher supply over teacher use are notable. Balochistan, as stated earlier, increased its teacher force between 1986 and 1989 by 35 per cent but increase in the number of schools during the same period was close to ten per cent, from 3,265 to 3,606. NWFP growth of Primary schools was faster in these two years, a rise of 13.5 per cent, (8,336 to 9,464) but increase in teacher supply was still twice as high at 25.6 per cent (22,242 to 27,942). Since teacher-student ratio in both Provinces is rarely overloaded (MUST 1989; Directorate of School Education, Balochistan 1989), efficient teacher use depends on wider availability of teaching points. Balochistan confronts the added problem of making those points sufficiently attractive for recruited teachers' perhaps through effective incentive gradation.

Gender Composition

Available data-base for Balochistan limited to three years cannot serve the purpose of demonstrating a trend line in the gender composition of the teacher force. Yet a cross-sectional comparison may be made with the NWFP relating to women school teachers (excluding mosque schools).

TABLE 3.6: PROPORTION OF WOMEN IN SCHOOL TEACHING BY PROVINCE AND YEAR

	<u>Balochistan</u>		<u>NWFP</u>	
	<u>*Primary</u>	<u>Secondary</u>	<u>*Primary</u>	<u>Secondary</u>
<u>1986-87</u>				
T	10180	5627	22242	21299
F	<u>1629</u>	<u>951</u>	<u>6430</u>	<u>3475</u>
F%	16.0	15.1	28.9	16.3
<u>1987-88</u>				
T	12802	6236	25319	22691
F	<u>2219</u>	<u>1047</u>	<u>7297</u>	<u>3833</u>
F%	17.3	16.8	28.8	16.9
<u>1988-89</u>				
T	13716	6711	27942	23550
F	<u>2325</u>	<u>1085</u>	<u>8042</u>	<u>3989</u>
F%	16.9	16.2	28.8	16.9

* excludes mosque schools

Source: Directorate of Education (B); MUST

Data of Table 6 may be compared with the census finding (1981) that out of all persons working as government employed teachers 14.6 per cent (1,107/7,383) were women in Balochistan and 19.5 per cent (6,383/32,672) in the NWFP. Since 1981, their share in the profession has improved moderately in NWFP with 29 per cent representation at the Primary level but negligibly in Balochistan, 16-17 per cent of both levels. The table also tells that representation in the Primary sector is heavier than in the

Secondary sector only in the NWFP, not in Balochistan. Is progress of female schooling slower in Balochistan and is it less inclined towards extension of the pyramid's base? Both questions are statistically answerable.

Balochistan volume of the 1981 census reported that 18.4 per cent of Primary level and 17.6 per cent of all schoolgoers were female (p. 38) while Educational Statistics Report (1988 October) indicates a minor rise of both proportions to 20 per cent if enrolment in mosque schools is ignored (p. 15); inclusion of their 73,222 (all male) students brings female representation in schools to proportions smaller than those found in the census: 16 per cent for Primary and 16.8 per cent for all school grades. Thus despite an absolute increase in their size, relative shares of females in teaching and learning have not grown over nearly a decade. The blame could be easily laid on sociocultural inertia had there been a significant growth in female schooling points and schools had stayed empty, missing either teachers or students. But the prominently missing factor in Balochistan is multiplication of schools as demonstrated in the next comparative Table.

TABLE 3.7: FEMALE SCHOOLS IN BALOCHISTAN AND NWFP (1985-88)

	<u>1985*</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Increase%</u> <u>1986-88</u>
<u>Balochistan</u>					
Primary	470	488	508	515	5.5
Middle/High	103	111	120	128	15.0
<u>NWFP</u>					
Primary	N.A	2519	2675	2976	18.0
Middle/High	N.A	265	279	291	9.8

Source: Directorate of Education (B);
* Poonegar Report

The relatively slower increase in Primary schools in Balochistan reflected in the Table shows that compared to NWFP, development of female education in the Province apparently tends to be more vertical than horizontal. Expectedly, the 1988 High/Middle/Primary enrolment ratio was 1:3:24 in NWFP but 1:3:17 in Balochistan (MUST 1989; Directorate of Education (B), p. 19).

For reducing male-female disparity, Balochistan must extend its spatial outreach of Primary education for girls, obviously by establishing Primary education points faster than NWFP. But planning priority, at least in most recent years has gone to secondary schools. Primary schools increased by only 5.5 per cent in two years as Table 6 indicates, while Middle/High schools were added to the extent of 15 per cent. On the basis of limited data the tendency cannot be termed chronic, yet it is significant as a possible policy misdirection.

A basic impediment in Balochistan is the sociocultural background of women who respond most avidly to employment opportunities in education. They belong largely to immigrant families settled in Quetta city and other garrison towns a generation or two ago, lacking ethnic, linguistic and tribal roots in the Province and resistant to assimilation on account of their higher socioeconomic status. They are better educated than tribal natives and their mores relating to female employment outside the home more flexible but their cultural remoteness from communities hosting Primary schools makes their choice of work localities highly selective. Thus even as late as 1988 the B.Ed. and CT group adding up to 769 in all, contributed forty per cent of its strength (303) to the Quetta District which contains less than nine per cent of the Provincial population. In the group of 2,325 Primary level teachers 1,290 or 55 per cent are assigned to congenial Quetta and Jaffarabad, the two representing only 15-16 per cent of Balochistan population. A little more than one-third (1,133/3,340) of Balochistan's female teacher stock, Secondary and Primary is in Quetta and the District supply per 100,000 population is 297 against 77 for the Province.

Except for its 4 per cent population in Kohistan District, NWFP has not encountered a serious problem in the dispersal of female Primary school teachers perhaps on account of greater cultural uniformity. Table 8 below shows that their employment has increased 57 per cent in two years in the socially and educationally least developed Districts with female participation rates in Primary education as low as 9-12 per cent and teacher supply of 70 per hundred thousand population. In Districts with better participation rates (16-33) and supply level ranging from 77.1 to 88.6 Primary teachers per hundred thousand population, increase in supply was kept at 21-22 per cent, reflecting planned and achieved development focus on the most retarded which was not found possible in Balochistan.

**TABLE 3.8: DISPERSAL OF PRIMARY LEVEL FEMALE TEACHERS
BY SELECTED VARIABLES (NWFP)**

<u>Districts*</u>	<u>Teachers per 100,000 pop. (1988)</u>	<u>Teachers per 100,000 pop. (1986)</u>	<u>Increase — %</u>	<u>Participation Rates (1988) (Primary)</u>
A. Abbottabad Mardan Malakand Kohat	88.6	73.2	21	20-33
B. Peshawar Chitral D.I. Khan Mansehra	77.1	62.9	22	16-17
C. Dir Swat Bannu	69.8	44.2	57	9-12

* Charsadda, Swabi and Karak included in parent Districts. Kohistan excluded.

Source: MUST (1989)

Nowhere in the NWFP are sub-Provincial disparities in teacher supply as wide as in Balochistan and may not endure long, considering that in most deficient Districts (group C of the table) teacher supply has increased by 57 per cent two years. Balochistan's problem may not be solved easily or fully even by a liberal dispensation of incentives for resisted localities. The root factor, as we found in our interviews, was cultural distance between teachers and schooled communities, resulting in a repugnant or even fearsome stereotype of the tribal adult male, Balochi, Brahui or Pakhtun, visible to the extent of at least 85 per cent in his rural age-sex group. A less conventional alternate approach to school creation may therefore be tried out: (i) using household survey or school records identify tribal women with some education, (particularly among 'saintly' families which often have educated if not formally schooled women); (ii) offer them incentives linked to enrolment for running home-based schools; (iii) eventually upgrade the home-based school to a regular village school with salaried employment for its founder.

Stability in Work Opportunities

In the NWFP where pre-service training is a recruitment condition, a school-leaver must reject other employment options and seek admission to a teacher training establishment. He/she will, therefore, take the step only if chances of post-training employment are reasonably calculable. In both Provinces planners of school construction and teacher education need to link their annual programmes to the expected supply of teachers. Information was therefore gathered on annual variation in number of posts created in budgets over the last two plan periods (1978-89). Data provided by Balochistan was too synoptic to be of any investigative value but the following Table limited to NWFP may be typical.

TABLE 3.9: BUDGETED POSITIONS OF PRIMARY/SECONDARY TEACHERS 1978-89
NWFP

	T	F	F%		T	F	F%
<u>Primary</u>							
1978	583	177	30	1984	2711	961	35
1979	645	227	35	1985	2202	544	25
1980	1141	285	25	1986	3342	810	24
1981	2589	489	19	1987	4354	1421	34
1982	1545	346	22	1988	<u>6888</u>	<u>1475</u>	21
1983	2009	641	32		26009	7376	
<u>Secondary</u>							
1978	156	46	29	1984	619	131	21
1979	181	41	23	1985	448	69	15
1980	269	63	23	1986	1154	204	18
1981	258	28	11	1987	647	129	20
1982	336	57	17	1988	<u>625</u>	<u>130</u>	21
1983	640	159	25		6765	2503	

A crude but clearer visual representation of statistics in Table 8 follows which omits the gender differential

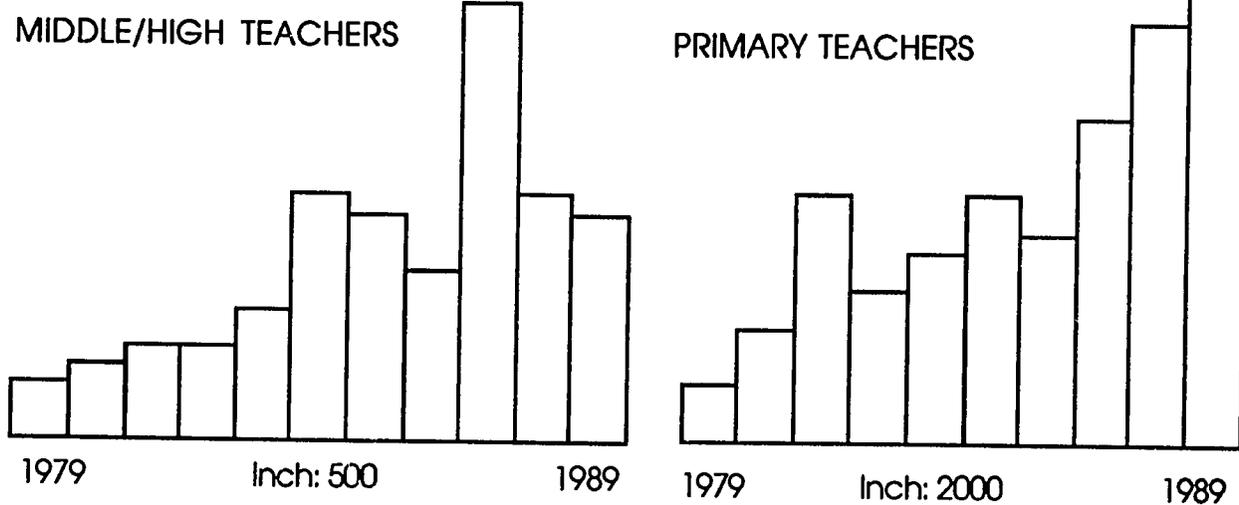


Table 8 and its diagrammatic representation confirm that teacher employment is not yet a determinate process and coordinated planning in school education may not be possible unless budgets follow plans, not the other way round. No systematic linkage can be observed either between Secondary and Primary sectors of employment, or between male and female shares in jobs and the line of progression is far from steady. It may also be noted that a budgeted position is not always a filled position: cash flows from the Federal government are known for their variance from budget commitment, turning plans awry.

Teachers Supply and Distribution

Apart from the problem of deploying female teachers in unattractive localities discussed earlier, historical and contemporary factors contribute to an uneven distribution of the entire teacher stock, regardless of sex and qualification groupings. The following Table shows the density of Primary teacher deployment in the two Provinces. Districts have been made comparable by using the number of teacher positions per 100,000 population as a measuring rod. (Population of children in school-going age-group would have served as a more refined common denominator but considerable variations in school age are found across male-female, rural-urban and even Provincial groupings).

TABLE 3.10: * PRIMARY TEACHERS AND SCHOOLS/SECTIONS
PER 100,000 POPULATION IN DISTRICTS (1988)

	<u>Teachers</u>	<u>Schools/ Sections</u>		<u>Teachers</u>	<u>Schools/ Sections</u>
<u>BALUCHISTAN</u>			<u>N.W.F.P</u>		
Sibi/Ziarat	510	152	D.I. Khan	321	126
Quetta	457	92	Kohat/Karak	313	112
Kharan	453	121	Malakand	300	90
Jaffarabad/Tambu	411	100	Chitral	293	118
Dera Bugti/Kohlu	405	150	Dir	284	105
Chaghai	387	138	Bannu	276	118
Pishin	366	91	Abbottabad	270	92
Lasbela	304	131	Mansehra	261	105
Loralai	289	123	Swat	252	70
Zhob/K. Saifullah	261	112	Mardan/Swabi	234	76
Kachchi	246	106	Peshawar/ Charsadda	221	59
Kalat	235	93	Kohistan	75	32
Khuzdar	234	77			
Panjgur	232	61			
Gawadar	190	78			
Turbut	145	59			

* Mosque schools excluded.

Source: MUST; Directorate of Education (B)

Far greater variability in distribution is seen in Balochistan when it is compared with NWFP. But much of skewness in Balochistan is explained by administrative compulsions or political pressures rather than differences in need or demand. Out of 590 vacancies for female Primary teachers created in 1987-88, 500 were assigned to Jaffarabad-Tambu but addition of Primary schools/sections amounted to 4 out of 27 made for the Province. Dera Bugti and Kohlu standing among the five best supplied Districts in the Province also owe their high position to factors other than a planned increase in school enrolment. In 1986-87 a total of 521 Primary level teachers served 247 schools/sections, next year their number of teachers increased to 663 and a year later to 709, an addition of 35 per cent in two years but only 15 teaching points were added during this period - a mere 6 per cent rise. New teachers can contribute to enrolment increase only if they are given new places to teach.

The Table further shows that Balochistan has achieved a density of teacher deployment higher than NWFP in a large number of its Districts but at the cost of the raising the number of teachers per school far in excess of the NWFP level. Faster schools development in Balochistan is an obvious policy implication.

Another aspect of teacher supply is the gap between available and filled teacher positions. Balochistan administration did not keep this information but denied existence of the problem. For the

NWFP, the proportion of vacant positions by type of school and sex of the teacher is given in the next Table, extending only to recent data. It may be noted that (1) vacant positions for both sexes are very small and can be explained as an inevitable outcome of recruitment delays; (2) no significant gender-related difference is seen in the extent of unfilled positions, thus dispelling the common impression that recruitment of female teachers is problematic in the NWFP (although their transfer to unattractive localities can be) or that their work commitment is more tenuous than men's .

TABLE 3.11: PER CENT VACANT POSITIONS OF TEACHERS BY SEX (NWFP)

	<u>ALL SCHOOLS</u>		<u>PRIMARY</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
1986-87	2.8	4.6	1.8	2.9
1987-88	2.0	2.4	1.9	1.4
1988-89	2.4	3.2	1.2	2.0

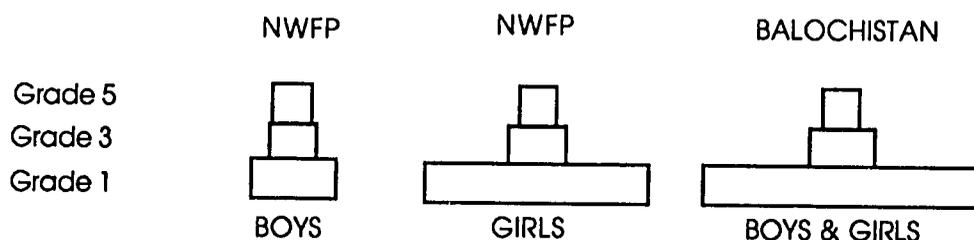
Source: MUST 1989

Nevertheless, a continuing concern in the NWFP was fitness of employees. Being low-paid, they either lacked teaching competence, or performance motivation or fear of the consequences of indiscipline. Thus the NWFP case for improvement in wages and in wage prospects rested essentially on the need to upgrade teacher quality, not on the factor of teacher shortage.

Teacher Evaluation

Enrolment level is the conventional achievement measure of a school or its staff, used nationally and often also by external supportive agencies. But enrolment is only a mediate step towards literacy. Even barely functional literacy may not follow enrolment if duration of stay in school is short and a school with a high enrolment may turn out illiterates if heavy admission and heavy dropout go together. Use of the Primary school as a literacy source is more problematic in the NWFP and Balochistan than in other Provinces. The current, widely accepted and reasonable definition of literacy demands ability to 'read the newspaper and write a simple letter in any language'. In the context of both Provinces, however, 'any language' would mean the 'national' language Urdu, unfamiliar to a very large majority of schoolgoers: newspapers are not printed in spoken languages and their use in a letter would be deemed eccentric. Incomplete Primary school attendance thus seems least consistent with acquisition of a new communication medium not employed in the child's milieu. Neither Province can therefore afford unfinished Primary schooling if the objective of enrolment is to produce actual or at least potential 'literate' as the term is usually understood. Yet the period of stay in school is not reckoned in any evaluative judgement, individual or collective, despite its known variability. Any system of incentives/disincentives linked to school productivity should therefore measure the proportion of children in the final or fifth grade and evaluate the result while making an allowance for the school's age.

Provincial and District data are available showing enrolment falls between grades. These falls represent the sum of school dropout and incidence of school-year repetition but they are also influenced by the period the school has functioned in the community. Whatever may be the individual effect of these three factors, schools with a lesser proportion of enrolment in grade five can be considered less productive in terms of literacy and other gains of schooling. Using this measuring rod we may compare enrolment in the highest learning stage (grade 5), intermediate (grade 3) and initial (grade 1 including the preparatory grade or 'kachi). In Balochistan the ratio stood at 1:1.7:7.6 for boys and almost the same for girls (Director Schools 1989 p. 19). NWFP proportions for boys were much better: 1:1.3:2.2 (MUST 1989 p.). Thus at least 45 per cent boys joining school could expect to move up to fifth class against 13 per cent in Balochistan. Yet the NWFP ratio for girls being 1:1.6:6 showed that three-fourths of entrants were still in grades one or two and upward movement to grade five was yet restricted to a meagre one-sixth. If this was not an effect of heavy dropout, relatively recent impetus to female Primary education may provide an explanation. The gap between school entrance and school completion found in the two Provinces is graphically described below, suggesting that at the present stage of development educational dividends of teacher use may be higher in the male segment of NWFP than in Balochistan, but of course it does not imply a niggardly investment in the second Province or in the female segment of the first.



OBSERVATIONS

- A. Uniformity of Pakistan's salary structure for teachers is traceable not to any legal compulsion but to the unification made in 1955-56 all the four Provinces were merged into a single Province and the integration endured for five years. Legal opinion is clear that initiative for altering the structure by any Province would not be inhibited by constitutional law requiring non-discriminatory compensation to workers. The principle of 'reasonable classification' protects any Provincial enhancement of remuneration whether it is in basic salary or allowances. Variations between Provinces, therefore, need not be confined to allowances as they are at present (NWFP/Balochistan).
- B. Formal recognition of the elected politician's role in selecting the lowest ladder of professional workers is both recent and limited to the education sector. As long as this role continues, formally or informally in the two Provinces, increase in teachers' wage will not

- create an impact on teacher quality and the attempt will lack credibility as a reformative step. (NWFP/Balochistan).
- C. Better pay and prospects may not improve teacher quality unless linked to pre-service qualifications and to in-service performance: dropout reduction; enrolment increase; refresher training; subject or teaching method specialization; supervisor's assessment and other achievement variables. (NWFP/Balochistan).
- D. The discarded policy of paying higher salary/allowance to women teachers at least at the Primary level merits revival (NWFP/Balochistan).
- E. Teachers qualified to teach Secondary grades but opting to teach at the Primary level may be allowed to retain their salary scales and not placed in Primary school scales although with personal increments protecting existing basic salary. (Balochistan).
- F. Unlike Balochistan, NWFP makes no distinction in allowances within areas classified as rural. Rural-urban distinction is also limited to housing and conveyance allowances. Movement of teachers to unattractive and deficit areas will perhaps improve, particularly in the case of women, if an allowance distinction was created. (NWFP)
- G. The present fitful system of Federal annual indexation does not take care of inflationary erosion in 'real' wage of teachers. Annual increments within basic salary grades should therefore increase in amount or a policy of granting more than a single annual increment may be adopted. At present the annual increment amount falls far short of annual decline in rupee value. (NWFP/Balochistan)
- H. Promotion to higher salary grade need not be made exclusively on service seniority as at present. A fixed proportion of teaching staff in each group may receive grade promotion on the basis of performance and objective procedures for evaluating its quality may be developed.
- I. Location-related part of the allowance structure in Balochistan developed piecemeal in the last five years and is seen to have moved towards complexity rather than refined fairness. Some linkages with teacher supply were not well-established: Kalat, Khuzdar and a number of other Districts carried smaller salary additives compared to Dera Bugti and Kohlu, best paid in the Province despite considerably denser teacher supply (Table 9) which lent credibility to the revelation that the liberal 'Agency Allowance' for the latter was a political favour. Payment of a locality-related allowance to local residents could make sense only if its rationale was to prevent outmigration of qualified school-leavers or their

absorption in non-teaching vocations but this purpose could have been served better if they were given a secure and pension-bearing increase in basic salary. The allowance-structure needs a simplifying review which may also make payment conditions more objective, absorb a larger part of remuneration into grade salary and increase teaching wages in relative terms. (Balochistan; NWFP).

- J. Faster teacher recruitment rates, particularly of women, are necessary to create more education diffusion points but corresponding acceleration in school building is equally important; a tendency for teacher supply to outstep teacher use is already visible in some parts. Dispersal of District/sub-District supply requires regular monitoring lest it is redundantly inflated or decreased to the point of insufficiency.
- K. Balochistan's major area of neglect requiring remedial policy changes is expansion of female Primary education outside its present centres for which an action line has already been suggested.
- L. Instability in levels and composition teacher recruitment demonstrated in the NWFP for more than a decade and over a shorter duration in Balochistan obstructs long-term planning in related sectors and makes employment prospects uncertain for job-seekers, thus creating a disincentive for adopting the profession.
- M. Teacher evaluation and an associated system of performance incentives should extend beyond enrolment increase (or 'pass percentage') and assess proportions of the enrolled moving up to the final Primary grade.

CONSTRUCTION PROGRAMMES

The 1983-88 Plan did not achieve its target of increase in Primary schools and shortfalls both in the NWFP and Balochistan were unexpectedly large. Two reasons were mentioned at Peshawar and Quetta: (A) outlays earmarked in the plan for Primary education were diverted to higher education contrary to directions contained in the New Education Policy of 1979; (B) absence of a Federal commitment to continue support of the recurring cost ('non-developmental') compelled Provinces to give priority to capital intensive infrastructural projects over Primary education with its large component of recurring cost.

Balochistan

A commonly overlooked factor, however, is the institutional incapability of the Communication and Works Department (C & W) to carry out the heavy works programme of the Primary subsector. When expansion plans were not as ambitious as they are now, the Poonegar Committee recorded the following observations:

'The problem of providing physical infrastructure for schools, especially Primary schools is extremely grave. In some villages the Government is prevailed upon to establish schools in donated buildings, which are shabby and dilapidated. The building is hardly ever repaired because it is not on the asset register of the Works Department. According to the sample survey of two districts in Balochistan 36% of the Schools functioned without buildings. Then there is the problem of construction of new schools. It is not practicable for the Works Department to construct 700 school buildings which are scattered all over the Province. Therefore, this task is allotted to the Local Government Department. This Department has meagre supervisory staff at the District Council level. Due to inefficiency coupled with corruption the Local Government Department's staff cannot effectively supervise the work of petty contractors. In fact the class of contractors who obtain contracts for such small buildings are new entrants who make some windfall profits and then conveniently disappear. Thus the quality of construction is bad by any standard. Finally there is the problem of maintenance. It is extremely difficult to supervise and account for maintenance. The maintenance grant is spread too thinly and then again most of the funds are frittered away'.

The situation in Balochistan has not changed significantly in the last five years. Investigators of the Consultant recorded the following note after speaking to Balochistan officials about the construction programme in Primary education:

CHAPTER FOUR: CONSTRUCTION PROGRAMME

ABSTRACT

Resource limitations of the constructional agency-Communication and works (C & W) Department are identified as a major development impediment the primary sector of education in both Provinces but to a varying extent. Citations from Balochistan and NWFP documents follow in support of the contention. Reasons of construction delay are identified for Balochistan and typical instances listed for NWFP. Experiments in use of non-governmental agencies are described. Problems of maintenance are discussed using supportive statistics relating to unattended liabilities. Possible use of community leadership in construction programmes is suggested. Five stages of the construction process are described spotlighting delay factors in each. Management structures are outlined and their personnel introduced. Attention is drawn to the importance of extension of construction programmes to residential buildings and exploring possibility of using a single building for boys' and girls schools. Suggested options are flexibility in choice of works management agencies outside the government; simplification of financial procedures in identified areas including non-lapse of unspent construction funds; advance locational planning on the basis of socio-demographic data; removal of impediments to acquisition of construction sites.

'The C & W department lacks the manpower to construct schools which may be widely scattered. The Local Government Department therefore handles the supervision of the small contractors who undertake the construction of the building. The department staff available for supervision at the Local Council level are too few and open to corruption. It is also difficult to monitor the work of small contractors who do not care about the quality and thus the reputation of their work... Reports of delay in transfer of funds from the Federal (in cases of federally supported projects) and Provincial department (C & W Education or Finance) to the contractors have been received. In isolated areas this causes a special problem because the workers who are employed on daily wages cannot be paid by the contractor. He, having a small business cannot make the financial investment himself'.

Other specific reasons for delayed construction in Balochistan were also stated:

- (1) dependence on skilled labour from the Punjab which moves back home on the first Eid holiday and comes back three months later, after celebrating the second Eid.
- (2) absence of adequate water supply for construction and human use on sites selected in the Makran Division;
- (3) a short working season of only seven months in highland areas of Zhob, Quetta and Kalat Divisions;
- (4) insufficiency of supervisory staff for constant long-distance travel.

Apart from yet unformulated plans to add buildings for schools projected under externally financed programmes, replacement of unsatisfactory rented buildings, 994 for boys' schools and 102 for girls', will involve 1,096 construction works in Balochistan. Finding that the C & W department in the Province may not be able to achieve the scheduled works programme on time, the Directorate has established a small construction cell under its control but its small size still retards building activity.

NWFP

The situation in NWFP is only marginally better. Yet more than three years ago, the Communication and Works (C & W) department had announced that its resources did not allow it to carry construction load of the modest Annual Development Programme (ADP) in education. It was decided to create thirty-three subdivisions in the C & W department employing 132 graduate and non-graduate (overseer) supervisors, together with the usual complement of clerks and accountants, adding up to nearly 500 employees. The arrangement however was considered temporary, to be reviewed after five years.

It has already been made obvious that even with its added strength, C & W cannot undertake construction for the larger foreign aided programmes. In June 1989 the C & W was asked to construct 2,000 rooms in 6 project districts of the World Bank, which had (despite contrary advice of the NWFP government), insisted on prefabricated construction and failed to procure scheduled supplies from its international contractors. The C & W agreed to deliver 2,000 rooms in a year using conventional methods but it wanted to create more subdivisions. We were informed by the Secretary C & W that added staff paid from education funds was not engaged exclusively in education works; after completion of works it would continue in the department and perform 'other' tasks.

Data made available by NWFP relating to school construction in the year 1988 provided illustrative details:

- A. 727 Primary school buildings (339 new and 388 under construction) were not completed within the scheduled time
- B. A total of 88 completed buildings lacked electric connections despite advance payment of cost to Water and Power Development Authority (WAPDA)
- C. The number of buildings for which funds had been released but work had not commenced was 41, out of which 23 were in the Primary subsector.

Maintenance and Repair (NWFP)

Building needs of existing schools are as much an area of neglect in NWFP as in Balochistan. Out of 9,469 Primary schools, 148 are shelterless, 516 are in rented and 348 in donated private buildings, 167 in community centres, 376 in rented or donated buildings of religious trusts (Auqaf) or property of non-Muslims who migrated to India in 1947. They do not receive any maintenance by the C & W which takes care of only 7,221 provincially owned buildings out of a total of 9,454. Level of maintenance is very low in 583 schools belonging to Local Bodies. The 3,481 Mosque Schools, 48 lacking even a mosque, are not maintained by any government, Provincial or local, nor 159 'Elementary Schools' attached to Mosque Schools. Out of 9,155 Primary schools which provided information relating to the age of the building, 718 (8%) were constructed sometime before 1947 and had not been repaired since then. Piped water was available for only 2,640 schools (all levels) out of 14,751 (18 per cent); 4,882 (33 per cent) depended on tanks, wells, streams or springs for their water supply, 3,223 (22 per cent) hired water carriers and 1,142 (8 per cent) lacked even these water supply sources. Electric supply for running fans in hot summer was available to only 2,675 (18 per cent) and at least 1.5 per cent were shelterless but a very small figure compared to Balochistan where one third (1,096) of all Primary schools (3,268) were found situated in donated/hired mud buildings during 1986-87, not receiving any maintenance and repair (M & R) support from C & W department. In schools belonging to the Provincial governments, M & R costs are routinely budgeted in non-developmental budgets, placed at the disposal of Chief Engineers/Executive Engineers and spent as the C & W officers deem fit.

Alternate agencies (NWFP/Balochistan)

Both NWFP and Balochistan have experimented with deployment of elected local bodies (District Councils) in school construction with disappointing results: poor supervision of works on account of very limited field staff; inability to provide water and electricity connections because of poor cooperation between local and Provincial/Federal agencies; high rates of wastage and misappropriation. Defective construction by local bodies often ends in enquiry proceedings conducted by C & W, (NWFP example: high school at Chamiali constructed last year).

Another mechanism for construction of schools used in both provinces but not paid out of Provincial budgets is the Peoples' Works Programme (PWP). Funds are Federal, directly released to members of the parliament who have the discretion of selecting sites, deciding on specifications of works and choosing executing agencies although they are advised by the Federal Ministry of Local Government. The PWP has attracted legal as well as political controversy and accountability in the programme is only nominal.

Community Works

Rural people living in simple dwellings do not demand schools made out of kiln made bricks and tiles, smooth and polished woodwork and steel girders transported from outside together with skilled masons and carpenters, supervisors and engineers supervising the supervisors. If they could be persuaded to donate or rent out buildings made out of locally available materials (undressed stone fixed with mud, sun-dried brick, mud, reed and straw, wood beams) and by local workmen, they could also be induced and funded to undertake construction of such buildings, ecologically appropriate, cheap, and better supervised during construction. Communal involvement may ensure a low level of illegal and legal profit-making.

Impediment Points (NWFP and Balochistan)

The process of setting up new schools is a fairly long chain of events and impediments at each point can delay it at each of the five stages identified below:

Stage I

Taking into account National Plan targets, a construction programme is prepared for inclusion in the Annual Development Programme but cost estimates are 'rough' although an escalation scale reflecting district variations in cost is used. Actual cost is often seen to vary widely from rough cost estimates causing resource deficits and extension of construction to the next financial year. Therefore, the NWFP government recently decided to make detailed estimates before including the project cost in the ADP.

The resource problem was solved but delay occurred in preparation of detailed cost estimates. In Balochistan, detailed cost estimates are prepared only after a 'resource indication' is given by the finance department which often comes very late in the ending financial year. Thus the first part of the next financial is lost in preparing detailed cost estimates and seeking 'administrative approval' of projects and their cost.

Powers of giving administrative approval have been temporarily enhanced in the NWFP by the Federal Planning Division. (Balochistan has not sought an enhancement). The enhancement however has no expediting effect: the project cost depends on the number of Primary schools grouped in the project. Thus if each school costs 0.2 million the Secretary (or even the Director of Education) can approve five budgeted schools within his own financial power of one million but if more than five are grouped together he must take the project to the Departmental Committee including representatives of Finance and Planning Departments. (Any dissent in the Committee requires decision by the Development Working Party, a higher authority). If the grouping of schools in the project raises its cost beyond 1.5 million, the administrative approval must await a meeting of the DWP. Therefore, larger projects begin later in the financial year. No target dates are fixed in the two provinces for finalization of administrative approvals/release of funds but it was reported that delays are rare and relate only to non-preparation detailed cost estimates.

Stage II

Between 'administrative approval' and commencement of construction falls site selection. In feudal parts of Balochistan the tribal chief decides informally and expeditiously. In the NWFP battles have raged in the District Development Committee between legislators belonging to the district. The Chief Minister (NWFP) was therefore compelled to give an equal share of school sites to all members. The official criterion of selection is that population of the school's catchment should be at least 1000, 1210 square yards should be given free of cost either by an individual or by the village collectively, no other Primary school should be functioning within 1.5 kilometer. The criteria are however ignored in practice and schools spring up in small hamlets or in different parts of the same village. Involvement of local politicians in selection of site thus acts as a delaying factor, perhaps more in NWFP than in Balochistan, but is not absent in the second Province. Site selection can be less problematic if made on the basis of surveys of rural habitations, giving demographic and other relevant data. Such information exists in the NWFP, derived from the recent census of rural human habitations but needs compilation in Balochistan.

Stage III

Donation of land is not problematic in Balochistan: the tribal chief ensures that it is made available and soon. But in Pakhtun part of the NWFP factionalism of rural communities and absence of a single

focus of authority is well documented (Ahmed 1980; Barth 1972). Therefore, the transfer of land to the government, although called a voluntary communal gift often requires the intervention or pressure of local land revenue officials, a highly variable factor. Another method used by C & W/Education is to acquire land from an individual by promising the owner family a job as the school's guard, to be kept within the family for ever. Lands surrendered for schools are often derelict graveyards or too uneven for cultivation, requiring levelling before construction can begin.

Stage IV

Tenders for construction are invited from local building contractors out of a district list but the contractor may not be awarded the contract until the district executive engineer finds one considered 'cooperative'. The contractor starts the work with a very small capital and expects advance payments in instalments equal to amount of work done by him. Before making each advance payment the amount of work done is measured and its value calculated while no limit on the number of measurements is fixed. Fast progress is possible only when measurements are fictional and thus advance payments risky.

Stage V

The Finance Department sanctions the posts of teachers only after it receives a certificate from the District Education Officer (DEO) that the school has been completed and handed over to the Education Department. If the work continues until the end of the financial year the budget for teachers' salary lapses and also provision for the incomplete part of construction. Thus the process of setting up a Primary school may extend over three years instead of one if the lapsed grant is not rebudgeted. To solve this problem it was decided (NWFP) that Finance should accept a certificate saying that the school is 'expected' to be completed within the financial year and proceed with sanction of teachers' salary. The strategem does not work when a DEO is disinclined to predict completion of school before 30 June. Since rebudgeting is linked to field reports of non-completion, it often misses the next financial year's datelines.

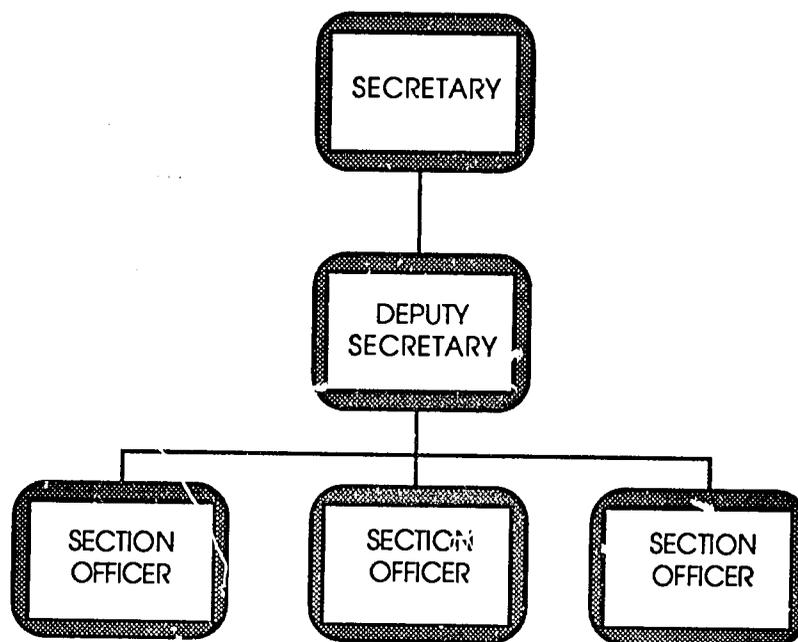
Procedural and structural problems outlined above suggest unfitness of C & W Department to undertake any large scale programme in school construction. Alternatives to C & W must therefore be sought but without forgetting the World Bank's experience with large corporations unused to working in areas like Balochistan. At least external problems encountered by government agencies will not disappear for large corporations.

Works Management

In Balochistan, construction school programmes of Local Bodies and C & W are supervised by the cell in the Directorate of Education mentioned earlier and in the NWFP Secretary Communication and Works

is the executor of the Provincial programme and also a supervisor of Local Bodies' assignments.
Organograms for both organizations, identifying senior personnel are enclosed.

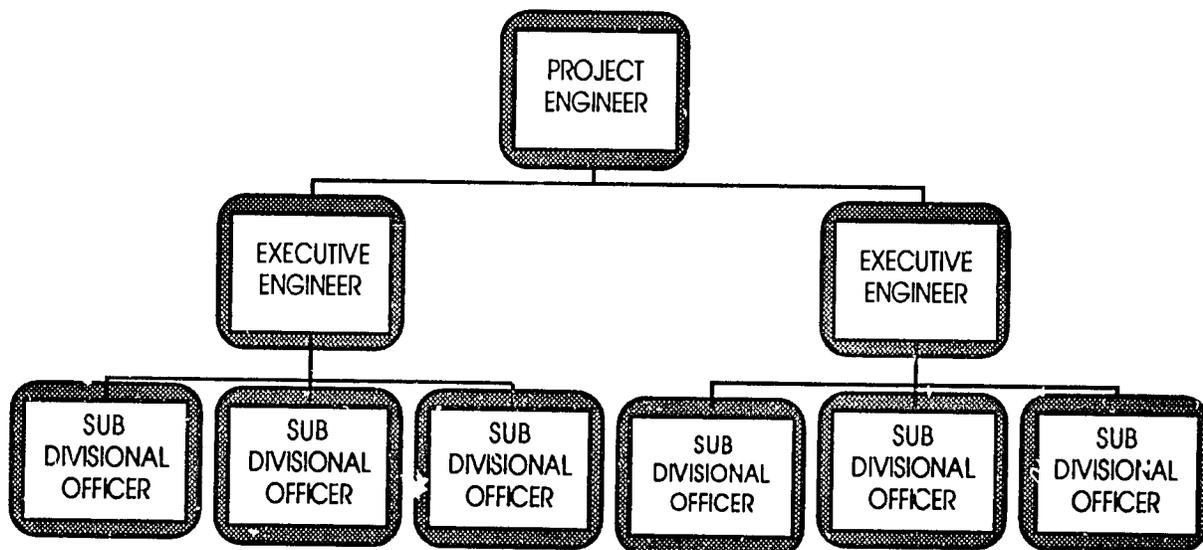
CHART 4.1: NWFP COMMUNICATION AND WORKS SECRETARIAT



Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Secretary (Engineer)	Faqir Ahmed	20	78660
Deputy Secretary (Engineer)	Hazrat Shah	18	79428
Section Officer (General)	Nasir Ali Shah	17	72071
Section Officer (Buildings)	Fida Mohammad	17	75282
Section Officer (Roads)	Daulat Khan	17	75214

CHART 4.2: BALOCHISTAN CONSTRUCTION SECTION (IN DIRECTORATE SCHOOLS)



Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Project Engineer	Col. Eng. Mushtaq Ali	20	70706 (ext.)
Executive Engineer (South)	Eng. Rizvi	18	ditto
Executive Engineer (North)	Eng. M. Arshad	18	41484
Subdivisional Officer (South)	Eng. Shahid	16	-
Subdivisional Officer (South)	Eng. Malid Rasheed	16	-
Subdivisional Officer (South)	Eng. M. Qasim	16	-
Subdivisional Officer (North)	Eng. Arshad Mahmood	16	-
Subdivisional Officer (North)	Eng. Javeed Nawaz	16	-
Subdivisional Officer (North)	Eng. Aziz Luni	16	-

The two organograms given above may need elucidation.

The organization described for the NWFP is limited to C & W Department's Provincial command: no field organization is specific to execution or upkeep of works in the education sector although, as stated the cost of 33 'subdivisions' is paid from the education developmental budget. These 33 units are temporary, for an initial period of five years ending in 1990.

A subdivision is the lowest supervisory structure in C & W Department and its chief, the Subdivisional Officer reports to an Executive Engineer controlling a Division. Several Divisions may form a Circle

under a Suprintending Engineer who is comanded by a Chief Engineer. Operational areas of these units may or may not conform to administrative boundaries: their number is determined flexibly by the size of undertaken/maintained works. Some units may be permanent and they are reflected in the non-development part of the budget but others, known as 'work-charged', are created and abolished by the Chief Engineer/Secretary in accordance with varying requirements. Their cost comes out of amounts allocated for works. Roads/bridges combine with buildings in some Circles but not in others. Subdivisions in the Province have reportedly varied between 90-120 in the last five years in the NWFP.

In the case of large building projects of NWFP performance at subdivisional levels is physically inspected by executive engineers appointed on a temporary basis and designated as 'Project Officers', Thus the World Bank's projects (PEP1 and PEP2) created two posts of 'Project Officers' in the Province, both located at Peshawar in the office of the Chief Engineer (Headquarters), Mohammad Afzal (tele. 72729). The posts are held by the following: (1) Sabz Ali (tele. 76975); (2) Dilawar Khan (tele. 76858). They are expected to ensure conformity with design and specifications and remove impediments to completion of works.

Internal monitoring of foreign-aided projects mentioned above is conducted by the Chief Engineer (Development) also located at Peshawar. His staffing pattern is as follows:

Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Chief Engineer	Ikramullah Khan	19	40492
Suprintending Engineer	Umar Khan	18	73806
Technical Officer	Hamidullah	17	76801
Administrative Officer	Habibullah	16	76920
Design Engineer	Rahman Gul	17	76904

The Chief Engineer (Development) gathers data on progress from field offices (not subordinate to him) and transmits to Secretary/Additional Chief Secretary (Development). His sources of information are Suprintending Engineers of 'circles' located at five cities: Peshawar (tele. 74989); Kohat (tele. 5781); Bannu (tele. 3323); Abbotabad (tele. 4612); Mingora (tele. 4293). The outlined monitoring system however is specific to current projects and not a stable component of the C & W organization.

The final monitoring authority in the NWFP is the Additional Chief Secretary (Development) who conducts periodical reviews to which he also invites Federal agencies (WAPDA, NESPAK etc.) contributing to completion of works. The thoroughness of this review and its wide scope can be judged

from minutes dated 16-8-88 in the volume of documents.

The Balochistan 'construction cell' described in the organogram is in contrast totally independent of the Provincial C & W organization, responsible only for school construction and thus forms a part of the Directorate of Education (Schools). The Education Department in Balochistan can therefore directly monitor the progress of works but in the NWFP, it is only the Additional Chief Secretary (Development) who can perform this role by calling for periodical progress reports from Secretary C & W. It was however learnt that the NWFP has no intentions of using the C & W organizations for its major school construction programmes.

The annual construction programme in Balochistan is based on a long term plan, extending from five to ten years, prepared by Deputy Director Education. Yet it is not finalized until a 'resource indication' is conveyed to the Chief Engineer from Finance/Planning/Education Departments. He was critical of delays: Balochistan's working season is very short.

Poonegar Committee (1985) strongly approved the concept of a self-contained 'Engineering Cell' within the Education Department responsible for construction, upkeep, supervision and monitoring. Yet it also expressed concern over dishonest collusion: '... In the past the concerned overseers and assistant engineers were never held accountable for bad construction, nor was a case filed against a (defaulting) contractor'. The report also emphasised inadequacy of transport required for good supervision.

Design and Cost

Line plans for Primary schools used in both provinces will be found in appendices 1 & 2.

Data on construction costs were not available for Balochistan. In the NWFP average cost of boys primary school was 0.218 million rupees and for girls 0.306, almost 50 per cent higher. Locality factors influenced cost, raising the average for boys from 0.218 for the Province to 0.318 for Chitral District and 0.302 for Kohistan.

Residential Buildings

Construction of residential accommodation for teachers for Primary schools has never been a part of the of the programme: men teachers are expected to live single either in the school or with the local 'big man'. In both provinces a few residences for women teachers were constructed but were not used: they preferred to live with their families and continue to claim house rent allowance (30 per cent of basic salary) rather than pay 5 per cent for the provided government accommodation.

No plans exist in the two provinces to utilize the same building for both boys and girls, using it at different times of the day or at the same time. It was also mentioned that girls in Primary schools are often older than ten years and their integrated schooling is not culturally accepted.

Observations

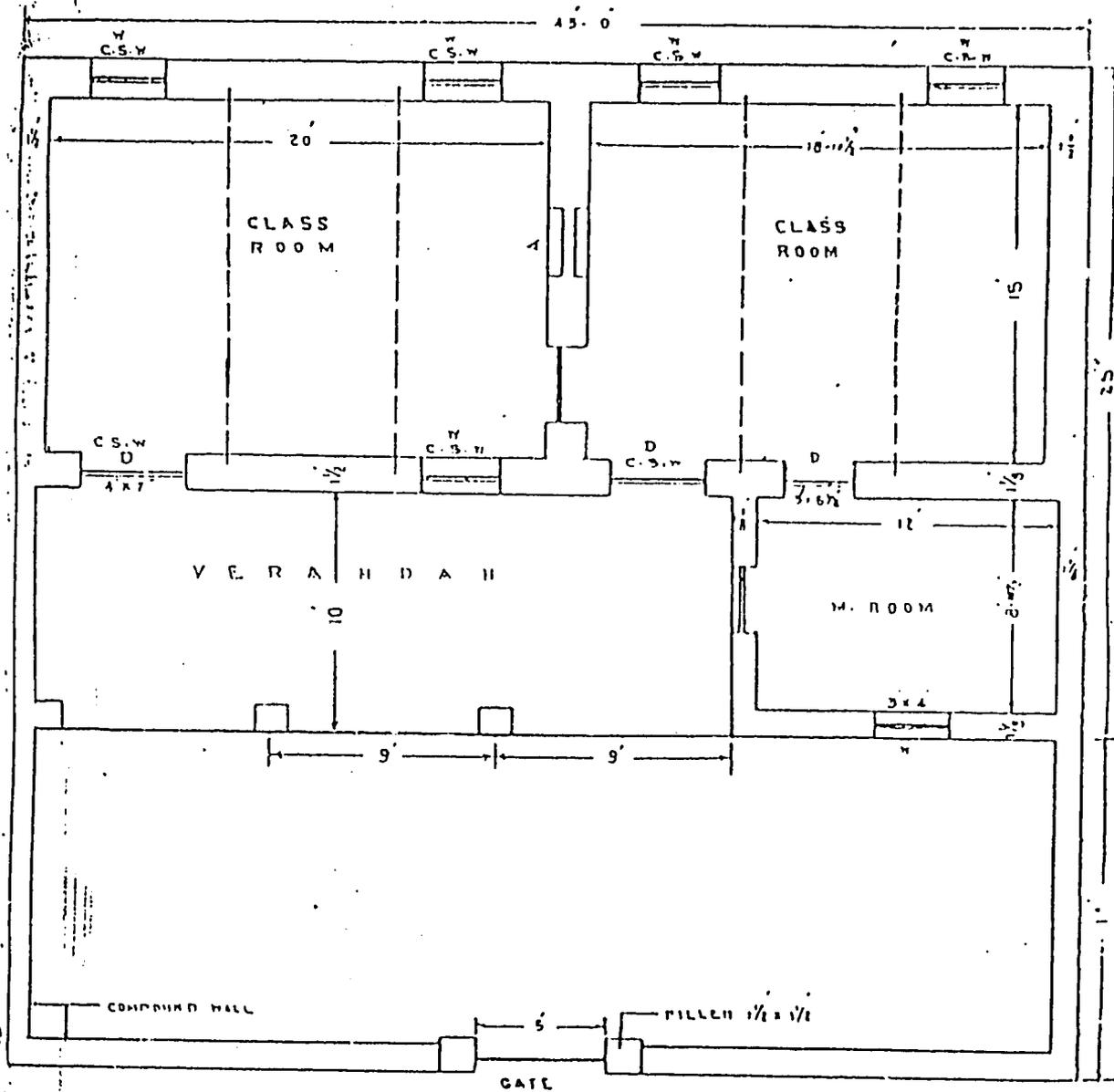
The following options need consideration for removing impediments in construction programmes.

- A. Greater flexibility in choice of agencies assigned management of the works programme including active and responsible village communities hosting new schools.
- B. Review and simplification of financial procedures preceding commencement of construction; sanction of teaching staff and its placement in a rented building if construction is delayed; making budget grants for school building non-lapsable at the end of fiscal year.
- C. Selection of school sites on the basis of a long-term plan prepared from socio-demographic data and least political intervention.
- D. Closer support of District administrations in making land for buildings available to construction agencies.
- E. Dual use of building wherever possible for boys and girls schools.

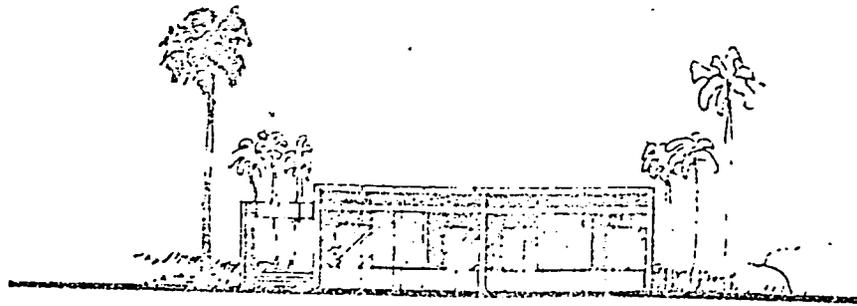
PLAN OF A PRIMARY SCHOOL

SCALE: 1" = 1'

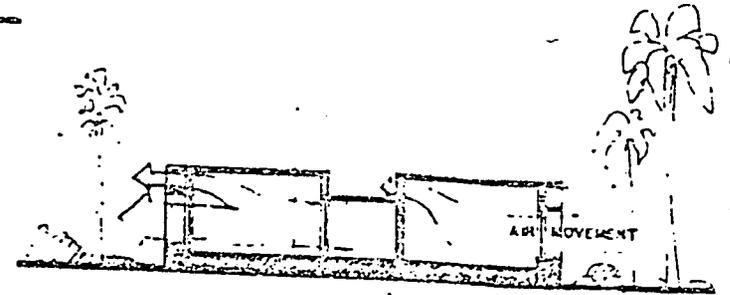
N.W.F.P



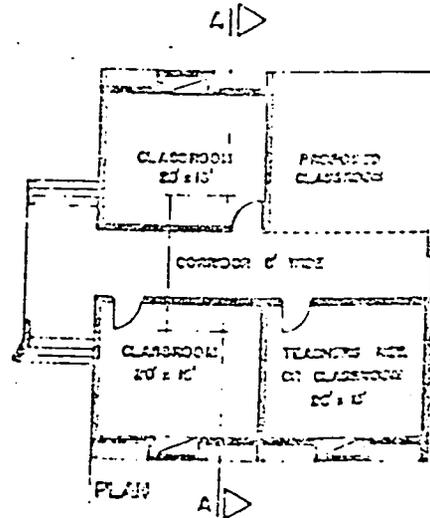
BALUCHISTAN



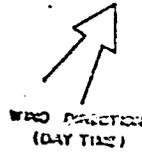
ELEVATION



SECTION A-A



PRIMARY SCHOOL (STAGE-I)
COASTAL AREA
SCALE - 1/8" = 1'-0"



AREA
TOTAL COVERED AREA = 6783.94 S.M.

TEXTBOOKS

In the governmental education system, the textbook is still considered as the basic and often the only teaching material, even at lowest ladders of education. A great deal of concern thus exists about the quality and cost of textbooks, their availability in the beginning of the school year and their freedom from offensive information and socially or politically unacceptable value judgements. Textbooks also serve the purpose of broadcasting such facts or attitudes which happen to receive national priority at any time, resulting in frequent changes. Changes have occurred in recent year, even at the Primary level, to accomodate fairly rapid changes in administrative boundaries and place names, to create a stronger focus on Islamic history and morality, to emphasise population and environmental issues.

Other factors of textbook change include improvement excercises initiated by the education department and adoption of new teaching methodologies. Thus Balochistan 'improved' its textbooks on Urdu grammar and style (Qawaid-o-Insha) mathematics, civics and science; NWFP produced an 'integrated' textbook together with a teacher's guide for the first three classes by combining literacy development with Islamic, scientific and civic facts, thus replacing four textbooks by one.

Procedure

Procedural stages of textbook production, common to both provinces are the following, (also illustrated in the flow chart)

- (1) Development of content guidelines by the Federal Curriculum Wing and Provincial Curriculum Bureau for subjects other than Islamiat and Social Studies for which prototype textbooks are supplied by the Curriculum Wing for reprinting; changes allowed only in Social Studies textbooks to fit in interprovincial variations.
- (2) Contracts with authors chosen out of a panel usually university professors known for good writing style, or those proposed by the Directorate of Schools (Balochistan).
- (3) Review and editing of manuscripts by 'Subject Specialists' employed by the Textbook Boards.
- (4) Submission of type-scripts to Textbook Monitoring Sector of Federal Ministry; amendments/approval.
- (5) Contracts with printers/publishers of textbooks; NWFP gives all textbooks upto class 8 for printing only, supplying paper, and for classes IX to XII publishers use their own paper or

CHAPTER FIVE: TEXT BOOKS

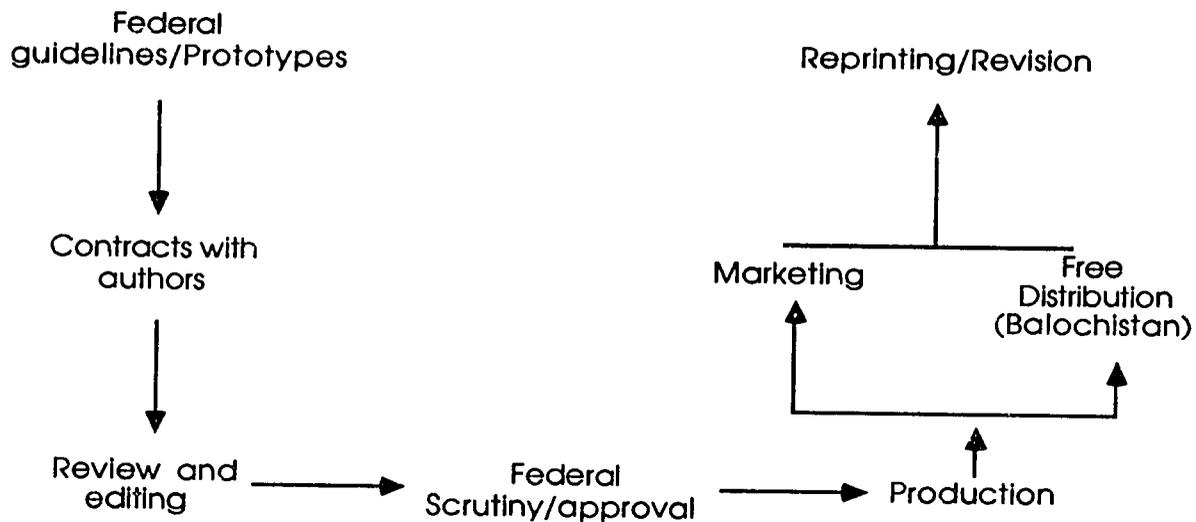
ABSTRACT

Textbooks are used not only as teaching aids but also to foster religious and nationalistic loyalties and to sensitize children to modern needs and pressures, thus compelling governmental and highly centralized control over their production. Stages of the production process are outlined, breakdown and delay points are identified, reasons and effects of frequent changes are discussed in the context of both Provinces. Areas of investigation extend to erratic demand estimation and its effects; past production levels; distribution systems, their defects and reported abuse of free distribution; current price levels; their determinants and price fixation procedures; financial size of production; its support sources and expected expansion due to plans of multilingual production. Staff pattern of the two Boards and their linkages with other education structures are described and personnel identified. A case is argued for limiting functions of the Board to a regulatory rather than a commercial role, promotion of competitive private sector participation and wider choice of textbooks to teachers. Suggested action: limitations on frequency of textbook change; uniformity of distribution system for preventing leakages from free supply conduits to market; closer association of teachers and curriculum designers with production; micro-testing of planned textbooks; improvements in content involving simplicity and uniformity of vocabulary, self-learning potential, inter-grade linkage, regional complexion, more graphic, attractive and accurate printing.

purchase it at cheaper than market rates from the Board, paying a royalty of 12.5 per cent to the Board. Balochistan decides flexibly on the proportion of books to be published outside or given only for printing; 60 per cent books must be printed within the Province in NWFP and 40 per cent in Balochistan.

- (6) Marketing of books at prices fixed by the Board, allowing a profit of 17.5 per cent (NWFP) or 15.0 per cent (Balochistan) to distributors; 100 per cent commercial sale in NWFP against 70-80 per cent cost free distribution in Balochistan to schools outside district headquarters in all Divisions except Kalat and Makran where district headquarters schools (urban) also receive a free supply; free distribution through District/Subdivisional/Assistant Subdivisional Education Officers.
- (7) Reprinting to meet reported shortages and to make revisions instructed by Provincial Curriculum Bureau or Federal Curriculum Wing.

FLOWGRAM: TEXTBOOK PRODUCTION



Delay Points

The following factors were identified as causes of interruption and delay in the production/marketing process which ordinarily takes one year to complete.

- (1) Paper supply from an aid-giving agency (recently Norway) is inadequate or delayed requiring urgent local purchase of imported or national product. Quoted prices of imported paper vary widely and require negotiation; purchase of a local product involves hard bargaining with the only national manufacturing unit, Charsadda Paper Mill.

- (2) Authors being a small selected group with other writing commitments delay manuscripts.
- (3) The Federal monitoring agency delays approval or raises repeated objections requiring long correspondence (example: English textbooks for NWFP).
- (4) The rule that 40/60 per cent books should be printed in Quetta/Peshawar is unrealistic. Both cities lack sufficient printing facilities and therefore local printers subcontract supply orders to printers in Lahore. Not being a party to such subcontracts, the Board cannot take any action against defaulting subcontractors. (Creating printing facilities within the Boards, as attempted by Sindh, is considered impractical and expensive).
- (5) Boards deal only with a limited number sale agents in major cities. Appointment of subdistributers in smaller towns may be delayed or not made although the Board (NWFP) uses an officer to spot check local availability in smaller towns.
- (6) Revisions are frequent, on account of political changes, new educational policies and updating of information, particularly at the Primary level to reflect changes in administrative boundaries of districts and divisions. When these revisions are proposed near the end of a school year, revised books are introduced a year later.
- (7) Under terms of the contract publishers are forbidden to market unsold copies produced during one school year in the next. But sometimes discarded textbooks find their way to schools and are gradually replaced by reprinted editions. The major reason for reprinting, however, is underestimation of demand and until reprinting is completed children stay without textbooks.
- (8) Penalty provided in contracts with publishers is too small to ensure publication on due dates : 50 rupees a day per book for delayed availability. For books published by the Board itself involving only commercial printing, the usual cause of inavailability is wrong estimation of demand.

Demand Estimation

Care is taken to estimate demand by ascertaining enrolment and the previous year's sale/free distribution (Balochistan) while adding a margin of 3 to 5 per cent for possible under-estimation. Yet shortages do occur even in the NWFP where the production system is better organized.

The extent of NWFP shortages can be seen from data in Table 1, relating to the number of titles and copies of books reprinted in the last three years, additional to the year's print order.

TABLE 5.1: NWFP REPRINTED TITLES AND COPIES OF TEXTBOOKS

<u>YEAR</u>	<u>REPRINTED TITLES</u>	<u>COPIES (Million)</u>
1986-87	43	0.672
1987-88	42	0.878
1988-89	27	0.518

Some reprinted editions in NWFP ran into very high numbers: Urdu primer, 3,50,000 (1986-87); Social Studies 60,000 (1987-88); Urdu Class II, 80,000 (1988-89) Urdu Class II (1987-88) 50,000. Apparently demand estimation is highly fallible, resulting in frequent shortages. Production in excess of use could also be high, considering the extent of error in estimates. The NWFP Board claimed that it reprints a book in short supply within a week. This could perhaps be possible for books originally printed in Peshawar but not those in Lahore.

Productivity Levels

TABLE 5.2: TEXTBOOK PRODUCTION

N.W.F.P

<u>YEAR</u>	<u>TITLES</u>	<u>COPIES ('000)</u>	<u>COST ('000)</u>
1986-87	147	5480	-
1987-88	93	6611	-
1988-89	90	7288	-

BALUCHISTAN

1984	74	1170	2,469
1985	81	1652	7,108
1986	87	2240	11,168
1987	86	2414	12,018
1988	84	2611	14,360

Textbook Medium

The larger number of titles in NWFP is explained by bilingual printing of books at the Primary level: 68 per cent population speaks Pashto as the household language and 32 per cent six other languages. The number of printed titles will also increase in Balochistan after the proposed adoption of 'household' languages in Primary schools.

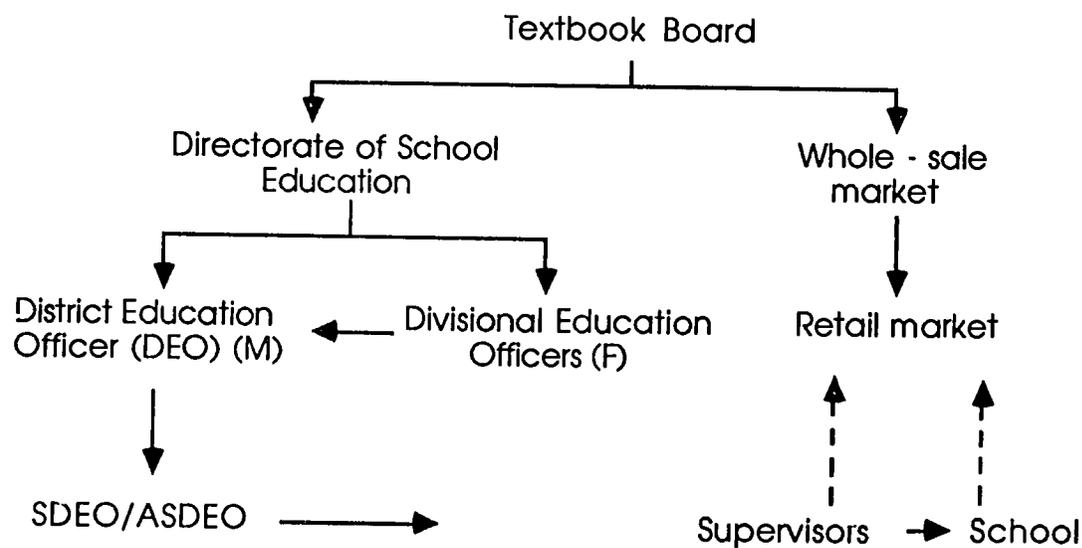
Free Distribution in Balochistan

NWFP Board was averse to the idea of free distribution because of possible misuse and preferred subsidized prices. Balochistan Board appeared satisfied although the market sale of textbooks marked for free distribution was acknowledged. Value of the Primary level textbooks distributed free of cost, 70-80 per cent of total output, was paid for at listed prices, including Board royalty, by the Directorate of Education to the Board. Table 3 below gives particulars of free distribution in the last five years showing the amount recovered by the Board from the Directorate and the proportion of production not marketed.

**TABLE 5.3: FREE SUPPLY OF PRIMARY TEXTBOOKS IN BALOCHISTAN (1985-89)
BY NUMBER, PERCENTAGE AND VALUE RECOVERED FROM DIRECTORATE**

<u>YEAR</u>	<u>NUMBER</u>	<u>FREE LIST</u>	<u>RECOVERED VALUE</u>	
			<u>%</u>	<u>Amount</u>
1989	19,77,000	15,28,000	77	80,25,850
1988	20,89,000	1,57,600	75	73,64,150
1987	19,86,000	15,80,396	80	60,21,413
1986	18,01,200	13,63,666	76	60,96,397
1985	13,84,000	8,90,691	64	36,01,845

The twofold distributional process of textbooks - marketing and school supply is illustrated in the next flowgram, which shows through a dotted line how the two get mixed through leakages in the official supply line.



Price Fixation (NWFP/Balochistan)

Both Provinces make for each textbook a very detailed cost estimate which takes into account all items of the production process: paper; calligraphy/composition; block/film making; plate making; printing of text; insertions; illustrations; drawings and their printing; title covers; proof reading; fly leaf; binding etc. To this amount are added (1) 15 per cent as the profit of the printer/publisher; (2) 12.5 per cent as the Board's royalty; (3) 15 per cent as trade discount. The price thus worked out is approved by the Board and printed on the book. The notional production cost of a book is therefore assumed to be 57.5 per cent of its price and its profit 42.5 per cent, shared by printers/publishers, sale agents/retailers and the Boards. Actual proportion however can vary widely from this norm, depending on how accurate is the estimation of cost. Major variants in cost are the amount of paper received in foreign (Norwegian) aid and prices paid for imported paper.

In Balochistan gifted paper sufficed for half of the total production but in NWFP 250 tons met nearly one-fifth of the total requirement of 1200 tons. Prices of imported paper are also highly variable: last year NWFP paid 5 per cent more for the same quality of paper bought by the Punjab Board. Nevertheless, the two Boards are self-sufficient organizations, not receiving any direct support from the government and surviving on their own income. In the 1988 Balance Sheet, the NWFP Board displayed an amount of 6.53 million as its year's profit. The free distribution programme of Balochistan was subsidized to the extent that the Board recovered market price from the schools Directorate for its 'free supply' products. The Directorate's contribution to the Board has risen to eight million rupees representing 57 per cent of production cost which also included subsidy on Secondary (sold) school textbooks. No element of governmental support was visible in the NWFP, not even the value of foreign gifted paper affected the price of books for Primary classes. The removal of separate textbooks for 'science' 'social studies' and 'Islamiat' from the list in NWFP and their replacement by a single book has reduced monetary burden of parents but the textbook factor in education cost is still fairly high for low income groups as shown in the following table relating to that Province.

TABLE 5.4: NWFP PRIMARY LEVEL BOOK PRICES (Rupees)

SUBJECTS	CLASSES				
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>
Language	8.8	12.45	7.00	8.29	8.00
Maths	5.55	7.75	6.60	7.80	6.25
English Reader	3.30	3.75	5.30	5.30	5.30
English Workbook	-	5.35	5.35	5.35	5.35
Islamiat	-	-	2.55	1.85	2.85
Sciences	-	-	4.00	7.10	6.10
Social Studies	-	-	6.55	9.00	7.25
TOTAL	<u>17.65</u>	<u>31.30</u>	<u>37.35</u>	<u>44.69</u>	<u>41.10</u>

In the absence of any competition from the private sector, it cannot be decided whether the pricing is high, low or moderate.

Expenditure Levels

The two Boards have expanded their business considerably in the last five years which is reflected in their expenditure statement, although expansion in NWFP has been faster.

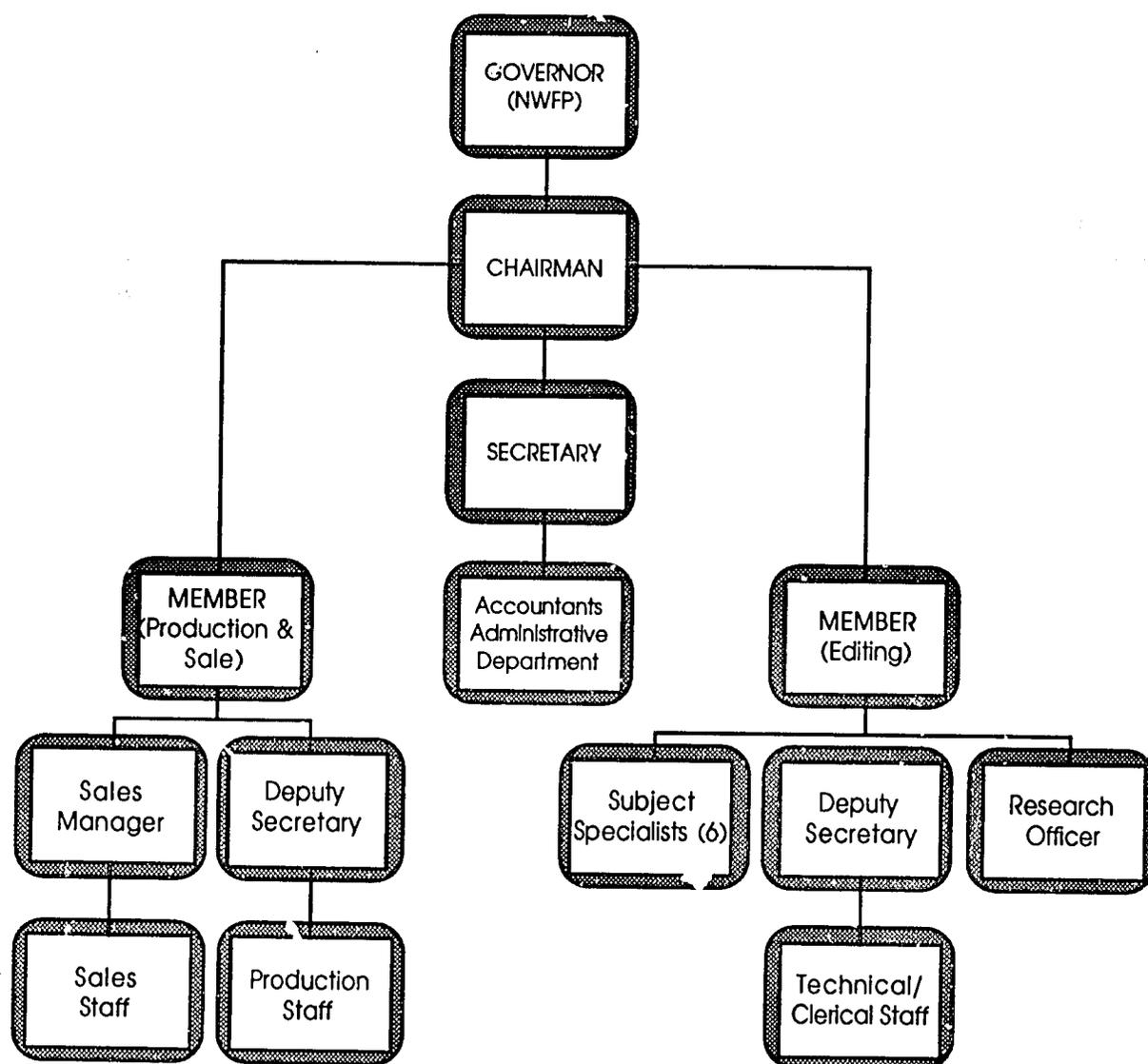
TABLE 5.5: EXPENDITURE BY PROVINCES (1984-89) (Million)

	<u>NWFP</u>	<u>BALUCHISTAN</u>
1984-85	13.40	11.13
1985-86	20.27	10.09
1986-87	30.19	15.18
1987-88	35.90	17.94
1988-89	38.85	17.14

Staff Structure

The NWFP Textbook Board employs a total staff of 74 persons: Chairman (1) Members (2) Board Secretary (1); Subject Specialists (6); administrative, sales and research staff in grade 17(5); Senior accounts and clerical staff in grade 16(8); proof-readers, assistants, storekeepers in grades 11-15(11); clerks senior/junior in grades 5-7(13); other help, grades 1-4(24). The relevant organogram is given on the next page.

CHART 5.1: NWFP TEXTBOOK BOARD

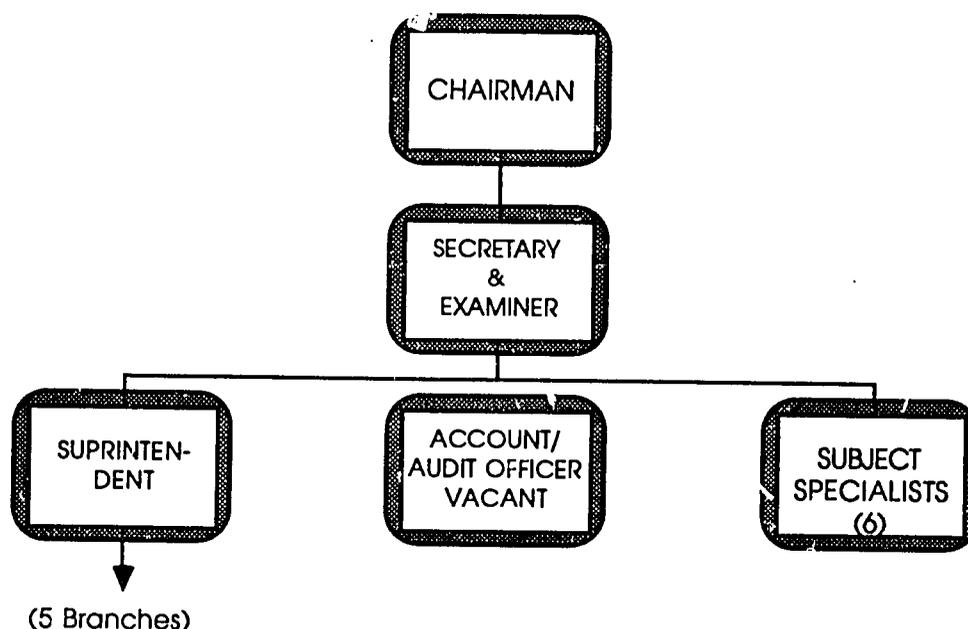


Senior Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Chairman	Anwarullah Khan	20	50911
Member	Ashraf Ali Shah	19	50912-15
Member	Mohammad Amin	19	50912-15
Secretary	Yaqub Jan	18	50912-15
Senior Subject Specialist	M. Mangalori	18	50912-15

Balochistan Textbook Board is relatively smaller in size: Chairman (1); 2 ex- officio members (Director Education Schools, Director Curriculum Bureau/Extension Centre); Secretary (1) Subject Specialists in grade 17(6); clerical and accounts staff (14); messengers and drivers (14). The Organogram is given.

CHART 5.2: BALOCHISTAN TEXTBOOK BOARD



Senior Personnel

<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Chairman	Sirdar Khan Gishkori	20	42945
Secretary	Mohammad Akbar	18	44852
Members (2)	(Ex-officio)	19	-

Observations

- A. The small Balochistan Board with an unclear statutory status is a recent creation of early seventies when Balochistan acquired separate provincial status. Earlier it depended on the Punjab for supply of textbooks. The NWFP Board is a successor of NWFP Textbook Committee which was created as result of constitutional reforms of 1919, transferring education to Provincial Legislative Councils. The Board is therefore not under the administrative control of the Education Secretary, Education Minister or even the Chief Minister of the Province although it functions as a commercial organization, unlike the Textbook Committee. The controlling authority of the Board is the Provincial Governor, exercising statutory powers vested in him. The Governor appoints members and reviews performance.
- A. The original function of the NWFP Textbook Committee was purely evaluative and recommendatory. It scrutinized textbooks printed in the private sector to determine whether they met required qualitative standards; and to ensure that they did not carry any material

offensive to national or subnational sentiments. Consequently, the Committee of 15 members contained two elements: six elected members of local bodies and Provincial legislatures and nine representatives of girls' and boys' schools, parents and school inspectors (Article 248 NWFP Education Code). The first function is no longer performed: textbook scrutiny is conducted only at the Federal level and by education experts, not public representatives. The second function cannot be performed honestly at the Provincial level: producers of textbooks are themselves judges of their merits. If the government did not monopolise textbook production and the Board, like the Textbook Committee, only notified the approved list of books, competition among publishers could have resulted in qualitative improvements.

- C. The second major change affecting both Provinces is loss of the teachers' right to select textbooks considered by them to be most appropriate for the students they taught. Even the colonial government had limited its right to 'prescribe' textbooks. Article 254 of NWFP Education Code 1935, still a valid law, reads: 'The Local Government have the right of prescribing Textbooks on a particular subject in exceptional circumstances for use in all schools...' But the circulated price list of textbooks made available by the NWFP Board carries a threatening notice: 'All concerned are hereby informed that teaching any book in place of or in addition to the listed books in any government or government-recognized school is a violation of the orders of the Government of Pakistan' .Proscribing all sources of school learning outside textbooks may not be condoned even by most narrow-minded educationists.
- D. Working teachers are not formally associated at any stage of the textbook production process although informal consultation is reported. Micro-testing of textbooks in school situation is planned by both Boards but has not yet been conducted despite ample availability of expertise. Another issue deserving consideration is whether it is prudent to deploy educational expertise on commercial side of the production process.
- E. The issue of leakage of 'free-distribution' textbooks relating to Balochistan needs investigation. Possibly a general lowering of prices instead of supporting two different systems of distribution may remove abuse.
- F. When the NWFP introduced Pashto as a school language it had to establish a separate fairly large translation organization. The recent decision of the Balochistan government (see chapter two) will entail an even larger organization because of greater diversity of 'household' languages planned for substitution as instructional medium which is now the national language.
- G. One of the commercial consequences of frequent textbook changes is the (illegal) sale of officially discarded books. Frequency of change also offsets attempts to keep the textbook price low through subsidy.

- H. Textbook Boards undertake 'publication' upto the Primary and lower Secondary levels paying only printing charges but for higher Secondary levels production is undertaken on a contract basis in the private sector. Rationale for this division is unclear. The Ministry of Education has mooted a proposal for 'complete privatization of the preparation of books and their production' with only a regulatory role for Textbook Boards and Curriculum Bureau (MoE, 1989). International practice has varied: government control over the production of only Primary level books (India, Korea); over books used in first three years of education (Turkey); total production in private sector (Malaysia since 1983).
- I. The curriculum to distribution cycle is reported as two years by Ministry of Education (MoE 1989 p. 87) but is sometimes longer. Possibly lesser Federal control can shorten the interval.
- J. Linkage between Curriculum Bureau and almost autonomous Textbook Boards is weak at relatively lower and more important professional levels, although Balochistan extends the membership of the Textbook Board to its Director Curriculum Bureau. Mechanisms for closer interaction seem necessary.
- K. It was widely felt in both Provinces that textbook quality needs considerable improving along several dimensions: simplicity and uniformity of vocabulary; usefulness for the self-learner; inter-grade linkage of content; greater regional complexion; extended use of visual presentation; more accurate and attractive printing.

CHAPTER SIX: MANAGEMENT INFORMATION SYSTEM

ABSTRACT

Uses of EMIS are identified. Its current low credibility is discussed, suggesting that a contributing factor is the common confusion between estimate variations and discrepant field statistics. Field data variations between MUST and Education Department's EMIS are explored and explained. Some limitations observed in tabular designs of EMIS structures in the two Provinces are illustratively examined and their impact on data use is stated with a proposal to conduct a revision of designs without impairing longitudinal continuity. Low use of EMIS is spotlighted and its placement in highest level planning/development organizations is recommended. Questionnaire content is described and reviewed, data gathering procedures and staffing patterns are outlined together with an identification of personnel.

MANAGEMENT INFORMATION SYSTEM

A dependable management information system in education (EMIS) has a threefold value: assessment of progress; assistance in planning; identification of areas requiring management intervention or a higher level of inputs. Both Provinces have evolved data gathering and analysis systems but confidence in the reliability of their product is yet to grow, despite the recognition that NWFP and Balochistan are in some respects ahead of other Provinces.

Some lack of confidence in EMIS agencies is attributable to discrepancies in publicised statistics. Balochistan's Primary level enrolment for 1987 provides an example: Project Director PED & E placed it at 328,112; PED Project Document (USAID) at 318,000; Central Bureau of Statistics (CBE) 311,961; ADB Consultants gave the lowest figure stated at 301,000. The Planning Section of the Directorate for school education gave a count of 321,431, closest to USAID figure. This EMIS source was not cited by any of the four agencies, perhaps because its year-book was not available to them at the time they prepared their documents. Like the CBE which acknowledged in a small-print footnote that its figure was an estimate, authors of other documents either made similar estimates using slightly varying projection assumptions or tapped sources other than the EMIS agency. In any case their mutual variance or deviation from official EMIS data created no problem of data interpretation. But in the absence of a clear indication about the data source or its status as an estimate, a misleading impression of erratic data gathering by EMIS sources is created.

Credibility damage is most difficult to resist when two EMIS operations conducted within the same network of schools produce grossly discrepant statistics. This situation can arise in NWFP where the Management Unit for Study and Training (MUST) and Chief Planning Officer of the Education Department act as independent and rival EMIS operators. Limited to Primary school data and to the year 1988, we made a brief probe into the extent of mismatch.

Data variations were almost negligible and could be attributed to a difference in survey coverage. MUST gathered its information from 9,464 Primary (non-mosque) schools and the Department from 9,648. The difference was explained: The Department's inventory of private schools was larger because it was regularly updated on account of applications received for official recognition or financial assistance. Coverage of mosque/elementary schools by the two was almost the same: 3,620 (MUST), 3,632 (Department) and likewise of Middle/High schools, 1,639 (MUST), 1,630 (Department). The picture painted by the two systems turned out to be very similar: 1,347,345 Primary level (not 'Primary school') enrolments reported by the Department and 1,330,579 by MUST, only 1.2 per cent less than the department's figure. Teacher employment at the same school level was 37,726 (Department) and 35,596

(MUST) yielding indistinguishable teacher-student ratios of 37.7 and 37.4 for which MUST also provides a frequency distribution by schools.

Major Planning and management decisions are hardly affected by such minute variations but cosmetics would improve if the minor variations in coverage were also eliminated.

Data Flow

Apart from its credibility, the worth of an EMIS agency is also measurable in terms of its capacity to sustain a data yield which is free from ambiguities, from tabular complexity, and serves a diversity of interests. EMIS operations in NWFP cannot be rated too low on these assessments but a few illustrative shortfalls need comment:

- Varying statistical treatment is given to the group of Primary level children, schooled but not formally enrolled, who form the preparatory grade zero or 'kachi'. Balochistan and MUST tables provide information on the size of this group but not the NWFP Education Department although it includes them in grade 1 without mentioning the inclusion. A user of the Department's statistical package may thus inflate grade 1 enrolment in the NWFP while comparing it with a Province which, like the Planning Commission, excludes the zero or 'kachi' group from its definition of grade 1.
- In stating grade-wise enrolment of children at the Primary level, mosque and non-mosque schools are lumped together by MUST; the Department (NWFP) adds Mohalla school enrolment to this lump whereas the Directorate of school education in Balochistan preserves a clear distinction between mosque and non-mosque enrolment, giving grade-wise breakdown for both. Thus to find the total enrolment outside mosque/elementary schools the user of a MUST (or Department) package is required to subtract the total mosque enrolment (given separately) from the total enrolment of class 0 to 5 but to make a grade-wise comparison between mosque-based and other schools, a computer run must be requested, which is not necessary in Balochistan.
- Equally difficult in the NWFP is determination of Primary level students who are neither in mosque/elementary schools and nor in ordinary Primary schools but attend Primary grades in Middle and High schools. The proportion of such children is 15-16 per cent in NWFP and in Balochistan as high as 42 per cent. Balochistan provides their grade-wise enrolment but NWFP does not assign to them even a separate tabular pigeon-hole. Their total number can be arithmetically found out by subtracting the sum of Primary school and mosque-elementary school enrolment from the total enrolment of grades 0-5 but the data user must again revert to the computer to obtain a grade-wise distribution.

- Greater analytical depth is imparted to the Department's data on account of its sub-district tabulation, not made available by the other two systems. The Department's data system is also the only one to supply a rural/urban distribution of enrolment.
- The teacher's subject speciality is indicated by the NWFP Department and the Balochistan Directorate but not by MUST, although it gives training status while the other two do not.

Since the list given above is purely illustrative it will not be lengthened. The purpose is only to stress the importance of reviewing tabular designs but without losing comparability with earlier year-books.

Data Use

EMIS is not new to the two Provinces. Both have some trained staff and some modern equipment although not sufficient for further development. MUST has even received glowing tributes from at least two groups representing foreign assistance agencies: ODA (1988 p. 45) projected it as a model for other Provinces and consultants of the Asian Development Bank described its output as broad-ranging and 'reliable' (Cambridge Educational Consultants, 1988). Further improvements may be expected in view of the interest already displayed by donors, including the UNDP. Yet a key-question stays unanswered: Is senior management likely to draw on EMIS resources for its decision-making or at least respond to its routine fundings? At MUST we gathered a distinct impression of the system's non-use and its isolation from the mainstream of educational activity, also reflected in the location of its office. The Director stated that he keeps waiting for fact-finding missions. Although crude in presentation, Balochistan's output is an ample data mine but we found no evidence of its influence on policy, resource distribution or managerial navigation. For further evidence of response inertia at high levels earlier pages of this report can suffice. The MUST finding relating to schools lacking even clean water did not create any impact on works budget or programme and no policy reversal was achieved in Balochistan by EMIS exposure of narrow-based and slow growth of female Primary education. Possibly EMIS could play a more effective role in the two Provinces if it was placed within the secretariat of Additional Chief Secretaries, the development king-pins.

Data Collection: Balochistan

On 5th May each year, conceding occasional delay, the proforma for collection of data is to be despatched from the statistical Division of the Department of Education. The information to be filled in represents the position on October 15th of that year. It takes approximately a year to consolidate and print the final document. (August 1989 is the scheduled time for the printing of the 1988 Year Book) The following data are collected every year:

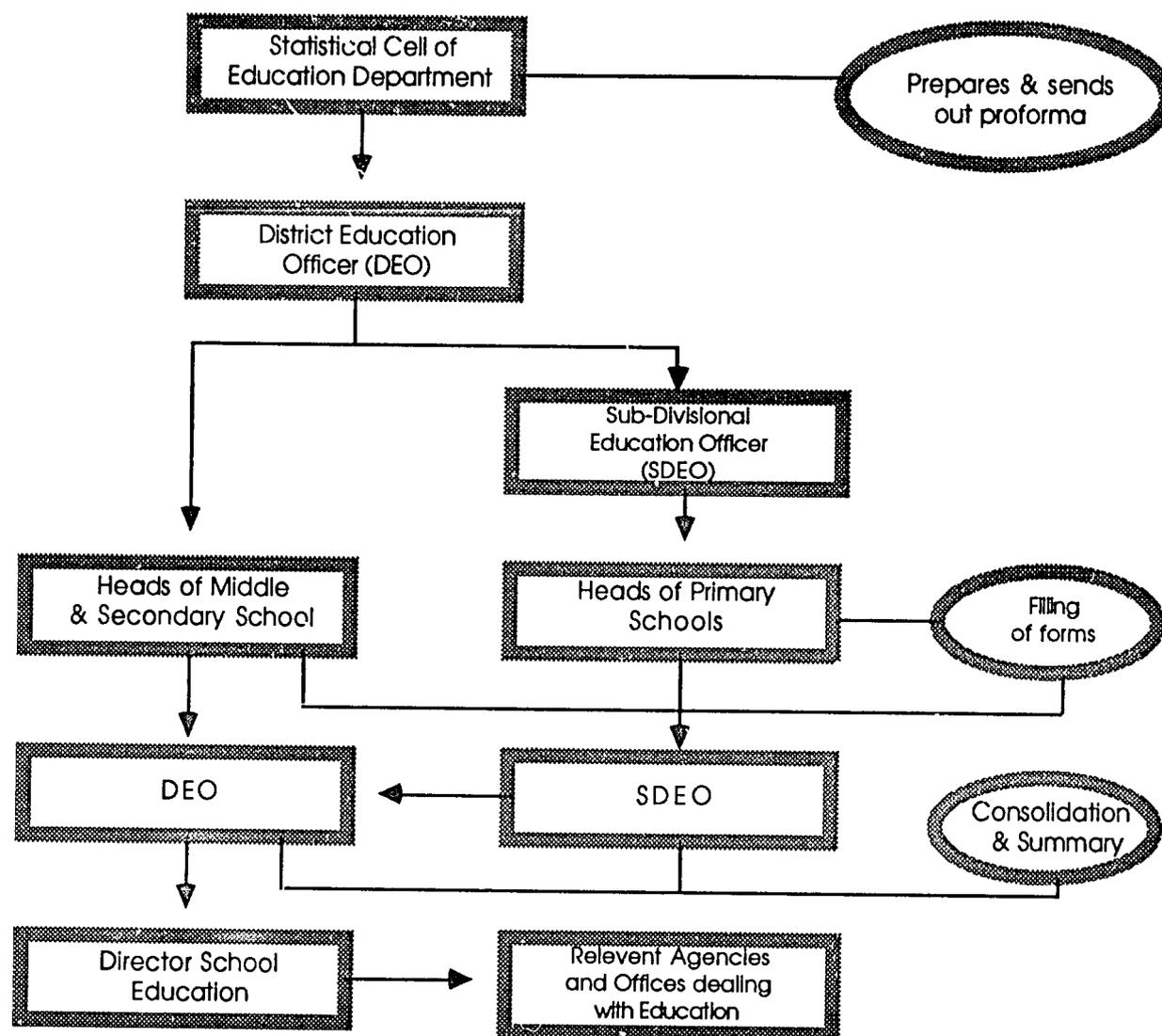
1. Number of schools at the Primary, Middle and Secondary (high) level (total for Province and in each district).
2. Number of teachers in Balochistan with their distribution according to designation, District and sex, level and type of school
3. Class-wise enrolment of pupils at different grades, school levels and in each District, with a separate display for mosque schools.
4. Distribution of pupils according to sex in each class (for the Province).

In addition, the following information is irregularly collected and printed.

1. Number and designations of teachers in each school in the Province.
2. Status of the building (construction materials, rooms, ownership) and other facilities e.g. space and materials for games in Primary schools.
3. Teacher education colleges, staff, training positions created and filled.
4. Afghan refugees educational programmes.
5. Textbook production and distribution.
6. Data relating to colleges and technical/commercial schools.
7. Directorate of schools staff.

Procedural steps in data collection are illustrated in the next flowgram.

CHART 6.1: COLLECTION OF STATISTICAL DATA, BALOCHISTAN



No separate organization exists for data compilation and processing but there is a statistical cell at the Directorate of Education headed by Deputy Director Implementation (Grade 18), assisted by an Assistant Director, a statistical officer and support staff (see chapter 1). Unlike NWFP, no training courses are organized for data compilers at the schools level. On the whole, EMIS in Balochistan is slow and traditional but despite difficult conditions a wide range of useful management data are provided, perhaps not accurate enough for refined analyses but capable of providing broad policy directions. To improve accuracy it is sometimes necessary to go back to the grass-roots level for verification of information. Major problems are shortage of qualified and trained staff, insufficiency of equipment, lack of co-ordination among various offices/organizations, lack of appreciation of the relevance of educational statistics to educational development.

Data Collection: NWFP

As indicated above, the NWFP has two different systems for collecting information from schools. The Department of Education (Chief Planning Officer) obtains its statistics from the Directorate which sends prescribed forms to all educational institutions through field officers: District and Subdivisional Officers in respect of Primary and Middle schools. Data collected were consolidated at Subdivisional, District and Divisional levels but last year the procedure of obtaining filled forms directly from subdivisional offices has been adopted to save time. Responsibility of collecting and forwarding filled forms from Primary schools lies on each Assistant Subdivisional Officers.

The Management Unit for Study and Training (MUST) was created in 1979 for school mapping of only one district under a foreign aided programme but without any substantial addition of staff, its operation has extended to the whole Province. The data it collects covers all aspects of school functioning but questionnaires are cluttered with many details, neither processed and nor printed. The most recent questionnaire extended over the following areas: classification and control of institution; staff details; inspections during the year, age of institution; examinations held and results; facilities on sports and games; prayer arrangements; ownership of buildings; electric and water supply; playgrounds, their distance from school, area and ownership; details of hostel accommodation; number of library books by language; classrooms, laboratories and workshop sheds; income from fees and school funds; number and value of awarded scholarships; condition of each room in the school; staff details including training status and vacancies; non-teaching staff; classwise enrolment; medium of instruction and religion of students; class repeaters; number of 18 listed items of furniture and equipment; details of teaching materials; adequacy of sports fund; list of rooms with use of each. It is doubtful if such a long and elaborate questionnaire could be filled by teachers with sufficient care and attention.

The MUST staff extends to 41 persons: Project Director, grade 19(1); Deputy Director, grade 18(1); Senior Research Officers, grade 18(2) Senior Systems Analyst (1) Research Officers grade 17(4) Senior Computer Programmers grade 17(2) Computer Programmer grade 16(1); Data Entry Operators, grade 8(5); clerical, accounts and service staff grades 1-12(24). At present positions of two Senior Computer Programmers, two Research Officers and one Senior Research Officer are lying vacant in the professional section of the staff.

Senior Personnel

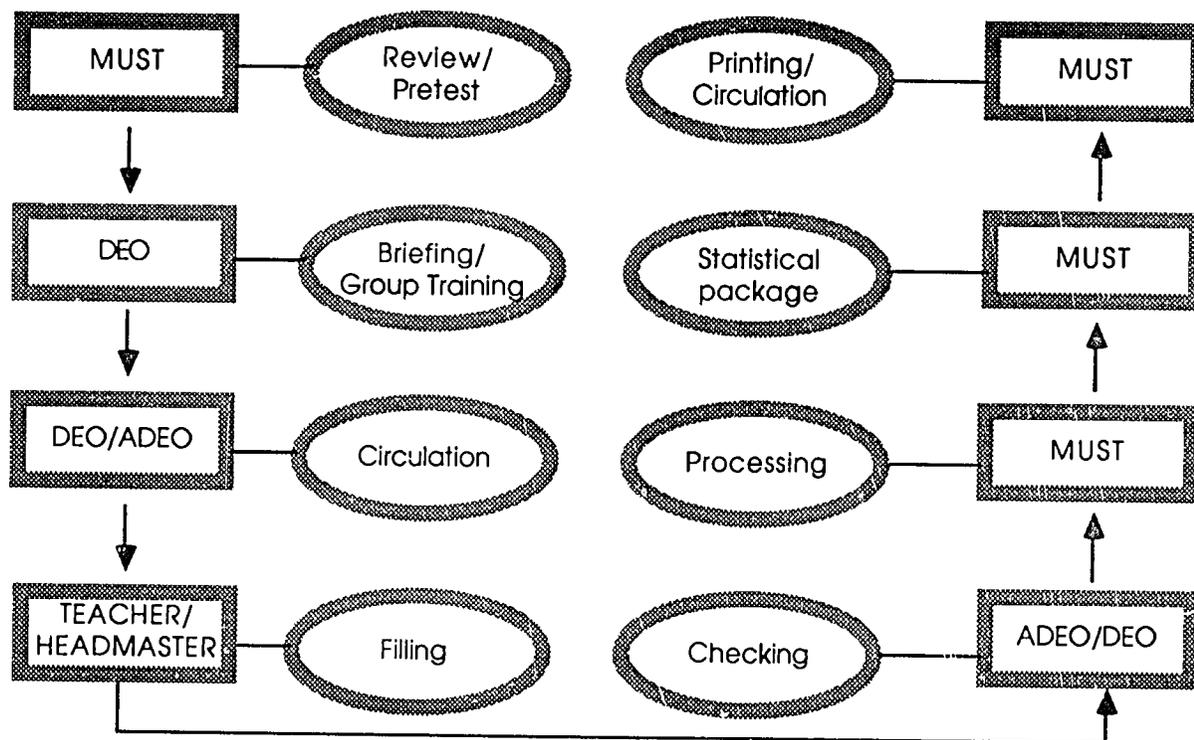
<u>Designation</u>	<u>Name</u>	<u>Grade</u>	<u>Telephone</u>
Project Director	Athar Husan Zuberi	19	78184
Deputy Director	Sardar Mohammad	18	78184
Senior Research Officers	Nasir Ahmed	18	78184
Senior System Analyst	M. R. Khattak	18	78184

The MUST also arranges training courses in data collection. Professional staff was reported as inadequate and computer facilities insufficient for the task.

Data collection procedure adopted by the MUST was always less time-consuming and yet more systematic than the Education Department's transmission chain which, as mentioned, has recently been shortened. Its major steps, (also graphically represented) include the following: (1) questionnaire review in the light of previous year's experience and of management demands, if any; (2) questionnaire pre-test on a small sample of teachers (3) group training in questionnaire filling by MUST staff in District and Divisional centres (to the extent possible) (4) questionnaire circulation; (5) meetings with DEO's to explain the questionnaire briefing them about its purpose and the need for prompt and correct completion (6) collection of questionnaires from Primary schools by ADEOs and from Headmasters by DEOs, their checking and authentication; (7) direct despatch of questionnaire to MUST (8) data processing steps, coding, data-feeding etc. (9) Preparation and circulation of statistical packages/year-books. The process is illustrated on the next page.

CHART 6.2: EMIS OPERATION (MUST, NWFP):

Questionnaire Movement



OBSERVATIONS

- A. Tabular presentation of data requires modification to give greater clarity, versatility and uniformity but to an extent that linkages with time-series output are not disrupted.
- B. Use-level of EMIS requires enhancement, possibly through closer administrative links with highest level planning/development structures with wider powers than the education secretariat.
- C. Equipment and trained manpower needs in both Provinces merit assessment and supply.
- D. Simplification of MUST questionnaires appears necessary.

FURTHER RESEARCH: PRIORITY AREAS

The preceding overview revealed several unmet informational needs. The most urgent are listed below, without going into details of existing and missing knowledge.

Management

- A. Programmes for setting up new Primary schools are currently developed on a year to year basis. The Five Year Plan spells out Provincial targets in the addition of schools but the year's programme is decided after budget approval which starts the process of site choice, always exposed to political influences and sometimes also to pressures of construction business. Provinces need 'master plans' which may be phased tentatively in view of annual resource variations but they should list not just numbers of planned schools but also their locations, fixed in a priority order based on relevant demographic and educational data.

The Seventh Plan aimed to create at least one point of Primary level schooling in every rural habitation with a population of 500 or more. The Province should know (1) how many new schools it must establish to achieve the national target of school density; (2) where exactly the schools should be located; (3) which localities should receive the next priority if school density is increased beyond the Plan target. For this task, the present stock of information in NWFP is insufficient and limited to sparse facts: (1) rural habitations exceeding a population of 499 persons were 4,088 according to current village lists of the census organization and the last census report (2) the number of government rural Primary schools were 8,730, 6,105 for boys and 2,625 for girls; rural mosque-based schools officially open to both sexes numbered 3,210 - a total of 11,950 schooling points excluding a very small number of private and mohalla schools (MUST 1989). Similar information is available for Balochistan but rural-urban breakdown of schools has not been printed. The impression given by these figures, at least in respect of boys schools in the NWFP is that all rural habitations with a population in excess of 500 person do have a facility for teaching Primary grades. But correctness of the impression would rest on two assumptions (i) most existing schools are found in places with a population of 500 or more and instances of multiple schools within the same village are rare; (ii) number of villages with a population of 500 or more is not far in excess of the enumeration made by the census organization. These assumptions will require verification. Information will also be needed on the location of villages less than 500 population (3,354 in NWFP and 3,626) to find out if they are located within walking distance for children. School density may have to increase beyond the Plan target if habitations smaller than 500 persons cannot be served by schools hosted by larger villages. Moreover, male/female distribution by locality will require examination to achieve gender balance. The

recent Survey of Rural Human Habitations in the NWFP can provide the data-base for the research but Balochistan analysis will require full scale school mapping.

- B. Future development of mosque-elementary schools will require more information than is available in evaluative exercises conducted by the Ministry or by financial supporters (MoE, n.d, TRC 1989). Action Plan in education made for Sixth Five Year (MoE 1983) records NWFP's dissociation with the concept, although later the Province agreed to accept offered finances. Momentum of the Seventh Plan, prepared by the same government which created an exceptionally strong focus on mosque schools in the Sixth Plan, is likely to continue expansion of mosque-related education unless it is decided to use Primary education resources on upgrading mosque/elementary schools to class 1-5. Even in the absence of financial and staff support informal upgradation is already reported in other Provinces (TRC, 1989). The questions requiring consideration is whether upgradation rather than replication of mosque schools will make a greater contribution to achievement of enrolment goals and to literacy accomplishment. It is hard to ignore that enrolment of girls in an average NWFP Primary school for girls is as high as 87 but a mosque-based school displays an average student population of only 41 and almost entirely boys. The contrast in Balochistan is even more impressive: an average mosque school holds 32 boys but a Primary girls school raises its enrolment to an average of 112. A trade-off between the two institutions looks temptingly attractive. A comparative study which looks at enrolment variance in greater detail, achievement in literacy, unit-cost and other relevant variables may not be out of place.

Teachers Education

- C. Seriousness of the dropout problem particularly in Balochistan has been highlighted in the report. A few quantitative studies have been undertaken to determine the extent of dropout in different parts of Pakistan but no meaningful investigation has been conducted into compelling factors, home-related or school-centered, and the relative weightage of these factors. A study on these lines would be most useful if conducted in the Balochistan context and may help to build an element in teacher education related to the dropout problem.
- D. We have in the chapter on teacher education made a passing reference to varied perspectives on the importance of the training factor in the productivity of Primary level teachers. World Bank's Primary Education Programme introduced the untrained and even non-matriculate Assistant Teacher and reported that he/she proved satisfactory but the report lacked adequate data support and did not originate from an independent source. In our interviews in the NWFP we found a much higher valuation of teacher training as a factor in teachers' competence although the Province continues to employ a large component of the untrained in its Primary level teaching staff. Greater clarity to recruitment policies may be imparted by a study which compares

children taught by trained and untrained teachers, in terms of conventional and also specially devised tests of school progress.

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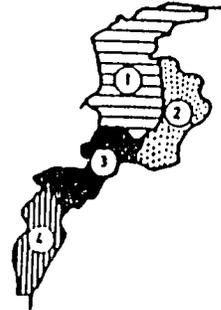
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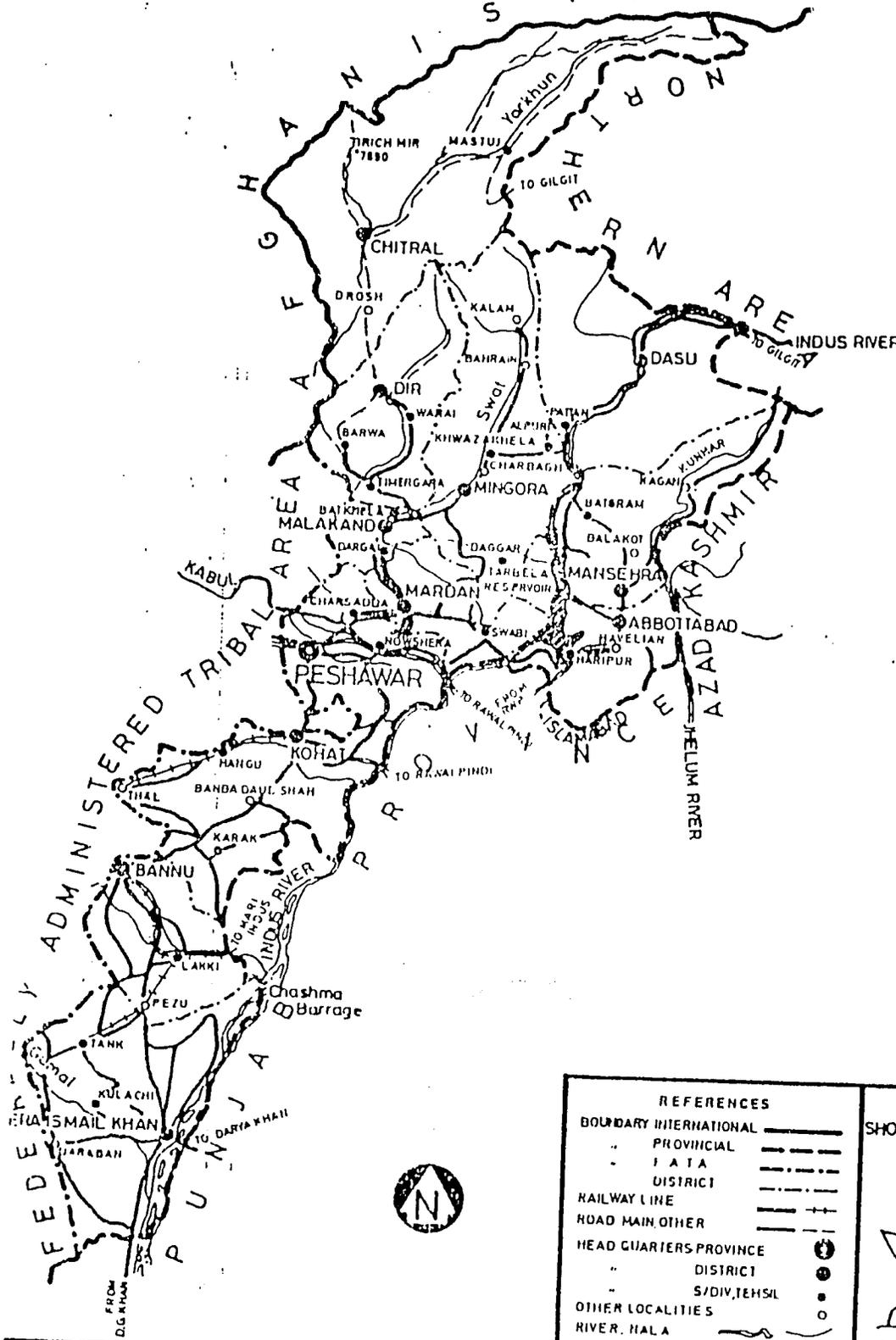
NORTH WEST FRONTIER PROVINCE

Km 50 0 50 100 150 Km
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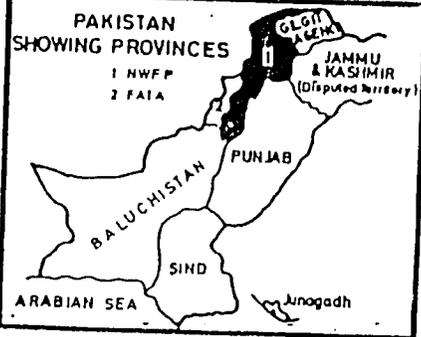
SHOWING ADMINISTRATIVE DIVISIONS



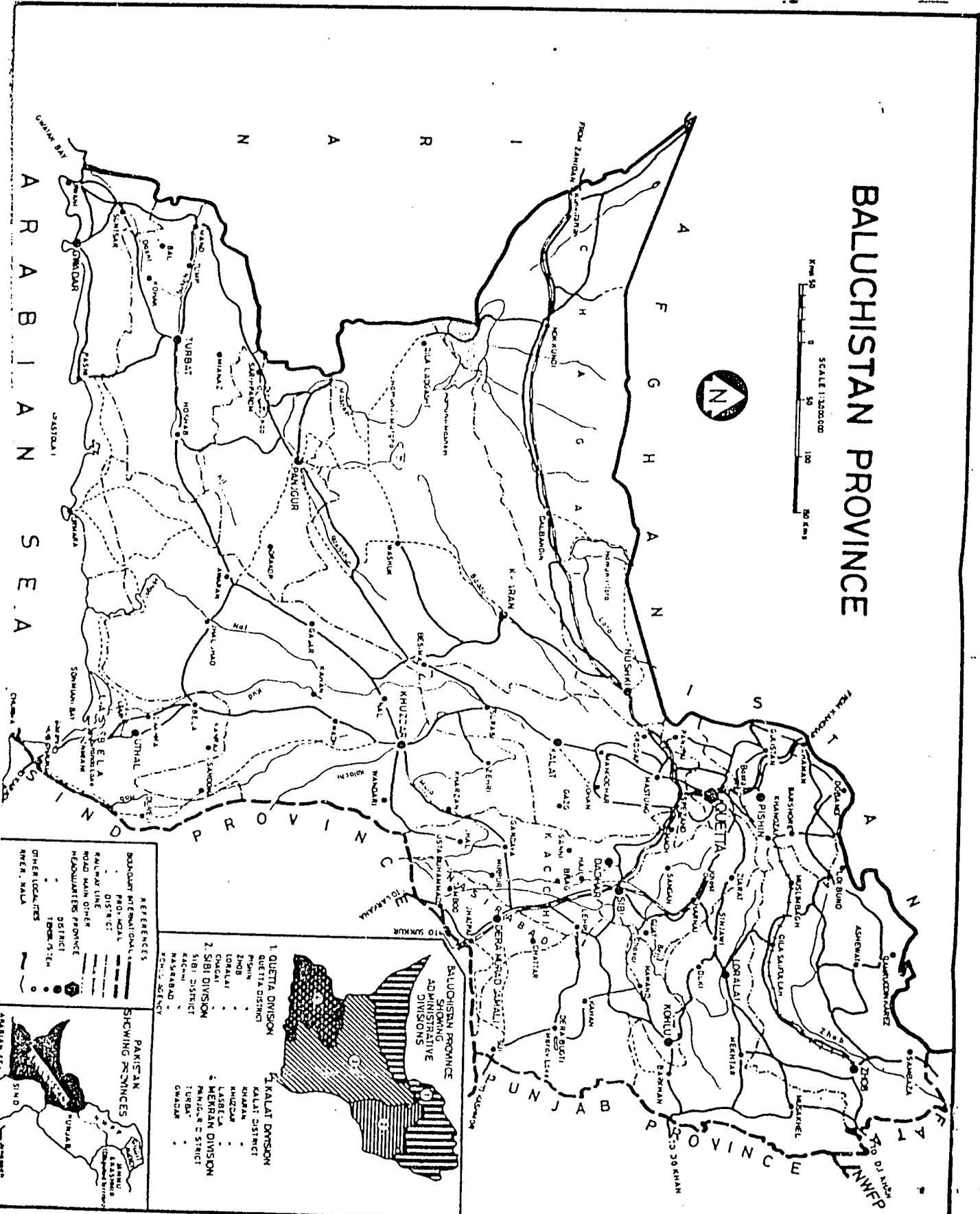
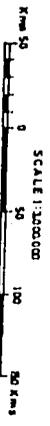
1. MALAKAND DIVISION
CHITRAL DISTRICT
DIR
SWAT
MALAKAND PROTECTED AREA
2. HAZARA DIVISION
KOHISTAN DISTRICT
MANSEHRA
ABBOTTABAD
3. PESHAWAR DIVISION
MARDAN DISTRICT
PESHAWAR
KOHAT
4. DERA ISMAIL KHAN DIVISION
BANNU DISTRICT
DERA ISMAIL KHAN DISTRICT



REFERENCES	
BOUNDARY INTERNATIONAL	—————
" PROVINCIAL	-----
" FATA	- - - - -
DISTRICT
RAILWAY LINE	—+—+—+—
ROAD MAIN OTHER	—+—+—+—
HEAD QUARTERS PROVINCE	●
" DISTRICT	○
" S/DIV, TEHSIL	○
OTHER LOCALITIES	○
RIVER, HALA	~~~~~



BALUCHISTAN PROVINCE



ADMINISTRATIVE DIVISIONS

1 QUETTA DIVISION
 QUETTA DISTRICT
 PISHIN
 ZHOB
 KHAYAN
 LOBALAI

2 KALAT DIVISION
 KALAT DISTRICT
 KHUZDAR
 CHAGAI

3 SIBI DIVISION
 SIBI DISTRICT
 KACHI
 NASIRABAD

4 MERVAN DIVISION
 PANJGUR DISTRICT
 TURBAT
 GWARDAR

REFERENCES

BOUNDARY INTERNATIONAL
 PAKISTAN
 PAKISTAN PROVINCES
 PAKISTAN DISTRICTS
 RAILWAY LINE
 ROAD MAIN OTHER
 HEADQUARTERS PROVINCE
 DISTRICT
 TOWN 5 TH
 OTHER LOCALITIES
 RIVER WALK

PAKISTAN

INDIA
 AFGHANISTAN
 IRAN
 BALUCHISTAN PROVINCE
 NORTH WEST FRONTIER PROVINCE
 SINDH
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 WEST BENGAL
 BIHAR
 MADHYA PRADESH
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 ANDHRA PRADESH
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