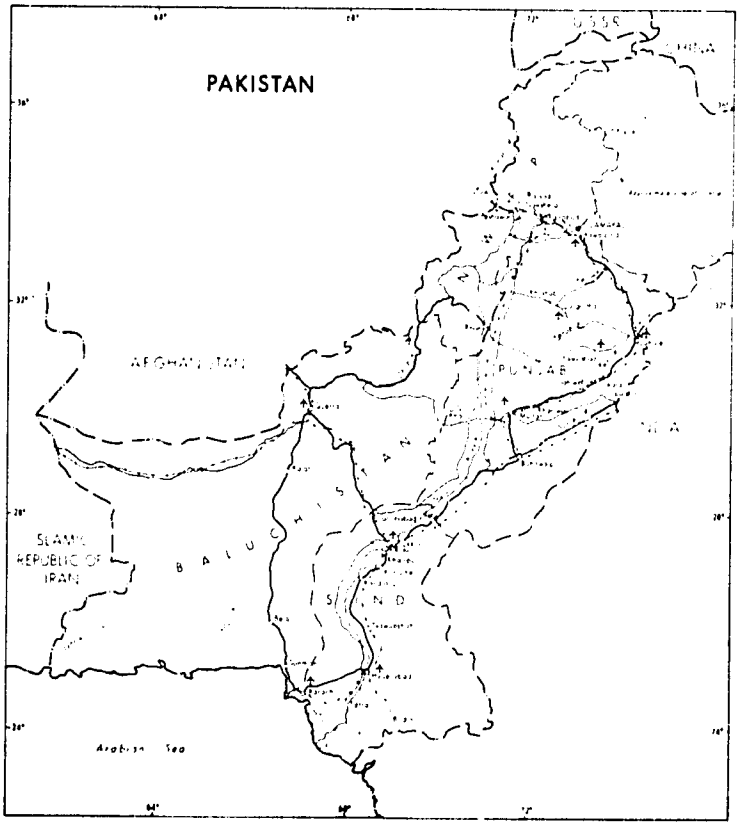
PRIMARY EDUCATION IN PAKISTAN



PART I

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

PART I.

AN ANALYSIS AND ASSESSMENT OF PAKISTAN'S PRESENT PRIMARY EDUCATION SYSTEM WITH RECOMMENDATIONS FOR ITS FURTHER DEVELOPMENT

[Submitted in Four Parts]*

Prepared for:

USAID/Pakistan and the Government of Pakistan

by:

DEVELOPMENT ASSOCIATES, Inc.
2924 Columbia Pike
Arlington, VA 22204
(703) 979-0100

Mr. Robert Culbertson, Team Leader
Dr. Clayton Seeley, Deputy Team Leader and Policy & Planning Consultant
Dr. Charles Benson, Educational Finance Consultant
Dr. Earl Jones, Survey & Research Consultant
Dr. Joseph Alessandro, Primary School Curricula Consultant
Dr. Eliodoro Robles, Educational Systems Administration Consultant
Dr. Stephen McLaughlin, Non-Formal Education Consultant

July 1986

ACKNOWLEDGMENTS

The members of the Primary Education Assessment Team wish to express their thanks and acknowledge their indebtedness to the many who helped them understand Pakistan's problems and needs in primary education and thus made possible the report that follows. They hope that the report's usefulness may in some measure recompense them for the effort, time, patience, knowledge and wisdom they so freely extended to the Team. While the Team could not, in so short a time, have learned from their tutors more than a fraction of what these wise persons already know, they hope that as an external, independent and objective sounding board, their observations on what they have learned may be found to have some value as Pakistan proceeds now to speed up its investment in primary education.

The Team is particularly indebted to the Secretary, Ministry of Education, Mr. Saeed Qureshi, whose wise guidance and suggestions of the most fruitful avenues of inquiry have helped chart the course of the study from its beginnings; to Dr. Munir Ahmed, Educational Adviser, Planning Wing, Ministry of Education, who accompanied the Team to Lahore and Karachi, paving their way to the efficient collection of much information. He has been instrumental in opening doors in the federal establishment as well.

The Team wishes to extend its special thanks to Dr. G.A.K. Niazi, until recently, Deputy Educational Adviser, Planning Wing, and now Education Attache of the Pakistan Embassy in Washington, D.C. Dr. Niazi accompanied the Team on its initial round of visits to the provinces and, in general, helped the project through its earliest days. He was the real Team leader until his departure for the United States. The Team also wishes to indicate its appreciation for the warm response when it needed help of Dr. Khalid Hussein Bokhari, Educational Adviser, Ministry of Education.

Appreciation for immeasurably useful information and insights must be extended to all those provincial officers in all four provinces who gave so unstintingly of their time and knowledge. The Team wishes to recognize the assistance of the provincial Secretaries of Education, Planning and Development, Finance and Local Government and their staffs for their cooperation in data gathering, particularly to the Education Departments' Chief Planning Officers, the Provincial Directors of Schools, and the Education Advisers in the Provincial Planning and Development Departments. In Karachi, the Team was most fortunate to have had such warm and useful personal attention and assistance from the Sind Minister of Education, Mr. Akhtar Ali G. Kazi.

The Team perhaps learned most of all from the Division, District and Tehsil officers they met, both the education officers and the Deputy and Assistant Commissioners, plus the school principals and the teachers themselves. Divisional District Education Officers and Assistant Sub-Divisional Education Officers in all four provinces were especially helpful in providing a frame of reference for the Team's visits to schools and then facilitating these visits to schools where the realities that lie behind the theory and beyond the superstructure of primary education in Pakistan are to be found.

The Team owes a very special debt of gratitude to Dr. Jon Gant and to his staff, particularly Liaqat Ali Butt, Amna Wanchoo, and Masood Aijaz, of the Human Resources and Training Office of USAID, Pakistan. Dr. Gant clearly had worked long and hard, sometimes in the face of indifference, to bring this project about. His guidance to the Team was invaluable in helping it to avoid many pitfalls, to understand better the milieu; and he was the Team's link to the Government of Pakistan. He and his staff provided superb logistic support including making many sacrifices of their time, space and equipment in order to accommodate a Team of impatient academics, too accustomed to being indulged in their natural habitat.

Finally, the Team wishes to express their gratitude to, and warm sense of camaraderie with, their own great administrative staff, Mara Morgan and Lynda Hamid. They made it a Team of nine and were the crucial factor in the Team's being able to meet a rigorous time table and complete the report on time.

On June 17, 1986, a meeting was held between the Ministry of Education and the USAID Mission, including the Assessment Team. At this meeting, chaired by the Secretary of Education, the broad outline of the Report was approved with the Ministry requesting, however, an opportunity to make more detailed comments after the Team left Islamabad but before the completion of the final version of the Report. This agreed, the Ministry's comments were received on July 18 and the Team wishes to express its appreciation for them; both their generous tenor, and for the constructive suggestions made which constitute a substantial net contribution to the Report. The Ministry's comments are reflected in this final version in the appropriate Chapters dealing with the subjects involved. They will be found to be reflected particularly in Chapter VI of Part II and in what is now Chapter VII of Part II, A Suggested Illustrative Action Plan, to which most of the Ministry's comments are addressed. For these valuable contributions the Assessment Team is most appreciative.

TABLE OF CONTENTS

PART I.

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

PART II.

THE ANALYSIS

CHAPTER I. Introduction

Page

PART I

SUMMARY OF THE ASSESSMENT

A. OVERVIEW

Despite Pakistan's having increased primary school attendance since independence from 17% to over 40%[1] of the school-age population and despite good economic performance over the past 15 years, its educational base remains so weak as to constitute a serious threat to continued economic growth. Today's enrollment, though nine times greater than that of 1947, is not an adequate level, neither in terms of Pakistan's own needs for enough students prepared to enter upon vocational and higher professional studies, nor comparatively. Starting from similar bases some 35 years ago, Pakistan's Asian neighbors have achieved enrollment levels averaging from 70% to 90%. Pakistan's predicament is aggravated by its high drop-out rate, estimated to be 50% between Grades I and V, with most of that coming between Grades I and II. The result of the two factors together is that only one child of school-age out of five achieves literacy and completes primary school. This has, in turn, resulted in a low national literacy rate, estimated to be 24-26%. Whether the rate of providing new primary classrooms and enrolling new students is keeping up with population growth is not clear. The best evidence available is that it may be barely doing so. Thus, headway is probably not being made through the educational system in reducing the country's illiteracy rate. The literacy rate is the lowest in Asia and within the bottom quartile among all countries in the world.

In a recent report, the World Bank has summarized the consequences of such low enrollment and literacy rates as follows:

> "The unusually low educational attainments of Pakistan's rapidly growing population, particularly of the female population, will become a serious impediment to the country's long-term development.....The weak human resources base on which Pakistan's economic development is being built endangers its long-term growth prospects and negatively affects the distributional benefits to be derived from such growth."

Given the fact that Pakistan's population is over 70% rural, the problem is much more a rural than an urban one. In light of the country's traditional neglect of its rural population and the long-standing low priority of rural peoples in its development plans, it is not surprising that it is the rural areas that account for the greater share of low enrollments and low literacy. The literacy rate for rural women is 6%; that for men and women together, only 15%. Twenty percent of rural

---

[1]Enrollment rate estimates vary from 48% to 40%. The latter figure is from the Federal Bureau of Statistics' Social Indicators of Pakistan, 1985, published in 1986. The enrollment rate may have since risen. In any case, the 40% rate may be regarded as conservative. Some higher estimates -- up to 48% -- appear to be due to inclusion in first grade statistics of pre-primary age children, ages 3 and 4, who flood many primary schools but do not study. The Federal Bureau of Statistics excludes these pre-school age children.

girls attend primary school; the figure for rural boys and girls together is 40%. Urban enrollment, in contrast, is some 70% and the urban literacy rate is 44%. This Assessment concludes that the country's urban primary education problems, while many, are by no means of the same dimension of seriousness as those of rural primary education. Thus, little attention beyond that generalization is paid to urban primary schools in this report, with one exception. This is to note the increasingly important role being played by private primary schools in the urban setting, and the importance of supporting that role for its value in meeting critical schooling needs and also because the high quality of education offered by many private schools serves as a model for the whole system. The Report further urges that strong efforts also be made to enlist the private sector in the drive to improve rural education.

There appear to be two main reasons why rural school attendance is so low. Only one is that there are not enough schools to reach all rural youth of school age. The other reason is the poor quality of the schools that exist and the poor teaching and learning conditions that exist therein. Many do not attend schools they could attend because they or their parents do not believe it would be useful. Many who drop out do so because they have found this to be true.

None of this is news to Pakistan's development planning and educational authorities. They have for some fifteen years attempted to gain for primary education a priority position within education and a higher priority role for education in the national development program. Under this policy universities and technical schools have prospered, but primary education expenditures in relation to school-age population have remained static. The Fifth and Sixth Plan documents accorded primary education top priority within the education sector and a new high priority for the sector as a whole. Yet the Fifth Plan period saw actual primary education expenditures fall to a new low. Today, with three-fifths of the Sixth Plan period all but completed, expenditures for primary education are running behind the planned figures -- so far behind in fact that the World Bank has suggested that for the Seventh Plan, (1988-93) instead of establishing new goals, the goals of the Sixth Plan should simply be repeated.

Pakistan's recently formed new civilian government has again re-stated the importance of primary and literacy education and has accorded them unprecedented new high priority. This priority is expected to be reflected in the Annual Budgets and Development Plans for 1986-87, now being prepared, and in the Seventh Five-Year Plan.

However, whether or not these new resolves to deal with the country's worsening rural primary school and literacy crises will bear fruit, or will suffer the fate of those before them, remains to be seen.

It is to be hoped that this time the promises made for strengthening the nation's educational base will prosper. If not, the continued neglect will but hasten a national development crisis far deeper than the crises in the name of which education has in the past been denied funds. Failure thus far to strengthen the nation's educational base threatens continued economic growth. As the economy grows, its demands for manpower trained at levels above the fifth and eighth grades also grow. The annual supply of fifth and eighth grade graduates ready to enter

upon technical and higher education remains static at best. Thus, while a fast growing economy's trained personnel needs multiply, the educational system's ability to meet them steadily erodes. The inevitable crunch can be avoided only by shoring up the national educational base, as Pakistan's highly competitive Asian neighbors have long since learned.

With or without external cooperation, Pakistan thus needs now to develop an integrated program composed of a series of complementary projects that together will add up to solutions to its enrollment and literacy problems. This report summarizes recommendations that such a program carry out, including an illustrative program composed of a series of projects that, taken together would, it is believed, help significantly to meet Pakistan's need to escape the spectre of its development program's withering because its root system has failed.

B. REVIEW OF THE ANALYSIS

1. The Purposes of the Analysis

In late February of this year, USAID/Pakistan and the Government of Pakistan, Ministry of Education, requested that Development Associates, Inc., make an in-depth study and assessment of the adequacy of five key elements crucial to the effective functioning of the nation's system of primary education, with a view to making recommendations for improvement where indicated. These five key elements are:

a. policy formulation and program planning for primary education;
b. the financing of primary education;
c. the administration and management of the joint federal-provincial primary school system;
d. the substantive content of the primary education program as to the adequacy of teaching, curricula, texts, other teaching materials, and of the physical environment of the classroom; and
e. the role of non-formal education as a support for and supplement to the formal primary school system.

2. Content of the Analysis

Part II of this report, entitled The Analysis, contains the Team's detailed observations, findings, conclusions, and recommendations on each of the five basic elements indicated above. Thus, each of Chapters II through VI of Part II is precisely an analysis of one of these five subjects. These chapters were written on the basis of interviews with over 380 school system officials at all levels plus an exhaustive review of the existing literature on the subject. Chapter I is an introductory overview of the setting. It also discusses study methodology and summarizes the findings of Part III, discussed further below. The final chapter of Part II, Chapter VII describes, for illustrative purposes, a potential action program showing how, in the Pakistan context of today, in concrete terms, the recommendations made in Chapters II through VI could be practically carried out.

3. The Case Studies Analysis

Part III of the report consists of a special attitudes and opinions survey including interviews with over 2,000 persons involved in the programs of some 220 selected primary schools, requiring seven sets of questionnaires. Respondents included these schools' students, teachers, parents, school administrators, and concerned community leaders.

4. The Annexes

Part IV consists, most importantly, of additional data on the key subject areas, too voluminous to be included in the body of the report. It also includes a listing of interviewees, acronyms, the scope of work, and a Bibliography reflecting most of the written materials used in the analysis. In addition, the Assessment Team compiled and left with USAID/Pakistan a file of newspaper and periodical clippings on education in Pakistan covering the months of March through June 1986, plus a file of relevant photographs taken by members of the Assessment Team as they visited education authorities and schools throughout the country.

5. Summary of Principal Substantive Findings of Part II, The Analysis

a. Chapter II. Policy Formulation and Program Planning

The strengths of the present system are as follows:

1) its broad base at the local level;

2) long experience in being as responsible as feasible to expressions of local needs;

3) present plans to broaden such participation at the community level still further by involving the village councils as well as district councils in the early stages of planning new projects development;

4) the well established bureaucracy that functions, mechanistically at least, with some precision from the tehsil up through the provincial and federal levels; and

5) this bureaucracy's familiarity with and total involvement in a strong national planning system and tradition dating back to its creation shortly after independence, some 35 years ago.

The problems encountered with the present system of policy and planning include:

1) Neither policy planning nor program development are based on an adequate management information system, neither at local, provincial nor national levels. While, in one province, substantial progress has been made toward an effective MIS and the effort to establish such systems has been undertaken in the other three, primary education remains without an adequate data base for sound planning and program and project elaboration.

Such a data base, ideally, needs to be begun at the village school level, be effectively operated and controlled at an initial administrative level no higher than the village council, and be part of a system that is compatible both within and between provinces.

2) Although the form for the program and project identification system and its procedural aspects are well understood and faithfully followed, the substance of the analytical aspects of the process is often weak. This is attributable in part to an inadequate MIS, but the need for improvement goes beyond this. It is difficult to pinpoint exactly why, but the result is that project proposals, notably those needing federal funding, reach Islamabad less than well prepared from a professional content standpoint. Their weaknesses make it difficult for them to run the gamut of federal level approvals both within the Ministry of Education and, more seriously, in the Ministry of Planning and Development where an able professional staff of educationists sits in review over such proposals with the power to approve or disapprove them.

b. Chapter III. The Financing of Primary and Non-formal Education

This analysis spells out in substantial detail the long-standing phenomenon of the wide dichotomy between planned levels of expenditures on primary education which for some 20 years have been relatively high, and actual expenditures, which have invariably been sharply lower. The chronic underfunding of primary education in particular, especially over the past 15 years, is highlighted. The analysis traces the record of performance (actual expenditures) against both succeeding five-year plans and the Annual Development Plans, showing a consistent shortfall in performance. Most dramatic was the difference between the projections of the 5th five-year plan and actual performance during that period (1978-83) which fell over 50% below the planned level and represented the lowest level of national effort in support of education in the independent nation's history. Also discussed in this chapter is performance versus planned expenditure during FY 1986, the year, ending on June 30, 1986, in which the analysis was made. For the three years of the current (6th) five-year plan thus far elapsed, expenditures had by early in calendar year 1986 but little exceeded the rate of expenditures under the Fifth Plan. However, note is taken of an apparent upsurge in the last quarter of the fiscal year due to the response of the provincial and federal bureaucracies to the new initiatives promoting primary education and literacy announced by the Prime Minister of the new civilian government on December 31, 1985, as martial law ended. The data available to the Assessment Team as it concluded its studies still reflected allocations of funds rather than actual expenditures but such allocations were significantly up, as were the amounts for education in general in the new budget projections for FY 1987 and in the 1987 Annual Development Plans. Being in effect, still plans, it was not possible in the analysis to indicate to what extent a new trend may in actuality be being set. The future of increased investment in education has still to be judged as an unknown. However, note is being taken of a major difference, this time. It is that the Prime Minister has been the prime mover of the new top priority

for primary education and literary training. His strong vocal espousement, supported by the President and the Governors of the four provinces, lends a credence to the possibility that there may be follow up and action this time. The earlier plans that fell short, while approved at the highest level, were the result of collegial consensus at the National Planning Commission level and did not have the degree of strength of the support of the chief executive, the Prime Minister, nor his personal imprimature as the new plans do. Perhaps these circumstances suggest that a point in time may have been reached when the nation may at last be able to come squarely to grips with the problems of its deteriorating educational base. It is in the light of this possibility that the Assessment Team's analyses have been predicated. These analyses have been unsparing where weaknesses have been found, but the end aim of such probings has been to identify and recommend approaches to solving the problems involved, not simply to have dissected them.

c. Chapter IV. Organization, Management and Administration of the Primary and Non-Formal Education Systems

This analysis reveals that Pakistan has an effective organizational structure for educational administration, including primary education, with the major exceptions noted below. The system's strength lies in its being part of an established national, provincial and local government structure that has governed well, in the law and order sense, for over a century. Thus, from the national ministry, through the provincial departments of education to the Assistant Sub-Divisional Education Officers (ASDEOs) at the Tehsil (county) level, the structure is sound and functions well, with the major exceptions to be noted below. These exceptions -- the serious problems that the educational structure has thus far failed to cope with adequately, arise from the fact that structure and function do not reach to the real local level, in education system terms. This is, of course, the village primary and middle schools level. "Supervision" is a function performed by ASDEOs, each of whom is responsible for "supervising" from 100 and, in some cases, to over 200 schools. With this kind of workload per supervisor neither adequate administrative nor substantive professional supervision and guidance are possible. This problem has been fully recognized and no one wishes to solve it more than the country's educational leaders and the educational establishment in general. Solution thus far, however, has, as has education development in general, been prevented by the chronic underfunding of the educational system. The PEDEP project being carried out in cooperation with the World Bank involves a promising effort to deal with the supervision problem, which is discussed in some detail in Chapter IV and in Chapter V.

A second major weakness in the present system involves, once again, the lack of an adequate MIS. Such a system is as important to operations, control and to day-to-day management effectiveness as it is to planning and project design, if not more so.

A third problem brought out by the analysis contained in Chapter IV is that while the cadre of professional education officers serving in supervising and managerial jobs at the Tehsil, District, Division and Provincial levels

are able officers -- promotion from within is the rule -- these officers began as teachers, distinguished themselves as skilled teachers and hence were promoted to the managerial level without having gained any deliberate training or experience in management and administration. Some are, of course, born to the role, but these are few. The analysis points out the need for specialized in-service training in management and administration for the vast cadre of able educationists who have heretofor not had the opportunity to study professionally the fields with which their current management work is involved.

Chapter IV and its annex also contain a uniquely complete description in detail of the organization of the four provincial Departments of Education, including job descriptions down to the ASDEO level. While not particularly stimulating reading, this analysis is invaluable for reference and for full understanding of how the intricate system works.

d. Chapter V. The Formal Primary Education System

The analysis of the substantive content of primary education: the provision by the system of a favorable learning environment and the achievement of a successful learning experience for the school child -- again reveals the paradox of impressive positive resources on the one hand and discouraging aggregate results on the other. Again, the major blame must be placed on the fact of chronic underfunding. The educational establishment knows much better how to teach and to bring about learning achievement than it has had the opportunity to demonstrate -- due to lack of funds. While one of the problems is inadequately trained and inadequately performing teachers, for every such teacher there are scores of able, dedicated teachers battling against the heavy odds imposed on them by the system to make one of the world's most difficult primary curricula the basis for a meaningful learning experience. Many succeed but by far from the degree possible if they had adequate funds and facilities. The successful experiences of the adequately financed private and parastatal schools included in the survey that is reported on in Part III of this report vividly illustrate this.

The analysis of the public federal-provincial primary school system contained in Chapter V both describes the present system and outlines its strengths and weaknesses. The recommendations made in Chapter V for correcting the weaknesses encountered constitute, along with those for non-formal education expansion, the majority of the recommendations for action made in this report. They cover the crucial subjects of pre-service and in-service teacher training, supervision, curriculum quality and relevance, texts and teaching materials, teachers' aids, physical facilities including both plant and equipment plus such necessities as water and sanitation. The major deficiency areas that the analysis in Chapter V describes, and for which it then prescribes remedies, include: the teacher training program, both pre-service and in-service; pedagogical supervision of the classroom teacher; curricula relevance in rural schools to the rural economies to which such curricula are exposed; availability of text books, inadequate teacher-pupil ratios per classroom caused mainly by underfunding which leads to both inadequate numbers of classrooms per se and to too few

teachers per grade per school. This also causes another anamoloy -- gross overcrowding in many schools on the one hand while other schools function at half-capacity or less for want of teachers or students or both. Last, but by no means least, is the problem of the deplorable physical condition of many hundreds of schools -- both rural and urban their deficiencies ranging from the "schools without walls" (no building) to the dark, sub-standard structures having neither water, nor sanitary facilities, nor enough rooms, nor playground space, yet which may nevertheless be seriously overcrowded. Such conditions are said to account in an important part for the unwillingness of children to attend school or their parents to allow them to do so, and for many drop-outs. Chapter V also describes the efforts being made to provide more adequate equipment for classroom teaching, with varying degrees of success.

In the midst of the gloomy pictures of the quality of education being provided by today's teachers in today's classrooms, the analysis cites two ongoing programs that have proven to be major steps in the right direction and on which expanding reforms may be built. These are the PEDEP Program being carried out with World Bank cooperation and the Mosque Schools Program.

e. Chapter VI. Non-Formal Education in Pakistan

The study of non-formal education activities in Pakistan (Chapter VI) found that underfunding of the large government project, LAMEC, is making difficult the achievement of the program's targets. Management staff was insufficient in LAMEC's National Program but steps are being taken to strengthen it. Similarly, LAMEC is adding a follow-up set of topic booklets to its literacy classes, designed to further functional literacy. The Allama Iqbal Open University pilot programs were seen as strong and contributing well toward the non-formal effort. The other government projects have had difficulties meeting their planned implementation and targets. The private and parastatal combinations of literacy and skills programs varied widely but showed considerable promise for attaining occupational and literacy competence. All programs are as yet on too small a scale to be making a truly significant positive change in the literacy level. Both government and private as well as parastatal programs suffer from the same underfunding malady that has afflicted primary education's efforts to keep pace with population growth. Until the government and Pakistan society in general accord a higher priority to literacy training and primary education and translate that priority into expanded budgets, the country's hopes for making rapid enough gains in its literacy level to catch up with its neighbors will remain just that. The analysis thus concludes that expansion of the existing public, parastatal and private literacy and skills training programs should be a highest priority effort, corollary to that aimed at expanding primary education programs by increasing their budgets, their cost-effectiveness, and their appeal to Pakistani youth and their parents.

The formal and non-formal systems overlap and have, each its own, a special role to play. The overlap as well as the distinct roles should be encouraged since in the long run a fully efficient formal system will permit non-formal educational programs to perform important specialized development functions, relieved of the crushing burden of the crash mass literacy

effort. Non-formal educational methods may conceptually be likened to high technology approaches to difficult education and training problems -- problems not reachable by orthodox or traditional methods. At the moment such high technology needs, perforce, have to be focused on the emergency problem of a deteriorating literacy rate. In the longer term its role, or one of its roles, may well be that of improving the quality of teaching and the learning process in the formal system. It is for these reasons, as well as the present emergency, that it is important that the formal school system and the institutions involved in non-formal education work closely together. The drop-in school experiment involving using non-formal methods to meet formal requirements is one good example of where the formal and informal modes may fruitfully work together.

6. Summary of Part III. Case Studies of Selected Primary Schools in Pakistan

The data from the 220 case studies undertaken were generally congruent with findings of the overall assessment team: schools with no buildings, deficient to severely damaged structures; no or insufficient sanitary facilities, drinking water, playgrounds, and furniture -- almost always for provincial schools. The city schools were mostly seriously crowded and sometimes with more than one teacher conducting class in the same room at the same time. Federal, parastatal, and private schools rarely presented these problems; municipal corporation and committee schools were better maintained but overcrowding was found in some.

While 72% of the sample teachers held certificates, only 58% did in provincial schools and less in the tribal areas. Women were the majority among the teachers, and were almost exclusively the instructors in girls, mixed, parastatal, and private primary schools.

Twenty-eight percent of the listed Class I enrollments were actually preschool children; when these were subtracted, the losses between grades was still too high but not as severe as federal statistics imply. Students per teacher ranged from 4 to 160. Teacher absenteeism in the schools studied was very low; pupil absences averaged about 10%.

Teachers rated their performance and the texts as fair; parents and community leaders' opinions were more favorable. Youth was highly positive about teachers.

Although opinions varied widely, parents and community leaders were more likely to favor not teaching English and Arabic in the first three grades. Local language instruction was opposed in the Panjabi speaking areas but recommended by most respondents in the other areas. Urdu was generally favored for one period a day until middle school where it was suggested as the medium for most of the day.

Parents, community leaders and youth ascribed non-enrollments and dropouts primarily to economic factors: the need to work and insufficient family resources to pay for schooling. Parental neglect was usually second. All other factors, including the often-read emphasis on "tradition" for girls, were a very low proportion of the reasons given.

Parents and community leaders were most likely to favor a target of at least eight grades of schooling for girls and twelve for boys (except for the Punjab: where the average opinions were five and ten years). Tribal and rural areas, alleged to oppose education, were as favorable on boys' education as other areas, and only slightly less for girls -- but their desired levels were far higher than what is being provided.

Few community leaders and youth knew about the opportunities for literacy and skills education, even when a program existed in their communities. Those that did held positive opinions about most of the programs, instructional materials, and teachers. They generally felt it took longer than six months to learn to read and write, and were skeptical about the effectiveness of television literacy efforts. Skills plus literacy programs for girls and women were highly rated wherever they existed.

One of the most important aspects of the case studies survey was that it sampled more than the provincial school system's schools, which had been the principal focus of the Assessment per se. In including in the study parastatal, private, and muncipal corporation schools there arose the opportunity to compare what freedom from underfunding can do to improve the quality of education and to enhance student, parental and community attitudes toward the value of education and its importance to family as well as community and national development.

A second crucial point highlighted in the case studies survey, that could well have been revealed more clearly in the Assessment per se but was not, is the degree to which poverty, especially rural farm family poverty, prevents school attendance. In the survey, its enumerators talked to teachers, students, non-attending school age youth, parents, and the officials of the selected schools. They all added "too poor to afford it" prominently to the list of reasons for low enrollment. Provincial, District and Tehsil authorities had emphasized poor physical conditions, quality of instruction, non-practical curricula, etc., as principal reasons for children not attending school. Few mentioned that many families are literally too poor to send their children even to a "free" public school; but the survey respondents provided this response in enough instances to suggest that it is a significant factor in the low enrollment rate. This buttresses both the argument in favor of scholarships for needy students, and the observation that increased participation of the subsistence rural farm family in the development process is of growing priority importance.

One final note on the case studies survey: in the process of inventorying all categories of primary schools, as the case studies work scope required, Part III of this report, as a result, contains the most comprehensive listing and review to be found anywhere in one place of the full scope and extent of the highly varied sponsorship of primary schools in Pakistan.

C. SUMMARY OF PRINCIPAL FINDINGS AND CONCLUSIONS

1. Educational Development in Pakistan Since Independence, in the Context of the Nation's Overall Economic and Social Development Program -- 1947-1985

a. The Positive Aspects

1) Pakistan has made substantial progress in education, including primary education, since gaining its independence in 1947. At the time of independence, only 17% of the children of primary school age were attending school -- some 770,000 students (110,000 girls) in 8,413 schools employing 17,800 teachers. By 1984, the enrollment percentage had increased to over 40%[1] or to almost 7 million students (2.2 million girls) in 75,000 schools employing some 214,000 teachers.[2] While primary schools and enrollment thus increased by 8.8 times between 1947 and 1984, the number of colleges and universities in this same period increased by 11.5 times and their enrollment by more than 27 times.[3] Pakistan has, thus, in its first 36 years made considerable headway in the construction of an educational system designed to meet a number of its development needs as a new nation, though by no means all of them, as will be seen.

2) In the broader area of economic development in general, Pakistan has also been successful in meeting important objectives. The growth of industry has been impressive. The country has become self-sufficient in wheat, a net exporter of rice,[4] a major foreign exchange earner from its growing exports of cotton cloth, cotton yarn and raw cotton, and from an increasing variety of less traditional industrial and agro-industrial export products, including personnel, whose total value now exceeds the

---

[1] Social Indicators of Pakistan, 1985. GOP: Federal Bureau of Statistics, Karachi, 1986, pp. 113-114.

[2] Primary Education in Pakistan and Other Asian Countries. Academy for Educational Planning and Management, Islamabad, November 1985.

[3] Action Plan for Educational Development, 1983-88. GOP: Ministry of Education, 1984.

[4] The Rice Export Corporation of Pakistan reported on May 11 that, by April 30, it had already exceeded its export goal for the fiscal year and that, by 30 June, exports would exceed target by 100,000 tons, total exports for the year thus yielding more than $330 million. The Muslim (Islamabad), May 12.

total for all cotton products and rice combined. The average annual economic growth rate (as a percentage of GNP in constant prices) from 1969 to 1985 has been close to 6% (5.72),[5] an impressive record by any standard.

3) Pakistan has developed a professional and administrative educational infrastructure that is institutionally strong and sound. This sophisticated educational bureaucratic hierarchy, a part of the Civil Service in general, functions well -- unusually well for a developing country -- down to the Tehsil level. Its two principal weaknesses are that it does not effectively extend beyond the sub-district level to the grassroots where the people and the schools are; and that despite its impressive structure -- in a still photograph, it would look good -- it suffers from lack of familiarity with, and thus use of, modern, efficient administrative and management practices. A video cassette recording of the system at work at the Provincial, Division, District and Tehsil levels would be likely to reveal a not so smoothly running piece of machinery. But, it is there. Further, there are established institutions within the system that could be of special utility in any primary education reform and development effort. They include the Academy for Educational Planning and Management, the university departments and institutes of education, the Open University, some Municipal Corporations and the private schools. In the urban areas, many of these schools are already serving as useful models, establishing critical benchmarks for defining what is adequate to primary education and demonstrating how average daily school attendance can be close to maximum and drop-outs all but nil.

b. Less Positive Aspects

1) Neglect of rural development in the nation's development plans and budgets appears to be a problem that is constraining effective further progress in both education and national economic and social development in general. Neglect of rural areas and peoples appears to have been, for some time, an endemic problem, manifesting itself in more ways than in the lack of rural primary schools, extending also to inadequacies in rural social services such as primary health care and the lack of adequate investments in those kinds of agricultural and agro-industrial programs that could benefit the great majority of rural farm families who are either tenants or subsistence farmers, or farm laborers. These rural families constitute over 90% of the country's rural agriculture-oriented population which is, in turn, more than 70% of the total national

---

[5] Pakistan: Economic and Social Development Prospects. Vol. 1. Recent Economic Development and Long-Term Prospects. The World Bank, February 1986.

population. Yet, by and large, most of them have yet to be included as active participants in the nation's development program. They have, of course, benefited marginally from major infrastructure works, such as roads, power, communications, the world's greatest irrigation system, and from remittances. These developments, however, have increased rural farm families' poverty-level incomes less than their expectations, so that the failure of the system thus far to permit their sharing an equitable proportion of the nation's very substantial economic growth could become destablizing. It is estimated that some 30% of the country's rural families live below the poverty line and that an additional 40% live at a subsistence level close to the poverty line.[6]

Many of these same families' school-age children do not have access to schools. Where there may be schools in name, they often tend to be so under-budgeted, poorly staffed with underpaid teachers and so ill-provided with physical facilities and teaching materials that the child chooses not to go to school, or to drop-out disillusioned. Many times it is the parents who decide that their children are better off not in school.

The problem of Pakistan's low 40-48% enrollment rate is, overwhelmingly, a rural one. Over 72% (77% boys; 68% girls) of urban school age children are already in school and the percentage is increasing rapidly, carried along by a momentum of its own, fueled in part by an explosive growth of private schools. The rural participation ratio, on the other hand, is less than 40% overall, and not rising. In the most populous and prosperous province, the Punjab, some 25% of rural girls are in school, compared to 19% in Sind Province, 10% in the NWFP and 7.2% in Baluchistan. The corresponding figures for boys are 54%; 60%; 52% and 38%.

These data on rural education enrollments have remained static now for some 15 years. This means that the annual increases in schools, teachers and facilities actually financed by the Federal and Provincial government each year have barely or possibly not quite kept pace with the population growth rate. The results, in terms of national literacy, are devastating. Pakistan's literacy rate is officially said to be 26%, but many observers regard this as a high estimate and agree that it is not rising because of the static, if not deteriorating, status of rural primary education. World Bank data show Pakistan's literacy rate as 24% in 1984[7] -- among the lowest in the world and far below those of its Asian neighbors -- and principal competitors in world trade: e.g., Sri

---

[6]Primary Education in Pakistan, op. cit., p. 4.

[7]World Development Report, 1985. Social Indicators Data Sheets. The World Bank, 1984.

Lanka, 86%; Thailand, 79%; Philippines, 87%; Burma, 66%.[8] The Pakistan data on rural literacy and female literacy are particularly disturbing. Rural literacy overall is 15% -- 23% male and 5.7% female. Female literacy overall is but 13.9% while that for males is 32%. The corresponding figures for urban population is 43.6%; 51.7% male and 34% female.[9]

To repeat, rural literacy overall is 15% and possibly falling as population increases faster than classrooms and teachers. The literacy rate for rural girls is 5.7% (1.7% in Baluchistan) and probably not rising.* These data place Pakistan in the bottom quartile of developing nations in terms of educational effort and achievement[10].

2) Primary Education's Low Priority Within the Education Spectrum. Another problem area that has contributed to Pakistan's weak educational base and thus to its precarious national literacy predicament is that of the long-established policy and practice of skewing educational expenditures away from a strong primary and middle school base toward comparatively massive investment in higher and university education.

The record makes it abundantly clear that higher and technical education have had, and continue to have, a clear priority over primary education despite efforts since the beginning of the Fourth Plan Period (1970) to accord greater support to primary education. Both the Fifth and Sixth Plans state that primary education will, during the plan period, be given greater emphasis. The Fifth Plan period, however, yielded primary education's worst actual growth performance on record. The Sixth Plan tried to some degree to make up for this by projecting a large catch-up investment program with ambitious targets -- but they are not being met.

Students enrolled in higher education constitute fewer than 1% of total students, but are the objects of over 30% of the education budget (1984/85). Only 45.6% of the education budget is allocated to primary education whose students constitute 88% (grades 1-8) of all students. Since all education in Pakistan is substantially free except for minor fees, its costs constitute a public subsidy enjoyed by all participating students and their families. According to the World Bank, "the subsidy a student in higher education receives is seven times that of a primary

---

[8]Internal USAID documents, which also show the comparable rate for Pakistan to be 21%.

[9]Promotion of Girls Education in the Context of Universalization of Primary Education. Academy for Educational Planning and Management, Islamabad, September 1985, p. 18.

[10]Unpublished World Bank Staff Paper, January 1986.

*A UNICEF study in 1980 placed female literacy in Baluchistan at .8%. The 1.7% figure is from the 1981 National Census.

student and five times that of a secondary student. Within higher education, those enrolled in the universities enjoy an even larger advantage. The subsidy they receive is 6 times that of a college student, 19 times that of a secondary student and 29 times that of a primary school student."[11]

3) The Underfunding of Education. Primary education's most basic problem is a derivative of the first two. The endemic neglect of rural areas and peoples and their schools, coupled with fiscal and policy prejudices against primary education in favor of higher education, have resulted in "persistent and serious underfunding"[12] of education in general and primary education in particular. Pakistan has never allocated as much as 2% of GNP to the education sector nor accorded it as much as an 8% share of total public expenditures. Most other Asian countries allocate 3-6% of GNP and 12-15% of total public expenditures to their education sectors.[13]

4) The Consequences of Underfunding. The most serious direct consequences of Pakistan's underfunding of primary education have already been noted -- a meager 40-48% enrollment rate due primarily to rural non-attendance, and a faltering 24% literacy rate also due basically to poor rural school performance. Expert observers both inside and outside Pakistan fear that if something is not done soon to reverse the deteriorating rural primary school situation there will be still more far-reaching negative consequences for Pakistan's continued economic and social growth. The World Bank has stated that "the fact that only 15% of the rural population...is literate...and that little progress has been made in this sector in the last fifteen years as the education system has barely kept pace with the rapidly expanding school-age population...(means that) the unusually low educational attainments of Pakistan's rapidly growing population, particularly of the female population, will become a serious impediment to the country's long-term development process."[14] The Bank's February 1986 report further states that "Pakistan's good economic growth performance to date can only be sustained over the long term if more emphasis is given and increased financial allocations are made to the education sector as a whole and to primary and lower secondary education in particular.[15]

---

[11]Pakistan: Economic and Social Development Prospects. Vol. II. The World Bank, February 1986.

[12]Ibid., p. 20.

[13]Ibid.

[14]Ibid., p. 19.

[15]Ibid., p. 46.

A 1983 Ministry of Education publication makes the same point still more forcefully. It states that "unless radical changes in existing primary education strategies are sought, all aspirations to enter the 21st century as an equal partner of the West and others in the realms of science and technology will remain unfulfilled. The terrible cost of continued neglect in this area shall have to be paid for through the nose. It would be prudent to bear whatever the sacrifice today, rather than to postpone it to tomorrow when posterity shall have to pay, with enormous compound interest."[16]

2. Recent Pronouncements of Significant Changes in Educational Policy: December 31, 1985 - To Date

On the eve of the termination of martial law, New Year's eve, December 31, 1985, Prime Minister Junejo announced a five-point program of national development, two of which bear directly on the issues of Pakistan's lagging primary education and literacy programs. As to literacy, the Prime Minister has promised a mass campaign of staggering magnitude and speed, aiming to double the literacy rate in four years, involving the creation of some 100,000 "Literacy Centres." As to education for development, primary education has been accorded, both in the December 31 statement, and many times since, the highest of priorities within the education sector, and a place among the top priorities for new investment across the entire spectrum of national development. The high yielding 5% "IQRA" tax recently imposed on all imports will be dedicated primarily, it has been stated, to the literacy campaign and to primary education. What proportion "primarily" means is not known.

Whether substantial additional funds including all or a portion of the IQRA tax revenues are in fact to be devoted to education and literacy is not yet clear. As this assessment is being written, a number of exercises are underway that are intended to be affected by the new policy priorities. These include the annual budgets of the Centre and the Provinces for 1986-87, and the Federal and Provincial Annual Development Plans for 1986-87. Until these exercises are completed and the allocations of funds have actually been made, it will not be known whether the new policy pronouncements in fact presage a new era for Pakistan's primary educational system or whether it will suffer the same fate as befell it during Pakistan's Fifth and Sixth 5-Year Plan periods. During the Fifth Plan period (1978-83) expenditures for education fell to their lowest level in the history of independent Pakistan, despite the fact that the approved official plan had called for a doubling of the education budget. It had also specified a recasting of priorities within the education sector to place primary education first, but this did not happen either. Expenditures for primary education remained in their accustomed place. During the current Sixth Plan period actual expenditures for primary education are substantially short of plan goals. On the other hand, the proposed Federal Budget for 1986-87 now before the Congress proposes substantial increases for education, some of which may be for primary education.

---

[16]Draft Comprehensive Report, Primary Education Project. Government of Pakistan, Islamabad, 1983, p. 55.

Table A.

Basic Data On Primary Education in Pakistan, 1984-85

Number of Primary Schools:	75,332
Number of Teachers:	214,500
Teachers per School:	2.84
Number of Middle Schools (Grades 6-8):	6,229
Number of Teachers:	59,600
Teachers per School:	9.57
Number of Primary Students (Grades 1-5):	6.6 million
Number of Middle Students (Grades 6-8):	1.7 million
Number of Children of Primary School Age:	13.6 million (1981 census)
Male:	7.1 million
Female:	6.4 million
Percent in School, Total:	40.19%
Male:	51.6%
Female:	27.5%
Number of Children of Middle School Age:	5.6 million
Male:	3.0 million
Female:	2.5 million
Percent in School, Total:	25 %
Male:	34 %
Female:	14 %
Average Number of Students Per School:	
Primary:	88
Middle:	279
Percentage of Female Teachers:	
Primary:	28 %
Middle:	32.5%

Source: Social Indicators of Pakistan, 1985. Published by the GOP, Federal Bureau of Statistics, 1986.

Table B.

Government Expenditures on Education 1984-85[1]

Total All Levels:	9,351.5 million Rupees (approx. $600 million)
Primary Only:	3,362.8 million Rupees
% of Total that is Primary:	36% (approx. $216 million)
Development Expenditures:	1,977.4 million Rupees
Non-development Expenditures:	7,956.9 million Rupees
% of Total that is Developmental:	25 %

Expenditures on Primary Education (Grades 1-8)

As % of Total Expenditure	6%
Primary Students as % of Total Students:	87%

Comparative Expenditures on Education (All Categories)[2]

	Pakistan	Average for Developing Countries
As % of GNP:	1.5-1.9%	4.4%
As % of Total GOP Expenditures:	7.0%	17.0%

Table C.

Comparisons of Enrollment Ratios and Literacy Ratios with Other Asian Countries[3]

Country	Enrollment Ratio Primary Schools	Literacy Rate
Pakistan	40-48 %	20-26 %
Bangladesh	65 %	22 %
China	93 %	77 %
India	78 %	36 %
Indonesia	85 %	62 %
Malaysia	97 %	70 %
Nepal	70 %	19 %
Philippines	89 %	80 %
Thailand	82 %	82 %
Sri Lanka	NA	85 %
Quartile Developing Countries		
Upper	98 %	81 %
Median	83 %	53 %
Lower	60 %	25 %

[1]Social Indicators of Pakistan 1985. Federal Bureau of Statistics. Karachi, 1986.

[2]Comparative Education Indicators. The World Bank, 1985.

[3]Primary Education in Pakistan and the Asian Countries. AEPAM, Islamabad, November, 1985, and Action Plan for Educational Development. Ministry of Education, Islamabad, 1984.

It is important to Pakistan that the announced new policies supporting primary education be implemented in actuality through appropriate budgetary allocations and expenditures and investment action. If this does not happen via the 1986-87 and 1978-88 budgets and Annual Development Plans, and ultimately in the Seventh Plan, Pakistan will have, however unwittingly, turned down a road whose point of no return may not be far beyond. To avoid this, drastic measures to expand the nation's public sector resources base may be necessary. This involves issues that educators alone cannot decide, though education's fate, and that of the nation may lie in the decisions emanating therefrom. Let it be hoped, then, that the resources base will prove to be sufficient to meet the country's critical need for a strong educational system and that, if not, the nation's decision makers will have the wisdom and the courage to broaden the resources base to accomplish this.

3. Identification of the Shortcomings of the Present System of Primary Education that Need Correction

a. General Shortcomings. Everything said thus far suggests that a moment in time may have arrived in which it may be possible to make dramatic progress rapidly in increasing the effectiveness of Pakistan's primary education system. What are the essential requirements of a program designed to accomplish this? To determine this, it is necessary, first, to take a closer look at the problems of the present system. It is not simply a matter of needing enough more money for enough additional schools to provide classroom space for those now without it. What is involved is a combination of this with the need for the funds and skills required to improve the sub-standard classrooms that exist and to improve the teaching and learning processes that are going on inside them. Pakistan's low enrollment rate of 40% does not reflect the full extent of the problem to be solved. Perhaps even more serious than the fact that more than half the children do not enroll is the fact that of those who do, half drop-out before finishing 5th grade and most of these have dropped out after the first year. Why? There are many reasons, including economic and cultural, but the most prevalent reasons would seem to be that children leave school because they don't like it or find it irrelevant to their needs and interests. Or their parents do, or both.

Apparently, most who don't start school do so for essentially the same reasons -- economic and cultural in some cases, but mainly because they believe they will not like it and will find it not useful, based on the school's reputation in the community.

b. The Urban Schools Exception. It should be clarified that the analysis being made here applies more to government rural primary schools than to the primary schools of the major urban centers. It is rural primary education that is the more seriously faltering. Urban schools have their problems and the incidence of girls in urban schools is still too low. Also, there are smaller cities and towns classified as urban where the primary schools are as sub-standard as the rural schools. But, for most every problem the urban schools of the major cities have, there is a workable solution, reasonably within reach. Since, however, the school age population related to rural schools constitutes over 70% of all primary school children in the country, it is but small consolation that the schools of the major cities are relatively well off.

c. The Private Schools Exception. Pakistan's private schools at the primary as well as at higher levels are highly important to Pakistan. They are, of course, essentially urban schools and their "transfer of technology" capability is most applicable and useful to the government urban primary school. They have, however, developed much useful teaching techniques that, in addition to being worthy of support in their own right and their expansion desirable, means should be developed to transfer private school technologies to the public sector. In addition, private education sponsoring organizations should be encouraged to build and operate primary schools in rural areas. This is said not to be feasible by many competent observers. The possibilities, however, of private rural primary schools should be studied further. There are further recommendations to this effect later in this report.

d. Identification of the Principal Specific Problems of Rural Primary Schools. What are the principal specific, practical problems of the rural primary schools? Some of the answers to this question are as follows:

Buildings are either non-existent or so sub-standard as to be unfit for human habitation. Schools without buildings hold class under trees, in tents, or in ad hoc lean-tos. Such schools, it is said, constitute 21% of all primary schools in Pakistan today.* Where there are buildings, there is often no furniture. Students sit on the floor, on mats (as they do in the open air, too) and hold their papers in their laps. Even some World Bank Project schools are sub-standard, not because the specifications were not adequate, but because these specifications were not followed. Many rural schools have neither potable water, nor sanitary facilities, nor desks, chairs, nor adequate light. Few textbooks are in evidence, nor little of any other kinds of teaching materials, except for hand slates and blackboards. Teachers do not appear effective, that is, when present. Teacher absenteeism has become a serious, chronic, problem. Because so many rural schools in Pakistan are not desirable places to be in, many teachers, as well as students, simply prefer to stay away. Thus, adding the same kinds of sub-standard schools and teachers to the system only exacerbates a bad situation at high cost to the government.

Proportional participation declines further and the drop-out rate rises as public investment in sub-standard rural primary schools increases.

The female half of the population suffers the most. There are far fewer classrooms and teachers for them, and the ones that are available have the same qualitative defects as do the boys' schools. As in the case of the males, the present trend appears not to be simply an undesirably low plateau but a deteriorating one in which the injection of funds alone only accelerates the deterioration.

---

*Promotion of Girls Education in Context of Universalization of Primary Education. Academy for Educational Planning and Management, Islamabad, September 1985, p. 29.

The principal defects in rural primary education in Pakistan today may be categorized in brief as follows:

1) The inadequacy of the physical facility -- lacking water, sanitation, air, light, furniture.

2) The inadequacy of the teacher -- inadequately trained, pre-service, and inadequately trained, in-service.

3) Inadequacy of the "system" to provide the teacher with assistance, guidance and supervision.

4) Where the school is large (5 classes or more), the frequent failure to provide a qualified school principal.

5) The irrelevance of the curriculum to rural life.

6) The waste involved in having to have separate schools for boys and girls with separate duplicity of administration and supervision. The net negative effect of this is lack of educational opportunities for girls.

7) The excessive difficulty of the curriculum for 5-year olds, cramming too many subjects into the first three years in particular. The failure to recognize how tremendous is the pupil's task of learning to read and write with comprehension in mother tongue, Urdu and Arabic in so short a time.

8) The standard pattern of two rooms and two teachers for five grades, involving five or more classes. Such schools are, in the words of the Chief Planning Officer of one province's Education Department, "a cruel joke." It is the considered opinion of the Assessment Team that the 5-room, 5-teacher school with a principal, or multiples thereof, is the minimum satisfactory physical and staffing pattern for rural primary schools. That kind of physical set-up at least allows teacher and supervisor the opportunity to effectively exercise their teaching skills and to give the student a positive, rather than negative, learning environment.

9) The almost universal absence of enough textbooks, other learning materials, teachers' guides and "kits" to permit anything more than a sterile rote learning experience that does not lead to comprehension and thus to learning.

10) An important factor to be noted parenthetically here is the paradox of the underused classroom. Enough unpopular 2-room, 2-teacher, 5-grade schools have been built along with enough sub-standard rented buildings that hundreds of children in given instances have, as noted above, elected either not to attend school or to drop-out. This can, and does, reduce school enrollment in some schools to a handful. Yet the building and renting of non-viable physical plants continue, leaving in their wake the continuing paradox of the under-utilized school and teacher in the midst of surrounding schools, particularly near urban centers that are over-crowded, under-equipped and under-staffed.

11) Inadequacies in school system administration and management. One of the problems of all levels of education in Pakistan, particularly primary education, is that the entire cadre is technically, not administratively, oriented. Yet most of the work of the education hierarchy above the classroom level, and that of first line technical supervision, involves management and administration. Thus, while most education officials at the province, district and Tehsil levels have been good teachers, or they would not have been promoted to the managerial ranks, only a few are born managers. For the most part, those involved in administering the four, far-flung, provincial school systems have not been trained in administration.

e. Non-Formal Needs

There is a need for a "safety net" program to provide non-enrollees and drop-outs who are still "children" (i.e., ages 9-14) a belated but practical opportunity to catch up -- to undertake special intensive studies leading to the primary school certificate and beyond. Far too many rural youth who make the mistake of not starting school, or dropping out, realize that mistake while still children, yet feel too old to start over as 10-year olds in a 5-year-old environment. They need special opportunities, including non-formal programs, to enable them to re-enter the mainstream formal system before they are doomed to join permanently the ranks of the growing illiterate majority of the labor force among whom unemployment and underemployment are growing.

There is a parallel need for non-formal educational approaches to skills training, particularly in agriculture and health, focused on illiterate adults enabling them to live more profitable and healthful lives through new knowledge and skills, without their necessarily having to become "literate" to acquire such knowlege and skills. Such skills training programs would, of course, ideally be able to use the entire panoply of audio-visual techniques of learning and teaching, delivered through a variety of systems, including audio and video cassettes as well as radio and television and other modern techniques.

Non-formal education makes qualitative improvements in education which formal schooling seems incapable of making. For example, non-formal education programs tend to benefit females as much as males. The education of girls is one of the keys to solving the educational crisis in Pakistan. Most non-formal education programs are already delivering education and skill training that directly benefit females.

Another reason why non-formal education is important is that it provides models of how Pakistan could be using its resources for educating its young people. These qualities have to do with the capacity to draw on existing community resources (such as using girls with a few years of schooling as home school teachers), its more flexible scheduling and instruction, and its ability to overcome resistance to educating girls. Having literate parents is correlated with greater willingness to send children to school. Since

self-exclusion from primary schools is a major cause for low participation in Pakistan, making parents literate would seem to offer promise in terms of improving school participation rates.

The Adult Literacy Program. The consensus of the Assessment Team regarding the mass literacy campaign just now getting underway is that it is an important endeavor, especially those aspects of it that work to feed students back into the formal system. Increasing literacy by decreasing illiteracy in all possible ways is, of course, of the utmost importance. When looked at as a long-range goal focused on the permanent eradication of illiteracy, the most effective methods for promoting higher literacy levels are those that help turn off the spigot of children reaching age 10 without having learned how to read and write. At present, four out of five Pakistani youth arrive at age 10 without having learned how to read and write. This gross leakage, this growth of illiteracy can be stopped only by making the formal primary school system universal, maximizing enrollment and minimizing drop-outs.

Thus, the basic permanent answer to Pakistan's literacy problem lies in the improvement of the formal school system. The LAMEC literacy campaign to make today's adults minimally literate should be highly commended and supported as an interim emergency, catch-up effort, but not as a substitute for improving the formal system.

f. Girls' Education

Only 20% of rural girls enroll in primary school and the drop-out rate among those few exceeds the 50% general average. The results include a 94% illiteracy rate among rural women, and a meager 3% level of enrollment in secondary schools with less than 1% attending institutes of higher education. While social values in rural areas placing a low priority on women's education are said to be a basic reason for low school attendance by females, this study's survey report suggests that the reasons are more complex. Respondents suggest that access to nearby schools not now available might well make for a substantial difference in parental and students' attitudes regarding girls' school attendance And it suggests that such values and attitudes may be changing from parental unwillingness to send their girls to far away schools, to a rising demand that more schools open to girls be established close to home. There is growing evidence that given access to schools within a mile of their own village, the demand for schooling for girls may be significantly on the increase, following on the heels of the significant upsurge in female educational demand in the urban areas.

The neglect of female education has had several serious effects. It contributes to the high infant mortality rate; even more to the child morbidity rate, and to child malnutrition when nutrition counts the most, from age 0 to 30 months. But, perhaps the most serious consequence of neglect of female education is its impact on fertility rates and thus on the

rapid population growth rate that soaks up economic growth so fast that its net effect is no gain. It has been clearly shown that female education reduces fertility rates. According to a 1977 study (A. Mohammad, "Fertility Differentials in Pakistan, 1977" Quarterly Research Review, Federal Bureau of Statistics, 1983), fertility rates are 7.07 for illiterate women and 3.6 for literates. In terms of schooling, the rates are 4.39 for below primary education; 3.78 for completion of primary education; and 3.07 among those who achieve matriculation.

D. SUMMARY RECOMMENDATIONS*

1. General Recommendations

The most important single recommendation is that the Ministry of Education should use the funds it has allotted for primary education, whether at present or increased levels, first to improve the quality of its primary schools. This effort should accompany the opening of more new schools. Opening more schools like the present ones is inefficient and wasteful of funds. They draw only 40% of the potential market and 50% of these are lost prior to completion of the fifth grade -- a low 20% efficiency rate. Many additional fifth grade graduates can be produced by adding classrooms, increasing the enrollment in existing schools, and reducing the drop-outs through making primary education a desired commodity. A 90% enrollment together with a drop-out rate reduced to 10% would achieve an efficiency rate of 80%, thus more than tripling the percentage of the fifth grade graduates from any given school district's school-age population.

There are, of course, qualifications to this generalization. It would not be true of already overcrowded schools unless that problem were first corrected. Likewise, it would not be true of existing schools without buildings until such schools are provided adequate classrooms and facilities. In any case, as will be seen below, among the top priority quality improvements needed, improved buildings and facilities for all primary schools are high on the list. Another important qualification is that the generalization should not be taken too literally. Pressures for new schools, especially in rural areas, can sometimes be undeniable and should not be denied. In responding, however, quality considerations should be fully respected.

2. Specific Recommendations

Having recommended that consolidation and quality improvement accompany any major increases in the number of new schools, attention can now be turned to

---

*Recommendations a. through i. are discussed more fully in Chapter V; recommendation j. in Chapter IV; recommendation k, l, and m. in Chapter V; recommendation n in Chapter VI; and recommendations o. and r. in Chapter III. Recommendations p. and q. were commended to the Assessment Team by provincial officials as general system up-grading measures.

the specific elements that should make up a program of primary school quality improvement. The principal components of such a quality improvement program are seen to be as follows:

a. Primary Teacher Training

Preservice teacher training programs need to be strengthened, lengthened, made more relevant to the lifestyles of the students, include the inculcation of modern methods of teaching and the creation of a fruitful environment for learning for their students. Inservice teacher training programs should periodically reinforce the above. In order to effect these improvements with care and effectivity, a limited number, say 14, of the existing teacher training institutions should be selected for upgrading, such upgrading to include as a model grades 1-8 for practice teaching, research, and curriculum development purposes.

b. Primary Teacher Selection

To the fullest extent possible, teachers should be selected from within the geographic location where they are going to teach. Women teachers in particular should be selected and trained with a view to their returning to their home areas to teach. The selection and preparation of women school teachers to teach both boys and mixed classes as well as girls should be encouraged and emphasized.

c. Primary Teacher Pay and Inducements

Primary school teachers should receive a special rural school allowance equal to the urban school allowances now in effect, or one double their base salary, whichever is higher.

d. Guaranteed Living Accommodations

Guaranteed living accommodations should be provided to all rural school teachers. Women in particular should be provided desirable living arrangements whether this be in nearby towns with wholly adequate daily transportation, or in apartments with no fewer than five women teachers per apartment, built adjacent to the school or at another preferred nearby location.

e. Number of Teachers per Grade

One primary school teacher should teach one primary grade only. This implies a minimum of five teachers and five classrooms per primary school. In this connection, first grade teachers should not have to also take care of preschool children who seem to come to school in droves from age three on. They overcrowd the space, overwork the teacher, and seriously impede the chances for the real first graders to learn.

f. Curriculum Reform and Development

Primary school curriculum is not related to rural life and most experts are of the view that it is too difficult, especially in the first three years. It needs to be overhauled in concert with development of the 14 teachers colleges and their model practice schools. Major new developments are needed in texts, other materials, teachers' guides, audiovisuals and teaching modules.

g. Buildings, Facilities and Equipment Standards

All primary school building including the existing "schools without walls" should be brought up to minimum basic standards that should include:

1) Permanent weather roof, walls, and floors whose masonry does not crumble underfoot, or when table meets wall, or when rain meets roof.

2) Six rooms per primary school: one for each of the five grades, and one for a principal's and staff room.

3) An adequate size plot including a playground for each school and a boundary wall around each school, for both boys and girls schools, and for mixed as well.

4) Good quality chairs, and desks or tables for each and every student, plus an adequate teacher's desk and chair(s).

5) Expansion of the size of the standard classroom from 16' by 18' to at least 20' by 30'.

6) Provision for a fully adequate blackboard for all classrooms and the supplies to go with it.

7) Provision for enough windows of adequate size to provide minimum adequate light. Where possible, supplementation of classroom light by electricity.

8) Provision of a safe water supply.

9) Provision of a sanitary disposal system, whose minimum standards would be well designed latrines of a size fully adequate for the school population concerned.

h. Categorical Expansion of Physical Facilities for Key Primary Education Goals

1) Primary Schools for Girls

Establishing a priority for Schools for Girls, or mixed schools, both as to renovation and the improvement of existing structures and as to new construction. Rural girls are the least advantaged of all, therefore,

more progress in closing the literacy gap can be made faster by meeting the deficit in girls' education than in any other single way. Times appear to be changing; certainly enough that there appears to be a strong unmet demand for primary education for girls in a growing number of rural areas, in schools for girls or in mixed schools. The bias in favor of renovation and construction of girls schools over schools for boys should be strong and vigorously enforced. It should further extend beyond the fifth grade to middle school. Opportunity to continue to the 8th grade should be equally accorded to both girls and boys. For girls this is likely to require substantial residential housing.

2) Technical Middle Schools for Girls and Boys

3) Six Year Primary "Technical" Schools for Girls and Boys

4) Union Council Level Model Schools

i. Supervision

There is need for the development of a system of supervision that will provide the primary school teachers with professional guidance and assistance as well as be an effective defense against absenteeism. At present, except in the World Bank schools (to be discussed later), supervision in the usual professional sense is not a part of the system, there not being enough supervisors to go around, each one having from 80-250 schools to supervise. The ratio should be about 1:20 or less.

j. Administration and Management of the Primary Schools System

To deal with the need for modernizing the management of the primary school system, it is recommended that there be created in each province an Institute of Educational Planning, Administration and Management, which, with technical assistance from the National Academy of Educational Planning and Management, would undertake to offer short, medium and long term programs from the highest level of executive development to the mid-management level. Keen interest in this has been expressed by the Sind and Baluchistan Departments of Education. There is evidence that an interesting program could begin soon in Sind and could perhaps serve as a model center to which all provinces could send their officials for educational management training. Although the subject of this study is primary education, it is recommended that the Management Training proposed be made available to all relevant personnel at middle and secondary levels as well, and to all appropriate personnel in Tehsil, District, Division, Provincial and Federal offices.

k. Private Schools

A program should be initiated to support and encourage the further development of private schools in both urban and rural areas. Included in this program would be one to provide assistance to the private sector

sponsors of private schools to undertake re-privatization of schools nationalized in 1973. Though many have now been de-nationalized, they are in such deplorable condition that most private groups do not have the capital required to undertake renovation.

1. Mosque Schools

Mosque schools of the type so successfully opened in Sind and Baluchistan should continue to be opened around the country as rapidly as is consistent with the relevant quality standards noted above. The particularly relevant standards are those relating to numbers of teachers per grade, teacher preparation (though special consideration could be given to special training for Mosque school teachers), and to curriculum, texts, teaching materials, and teachers' guides. Provision should also be made to provide such Mosque schools adequate facilities for the first three grades, and to ensure without fail that classrooms are built and teachers provided for grades four and five, in time; that is, when class three is ready to become class four, and class four is ready to become class five.

This positive step of opening hundreds of mosque schools with an eye also to qualitative upgrading can be a most significant step forward in both extending enrollment and reducing the drop-out rate. In principle, such a program should make possible the fulfillment of the objective of opportunity for primary education for all children of school age, since there is at least one Mosque in every village, however rural. While many of these Mosques, especially in the rural areas, will need substantial help to provide primary education at the quality levels set, their very existence constitutes a tremendous established resource base. Good grades 1-3 can be had via this system at a fraction of the "starting-from-scratch" costs of the regular provision of schools, making the provision of good grades 4 and 5 and thus of full-fledged primary schools based on mosques schools a relatively inexpensive cost per unit. The problems experienced with mosque schools in the Punjab and NWFP should be studied further to identify how to avoid the pitfalls that have constrained the maximizing of their effectiveness thus far in those provinces.

m. The Drop-In School

The Drop-in school concept of providing renewed educational opportunity for "older" children (ages 8-12) who have lost their chance to attend school in sync with their age group should be encouraged. How to do it should be studied thoroughly and an appropriate program resulting from such study should be begun as soon as possible. Here again is an opportunity to turn off the spigot of illiterates before it is too late. It is thus of the highest priority that this "service-road" approach to luring youth back to formal education systems be pursued. The concept is in principle feasible. Youths of, say 10, can learn much faster than 5 year olds because of their maturity and experience. It should be possible to master the 5-year primary program in 2-3 years if the program design is right, making those who complete it eligible for middle school and thus back in the mainstream of educational accomplishment.

Responsibility for developing the concept has been assigned to IAMEC. It is recommended also that the Provincial Departments of Education and the Academy for Educational Planning and Management should join in the development, testing, and pilot application of the concept, and that once it becomes fully operational it should function under the jurisdiction of the Provincial Departments of Education. For those taking part in it the program represents the road back to the formal system and to continued access to higher levels of learning. For this reason it should remain as close as possible to those who operate the formal system.

n. Non-Formal Education Programs

i. The Rural Education and Development Program, (READ) is an excellent one in its concept and its objectives are supportive of the mainstream efforts to save youth from illiteracy and open the way for them back into the formal system before they are doomed by adulthood. As a pilot effort, READ has had its problems, but the support given it has not been sufficient to justify blaming its shortcomings on the concept or the design. It is recommended that READ now be given a better chance to prove its worth, and that each of its component parts be thoroughly studied with a view to devising more effective teaching guides and learning experiences. READ is an innovative project and needs further testing on those grounds. As soon as the concept proves to be effective in the experiment area, expansion of READ sites to Districts outside the Federal District should begin.

ii. The Allama Iqbal Open University program of informal education through correspondence and mass media appears to be an increasingly effective one. While it targets adults, the handicapped and the rural population in general, it also focuses on drop-outs, girls, and unemployed youth and teacher training. The Open University has the opportunity to prove, as have similar programs of "distance education" in other countries, that non-formal education methods can lead to student achievement equivalencies warranting recognition by the formal system. Thus youth may, in effect, secure their certificates of completion of the fifth grade and of middle school through the Open University program. Although AIOU uses mass media to some extent, it is moving increasingly to the electronic technologies of audio/video cassettes along with flip-charts. Also, AIOU is now laying the groundwork for a complete parallel system of distance education begining with its BFEP model and following this up with its literacy-based Integrated Functional Education Project at the primary and middle school level.

iii. Distance Education

The Open University and other similar programs throughout the country can be further strengthened and enhanced. Distance education has at least two principal uses. One has been briefly referred to: to help youth who cannot attend school study the curricula anyway via mass media and correspondence. The Open University kind of program is the only classroom or teacher many thousands of students will ever see.

Yet, that they can learn to the point of passing the 5th through 8th and higher level equivalency tests is no longer arguable. It is being proven in Pakistan already and no one in the profession is surprised since the technology has long since been proven in other countries around the world.

The second use of distance education is to impart useful potential knowledge via mass media without necessarily teaching literacy per se. No one who can speak and converse with others in his own native tongue, or in any other language, is an aural illiterate. He/she is thus "at home" in a radio program setting, both as a listener and as a participant. This applies even more so in the case of television and perhaps most of all in the case of audio and video cassettes used by monitors in community settings. Thus, distance education "students" can study numbers of practical and technical subjects, acquiring economically valuable knowledge and skills in their own language, through their own natural aural literacy gift, without having to first learn to read and write. In Pakistan this can be particularly important to adult farmers for whom modern methods are theoretically available but not actually so due to a lack of delivery systems. The usual delivery system is the printed word along with the extension agent. But there are too few extension agents and most adult farmers are illiterate. Enter, the lesson on how to farm better via distance education. Similarly, important lessons can be taught in health care and in a number of other vocational subjects.

In this connection non-governmental and private voluntary agencies have an important role to play as sponsors of non-formal education.

o. Scholarships and Stipends Program

It is recommended that the primary education reform and development program include scholarships for needy students from first grade on for attendance at schools whose quality has been improved to a standard to be determined by the Provincial Department of Education at the Tehsil level. In addition to scholarships for needy students to meet whatever the the need is that keeps them from attending school, stipends for parents are recommended to compensate them for the opportunity costs of sending their boys or girls to school. Numbers of children stay out of school because they are an economic resource working in or outside their home while schooling is not seen as having offsetting values.

Such a program should be initiated on an experimental basis and should have rigid guidelines, that is, the need for the scholarships clearly proven and the opportunity cost justification for the stipend for the parents also fully documented.

p. School Lunch Program

It is recommended that a school lunch program be carefully designed and put into operation first on an experimental basis in selected districts. Such a

program should most practically be one involving the external cooperation of one or more donors either a bilateral donor such as the U.S. or World Food Program or both.

q. Provincial Directorates of Primary Schools

In view of the importance of an integrated, cohesive, vigorous program of primary school reform and development, both quantitative and qualitative, it is recommended that there be created in each province within the Department of Education a Directorate of Primary Schools. At present, there are two Directorates within the Department: the Directorate of Schools and the Directorate of Colleges. With so heavy an emphasis on primary education impending, it is essential that there be a full-time Directorate limited to Primary Education. The Ministry of Education does not agree with this recommendation which was commended to the Assessment Team by the Provincial Departments of Education. The Ministry prefers, instead, the decentralization of authority to Divisional and District offices. The problem is recognized; the proposed solutions differ. Study might reveal that both measures are needed.

r. Freedom From Underfunding

Perhaps the most important recommendation of all, implicit in all that has been said up to now, and in fact a condition precedent to making possible the addressing of any of recommendations a. through s., is the recommendation that the Government of Pakistan substantially increase its actual funding of primary education to a level commensurate with the needs that have long been recognized. Primary education's needs have been well defined in the nation's own Five-Year Plans and Annual Development Programs for at least the past 15 years and adequate provision for meeting them has been projected in these plans' and programs' formulations. However, as pointed out earlier and elaborated upon in detail in Chapter III of Part II, actual fiscal performance on behalf of Primary Education has consistently fallen far short of the goals and targets so formulated, and thus has also fallen far short of need. Chronic fiscal malnutrition and the under-employment of an impressive professional human resources base of trained educationists has been the primary education system's unfortunate lot for so long that to continue its underfunding, most observors agree, will rapidly heighten the threat that already exists that the country's weakening primary and middle school base will further weaken and could eventually throttle its national development program.

s. Research and Experimentation

Pakistan education needs both more accurate, reliable data in the standard areas; it needs baseline data not available in any form at present; and it needs to make scientific inquiry into the root causes of its more serious problems. Some of the areas of research and experimentation most relevant to today's needs include:

- Means for promoting female attendance;
- Rural family incomes and primary school costs;
- Causes of the high drop-out rate;
- Causes of non-attendance;
- Evaluation of the mosque school experiment; and
- Studies related to the drop-in school concept, involving the experience of other countries with similar programs.

3. Prioritizing the Recommendations

It would be difficult to place in single-file rank order of priority the 18 specific recommendations made above. Once the recommendation to end underfunding, however, has been clearly placed in priority position number one, the specific recommendations can be grouped in clusters of like recommendations pertaining to a like problem or family of problems and correspondingly into courses of action to solve or alleviate these problems. These clusters can then be given an order of priority. Thus, there are seen to be eight "clusters" of recommendations. They are arranged below into three tiers of priority: Highest, Higher and High. Within each tier, the priority is equal.

Highest: The Teacher Improvement Cluster
The Schools Expansion and Physical Improvement Cluster
The Non-Formal Education Cluster

Higher: The Supervision, Planning and Management Cluster
The Curricula Improvement Cluster
The Private Schools Support Cluster

High: The Student Incentives Cluster
The Research and Experimentation Cluster

Following is a more graphic presentation of the action recommendations, their cluster groupings, and the suggested priorities.

Program Cluster	Action Recommendations	Priority
Teacher Improvement	a. Primary Teacher Training	Highest
	b. Primary Teacher Selection	Highest
	c. Primary Teacher Pay	Highest
	d. Teachers' Housing	Highest
	e. Teacher-Pupil Rates	Highest
	r. Adequate Funding therefor	Highest
Schools' Physical Expansion and Improvement	g. Buildings Facilities Standards	Highest
	h. Expansion Key School Categories	Highest
	1. Schools for Girls	Highest
	2. Technical Middle Schools	Highest
	3. 6-Year "Technical" Primary Schools	Highest
	4. Union Council Level Model Schools	Highest
	l. Mosque Schools	Highest
	r. Adequate Funding therefor	Highest
Non Formal Education	m. Drop-in Schools	Highest
	n. Non-Formal Education Programs Development	Highest
	r. Adequate Funding therefor	Highest
Supervision, Planning and Management	i. Supervision	Higher
	j. Administration and Management	Higher
	q. Directors of Primary Education	Higher
	r. Adequate Funding therefor	Higher
Curricula Improvement	f. Curricula Reform	Higher
	r. Adequate Funding therefor	Higher
Private Schools Development	k. Private Schools Development Program	Higher
	r. Adequate Funding therefor	Higher
Student Incentives	o. Scholarships and Stipends	Higher
	p. School Lunch Program	High
	r. Adequate Funding therefor	High
Research and Experimentation	s. Research and Experimentation Topics	High
	r. Adequate Funding therefor	High

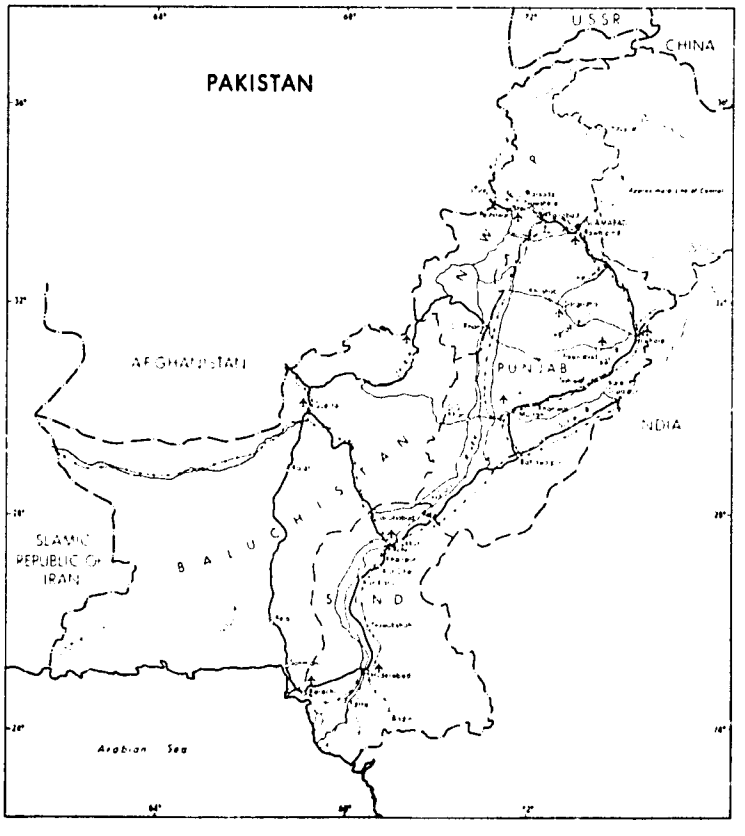
4. Activating the Recommendations

Chapter VII of Part II presents "A Suggested Illustrative Action Program" suggesting how a particular, illustrative configuration of specific action projects could activate the above recommendations.

E. NATIONAL EDUCATION COUNCIL REPORT on PRIMARY EDUCATION IN PAKISTAN

In late May of this year, the newly reactivated National Education Council presented to the Minister of Education a special report on "Primary Education Improvement: Desired Measures." This Council had been created in 1969 to advise the government on educational policies and was deeply involved in the formulation of the national educational policy promulgated in September 1972. The Council, however, has been relatively inactive for some years. It was reconstituted in early 1986 and the Report on Primary Education has been its first project. The findings and recommendations of this excellent report are impressive and persuasive, not because they are consistent with this Assessment Team's similar findings, but because their data fully support their recommendations. It is strongly recommended that the Government of Pakistan accord full weight to the observations and recommendations of its own National Education Council.

PRIMARY EDUCATION IN PAKISTAN



PART II

THE ANALYSIS

PART II.

THE ANALYSIS

Prepared for:

USAID/Pakistan and
the Government of Pakistan

by:

DEVELOPMENT ASSOCIATES, Inc.
2924 Columbia Pike
Arlington, VA 22204
(703) 979-0100

Robert E. Culbertson
E. Clayton Seeley
Earl Jones
Eliodoro G. Robles
Charles Benson
Stephen McLaughlin
Joseph Alessandro

July 1986

PART II.

THE ANALYSIS

CHAPTER I.

INTRODUCTION

The US Agency for International Development carried out important early primary education projects with the Government of Pakistan. Other nations and the international agencies also assisted education in the years following independence. In 1972, Pakistan nationalized many private and parastatal schools and much of the external assistance ceased or was greatly curtailed. In 1979 The World Bank entered into a primary education project agreement with Pakistan, which continues.

Pakistan announced renewed concern for primary education in its Sixth Five Year Plan, scheduled to begin in 1983, and requested financial assistance from several agencies including USAID/Pakistan.

A USAID preliminary study was conducted in 1984, followed by an overall assessment in 1985. During this stage the Government of Pakistan requested that adult literacy programs be added to the study. Some of the nationalized schools were returned to their former owners beginning in 1974; that process still continues, but many are still held by government agencies.

One small effort (5 schools and adjacent teacher quarters) was begun by USAID in North West Frontier Province (NWFP) under the Tribal Areas Development Project. A few schools are also being constructed in the Gadoon-Amazai region under the North West Frontier Area Development Project. The present Primary Education Assessment was begun in March 1986 by Development Associates under contract to USAID/Pakistan, and in conjunction with the Government of Pakistan, to further the documentation of needs in the primary education sector.

A. BACKGROUND

The Islamic Republic of Pakistan, with 310,527 square miles of area, is located in South Central Asia. It is bounded by the Arabian Sea, Iran, Afghanistan, USSR, China, and India. The land slopes gently up from the Arabian Sea, northward across the Indus River Plain, but the country also contains substantial extensions of highly eroded plateau regions, dry hills, and high mountainous areas in the north. Irrigation from rivers and wells makes profitable crops possible on the Indus Plain and in many other smaller areas. Livestock production occupies an important economic role. Industry is growing in and around major cities, and to a lesser extent elsewhere.

The nation is federal, composed of four provinces with considerable local authority: Punjab, Sind, Baluchistan, and North West Frontier. Additionally, there are five federally administered territories: Gilgit, Hunza, Khrunjerab, Baltistan, and Diamer (formerly Chilas). Frontier regions along the eastern, northern,

MAP OF PAKISTAN

(with sample case study districts and areas)

43

and western borders are governed separately because of defense needs. Further, Azad Jammu Kashmir (Liberated Jammu Kashmir), with its own governing officials, is a disputed area with India, but acts in many regards in concert with Pakistan.

1. The People

The 1981 census resulted in a population of 84.3 million and the present Government estimate for 1984 was 97.7. With a stated growth rate of 3.1%, the population will reach 150 million by 2001. The infant mortality rate is dropping, considered at about 124/1000, and life expectancy had risen to 51 years by 1979, and has certainly increased since that time.

Muslims make up 96.7% of the population with the remaining divided among Christians, Hindus, Parsees, and Sikhs. The major language groups in order of population are Panjabi, Pashtu, Sindhi, Saraiki, Urdu, and Baluchi, but other languages are also found. The national language is Urdu, almost always a second language, and English is commonly spoken. (The Ministry of Education recently stated: "Urdu is spoken as a second language by the vast majority of the population.")

The work force is predominantly in agriculture, 72%, with the remaining in services and industry. Rural to urban migration is high but has not increased as rapidly as in most Asian countries.

Pakistan is governed as a Republic headed by a President, a Prime Minister, and other Cabinet Ministers. A National Assembly and Senate make up the legislature. Each of the four provinces also has its own legislature and elected officials, but a federally appointed governor is the chief administrator. The territories and tribal areas have federally appointed administrators but their local councils have substantial powers.

2. Macroeconomic Picture

The FY 1986 USAID Country Development Strategy Statement, completed in January 1984, found favorable growth rates for most sectors beginning in 1980. When contrasted with earlier calculations, those of 1969-1974, the improvement was substantial.

Table I.1: Comparison of 1969-1974 and 1982-1983 Growth Rates by Sector

Sector	69-74	82-83
Agriculture	1.5	4.6
Industry/mining	4.1	8.2
Construction/electricity/gas	6.4	5.5
Trade/transport	5.1	8.3
Public administration/defense	9.4	0.2
Other services	5.6	5.6
GDP factor cost	4.1	5.8
Indirect taxes less subsidies	-4.3	16.1
GDP at market prices	3.4	6.8

Several conflicting factors have been at work since that time and the final 1985 growth rates are not yet available, although some government predictions and estimates from partial data have been published.

The major points from last year, in comparison with predictions for 1986, were outlined in an April 17, 1986, article in Dawn:

> The overall economic growth rate for the current year is expected to be 6.9 as compared to 8.7% last year. Agriculture...is expected to record...4.9%...while manufacturing...will be...8.8%. The GNP will be about 7.1% as against 7.7% last year. Private sector investment is estimated to increase at 22% while the public sector investment is at 19%. Shortfalls are predicted in industry (other than manufacturing) and transportation...Tax revenues were officially stated to decline.
>
> Domestic credit expansion has been set at 7.4%...almost all of that from the private sector. The rate of monetary expansion has been set at 10.2%...the earlier predictions were zero, the increase arising from borrowing for budgetary support and commodities operations. The current account deficit is expected to come down to 1.1 billion dollars as against 1.6 last year.
>
> On the capital account, an overall surplus of 600 million dollars is expected but even after obligations to IMF are made, a reserve of $400 million is anticipated. Exports are said to increase, with manufactured clothing accounting for much of that; increased production of cotton and wheat will help. Import costs are predicted to drop 2.3%, mainly due to lower prices for edible oils and petroleum.

That article also cited Government predictions of an increase from overseas remittances but the Pakistan & Gulf Economist cited declines because of the MidEast crises.

Some independent reviews (e.g., Sultan Ahmed, Dawn, April 17,) presented a less optimistic picture than that presented by the Government, principally discussing increases in Government operations costs and debt servicing. Too, some note that the population increases are consistently consuming more agricultural products, lessening the impact of record rice and wheat crops. Even these critics, however, agree that the Pakistani economic growth rate was favorable last year, will be this year, and is likely to continue for some time, albeit at somewhat lower levels than in the surge during the first four years of this decade.

The official 1980 per capita income, based on GNP, was $280; the 1984 amount was $287, and a Ministry of Finance report in June 1986 estimated it at $292 on partial data for 1985-1986. Calculating per capita income from IMF predictions on population and GNP would give $308 before adjusting for subsidies and changes payments on external debts. Whatever the final determination, it is clear that the Pakistani economy is growing steadily.

Income is unevenly distributed among the population. Farmers in the dry areas are said to average about $50 per year while those on Indus irrigated land may

average as much as $450. Primary teacher salaries fall in the $450-500 range. Low level service personnel receive a quarter of that amount; skilled labor, particularly in cities, earns $1,000 to $1,500 per year.

Articles in The Pakistan Times summarized on May 28, 1986, a report of the economic advisors to the Ministry of Finance, listed optimistic figures for the period June 1, 1985 to March 1986. It listed GDP at 7.5%, agricultural growth at 6.5%, and manufacturing growth at 8.2%. The per capita income was tentatively set at $390* (using Rs 15 average exchange across the year, this would be Rs 5,850). Inflation was stated at 3%, compared to 4.6 for the same period last year. Government expenditures increased from 25% of GDP to 25.4%.

B. DEVELOPMENT PROGRAM THRUSTS

The Sixth Five Year Plan, both in its budget and policy statements, emphasizes what the Prime Minister terms an "Islamic social welfare" program. Revenues were forecast to increase and the first three years bore this out although the increases did not appear to be as large as anticipated. To provide for the augmented social programs, defense and other general government expenditures were set for minimal increases during the period. More money was allotted for the development of industry, communications, electricity, and science, but these were moderate. Similarly, higher education, except for science and technology, was granted relatively minor budget raises.

The sectors for which substantial increases were provided were agriculture, rural infrastructure (especially irrigation and roads), health, social welfare, job development in both urban and rural areas, and primary and literacy education. While none of these has yet reached the level of spending anticipated, much of the planning has been completed and some projects are already underway. The Baluchistan Development Scheme, Hyderabad Development Scheme, and others are now gearing up for implementation. Some of the schemes are comprehensive. For example, the South Waziristan Development program (part of a tribal areas scheme) is comprised of roads, electrification, tube wells for irrigation, agricultural methods, some general infrastructure, and some rural schools and teacher residences. The provision of drinking water and sanitary facilities will be included in the developing areas.

Some skepticism has been expressed by writers in the press about the Government's ability to "hold the line" on general spending, increase revenues, and furnish the large amounts needed for the described uplift efforts. Pressures are mounting to make adjustments in many sectors, notably salaries and pensions. Recent teacher, telecommunications, medical, and railway strikes are indications of dissatisfaction. Any large scale move to redress these grievances could seriously hinder government efforts to finance its development thrusts during the next two years of the present plan period.

On the other hand, some bright prospects within the economy may make it possible to at least approach the needed public investment. Overseas remittances have not shown the declines some predicted. The wheat, rice, and cotton crops were favored by excellent weather and exports of them appear to be moving ahead well.

*Most recent World Bank reports also cite $390 GNP per capita.

Manufactured clothing continues its rapid rise in exports and revenue earnings. Revamping some fees that were too low, pressing for tax collections, and reducing corruption would also assist and the Government has announced measures to effect these. Shortfalls will no doubt occur in some sectors, forcing a slow down in some development investment categories. Indeed, there is already evidence of this in the first three years. (See Chapter III.) Even with these, the new thrusts are contemplated to receive greater funding than in the past.

C. EDUCATION IN PAKISTAN

Pakistan is reported to have the lowest literacy rate in Asia; quotations are from 15% to 29% but 26% is one of the most frequently cited. (The World Bank stated 24%.) It is commonly said also that the literacy rate has dropped some 2% during the last 20 years because the birth rate was greater than the increased enrollment in primary schools. It is this condition that has prompted the present Government to allocate higher sums of money to primary and literacy education. Indeed, the Government of Pakistan has set an official goal of reaching 50% literacy by 1990.

That goal is admirable but will require a gigantic effort. Current reports estimate primary enrollment at under 50% and since many students do not remain in school long enough to become literate, even the maintenance of the present rate is a considerable challenge. (The details of the programs and the investments are treated in the chapters that follow.) To demonstrate the enormity of the task, Table I.2 compares the number of Pakistani children eligible for the first eight grades and the numbers reported as enrolled.

Table I.2: Numbers of Children by Single Ages in the Primary and Middle Schools, Provincial Enrollments and Percent of the Cohort Population, and Ministry of Education Enrollments and Percent, for 1984-5 (excluding the federal territories and refugees)*

Age in 84-85	Census Cohorts	Province Documents	% of Group	Ministry Documents	% of Group
5	1,689,353	1,893,280	112	2,708,814	160
6	2,820,073	1,153,596	41	1,535,573	54
7	2,770,302	939,682	34	1,229,401	44
8	2,912,063	795,865	27	1,007,882	35
9	2,843,421	667,057	23	906,534	32
Primary	13,035,212	5,449,480	42	7,388,204	57
10	3,094,741	461,352	15	723,312	23
11	2,326,874	378,650	16	586,010	23
12	3,211,900	315,844	10	495,561	15
Middle	8,633,515	1,155,846	13	1,804,883	21

* Excluded from census cohorts and enrollments

The present assessment used only those numbers for enrollment that were provided by the provinces and other areas; it made no attempt to estimate enrollments in private schools, for example, that had not been furnished. Ministry of Education enrollment numbers, however, included estimates from its study base, thus the latter are higher. (See possible adjustments from the case studies statistics in Chapter I, Part III.)

The more than 100% in both enrollment figures is not real in relation to the census cohort group. Some underage children are present in the first grade rooms and are counted in some districts, some over age children are present, and some transfers result in duplication. The exact percentage of the five year old age group is not known but is certainly less than 100% since in many areas there are no schools, and in others, there is none for girls.

While the general numbers of enrollment in primary schools and middle schools are sufficiently alarming, those for the education of girls are far worse, especially in the rural areas. Baluchistan Province reports about 2% of the rural girls in schools. While the other provinces have higher proportions, rural enrollment for girls probably does not exceed 7%. The reality is that for the vast majority of girls, the present school is overcrowded or there is no school for them at all. This is a serious enough problem in its own right but when a 50% literacy rate is sought for the entire population, the task can be seen as extraordinarily difficult.

D. SCHOOL SYSTEMS IN PAKISTAN

Just as in the United States, there is no national system of education in Pakistan. Unlike the US, the federal Ministry of Education, under the direction of the Presidency and the Legislature, establishes guidelines on basic curriculum, sets a wage scale for teachers and other personnel, supplies some of the monies for the construction of educational facilities, and in some cases pays a part of the recurring costs. Additionally, there are both federal and parastatal schools whose entire operation is financed through federal ministries.

The provinces have departments of education and these, together with the other provincial offices, make final determinations on curriculum, the appointment and promotion of school personnel, and through revenues, furnish the funds for most recurring costs. The provincial departments have varying supervisory duties with the private, federal, and parastatal schools operating in their areas -- ranging from none at all to regular inspection visits, depending on the province and on the system in question. As a generality, their work load with their own schools allows no more than cursory visits to the schools of the other entities, if at all.

1. Provincial Schools

The schools run by the four provincial governments account for the vast majority of students enrolled. While national statistics do not break the enrollments down by the source of control, in the Punjab, for example, 84% is in provincially controlled institutions. Further, in the rural areas and small towns, the provincial facilities accommodate almost all the students. The proportions controlled by their provincial departments are said to be somewhat

less in Sind and the NWFP but even there, the estimate is at least 75%. Baluchistan is considered even higher than Punjab since there the department of education also manages the schools in the tribal areas.

2. Municipal Corporations and Committees

There are 12 municipal corporations and 118 municipal committees in the country. The corporations are in the larger cities and are headed by an elected mayor and a council. In the secondary cities, the government is via an elected council. All but one of the corporations have schools; they finance and manage the education almost entirely without federal or provincial assistance. Only about one half of the municipal committees operate schools; most of those that do, operate and supervise them from their own resources and personnel. Both entities obtain their educational operating funds primarily from local taxation; some small supplementary monies come from school fees.

The largest of the corporations, Karachi, has 505 schools (with double and triple shifts in 240 buildings) and enrolls more than 109,000 students. The other corporations and committees in Sind Province account for another 50,000 students.

Corporations and committees are also an important part of the educational offerings in the Punjab; its largest corporation, Lahore, has 92,800 students. All the Punjab corporations and committees together enrolled 494,738 students in 1984-1985. NWFP has only one corporation and that, combined with several municipal committees, enroll about 85,000 students. In Baluchistan, Quetta has a responsibility for education and while it has only one school, that is a girls college with about 3,000 students, a very important addition to the city's education.

The estimate for the nation's corporation and committee schools (excluding town councils and others termed local government) enroll nearly one million students, approximately 70% in primary and middle grades. Although the conditions are described in detail in Part III, the case study survey, it is vital to note here that as a generality, these are very overcrowded and getting more so every year. The revenues of the corporations and committees are severely limited and since they receive nearly no provincial or federal assistance, face emergency situations now and in the future.

3. Local Government/Town Councils

While only 54 of these with schools were positively identified, again, the lack of any central organization or reporting mechanism makes estimating their contribution to education tenuous; there may be many more. Two factors have combined to keep these in educational finance and management:

- There were (and are) pressures from parents to construct and operate schools because the provincial system was insufficient or inadequate;
- Many small missionary and other private schools, during nationalization, were taken over by these bodies and, for the most part, are still controlled by local governments.

These are almost entirely primary and middle schools, and perhaps enroll as many as 100,000 students. Local taxes, donations, and fees furnish the funds; supervision varies from local council members to appointed principals and headmasters. Some of these are operated by Muslim groups, with both supervision and some funds from religious contributions. The schools are facing intense pressure to increase their enrollments and many reported severe financial straits.

4. The Federal Government and Parastatal Systems

During British times, the military and several other governmental bodies operated schools for the officers' and employees' children. The tradition continued into independent Pakistan and is still in effect today. Further, with the low investment in provincial and corporation education, the officials in other government entities, dissatisfied with the scarcity and quality of the schools, constructed and operated their own. Some of both categories were "nationalized," but in reality, the control usually was shifted from one ministry or institution to another.

Previous studies of education in Pakistan, and the orientation for the present assessment, called attention to only a few of these systems. Their discovery and sampling, then, became an additional and arduous task that was not fully accomplished within the limited time frame for the study. The present listing, therefore, is provisional.

Federal Government Educational Institutions: These schools, with a total enrollment of about 115,000 students, are those that formerly were under the control of the Cantonment Board. The administrative body was to have been civil but the Army obtained control and intended to call them the Cantonment and Garrison Schools. The headquarters is within the cantonment in Rawalpindi but the schools are located all over Pakistan where there are Army installations. The students are children of Army personnel, civilian employees, and more recently, a quota system was instituted that brought in the children of local residents, especially the poor. Many of the buildings are British built and these are well maintained and in generally better condition than provincial schools. A uniform curriculum is maintained throughout the system so that when Army personnel are transferred, their children do not suffer. The Cantonment Board is currently negotiating to have control transferred back to their jurisdiction. The budget is within that of the federal Ministry of Education.

Islamabad Federal Area: This system operates schools both in the city of Islamabad and in the villages within the Federal Area. The system is comprised of 268 primary, middle, and secondary institutions. The pertinent enrollment for this study is 4,602 preschool (Junior I), 44,015 primary, and 13,017 middle pupils. A special federal office manages the schools with a chief education officer and both male and female supervisors. Despite the rapid construction of schools during Islamabad's existence, most of the city schools are seriously overcrowded and even under those conditions, some parents are unable to find places for their children. As would be expected with new construction, the physical plants are in quite good condition and appear to enjoy reasonably effective maintenance.

Federally Administered Tribal Areas: Because of the internal autonomy of the tribal areas in NWFP (the Baluchistan tribal area schools are operated by the Province), a separate administration, usually abbreviated to FATA, operates the government schools in the agencies and funds them almost entirely (some contributions are made by the tribes and the land is always donated by the local authorities). A special office under the Home Secretary of NWFP administers the program and has its own supervisors.

Except for a few, the schools have been installed within the last twenty years and consist mostly of boys schools. FATA is trying to build primary schools in each village, then use area middle and high schools, but many villages and areas still lack buildings. USAID is helping through school and teacher quarter construction in some sites in its designated development areas. A far greater problem in providing full education opportunities to tribal youth is the teacher situation. Despite enormous progress in the provision of schools and increased enrollments, there are still not enough tribal member teachers and many outsiders find it difficult to live in the tribal areas. The situation is more serious for girls. There are few girls middle schools and fewer secondary schools. The tribal members report that they want schools for their daughters but that outside women will not reside in the villages. The combination is a vicious circle that has not been adequately addressed.

All of the FATA schools visited were of relatively simple but adequate construction and all of them demonstrated careful attention to maintenance; indeed, as a group they were the best maintained of any system except that of private institutions. Not all of them possess satisfactory drinking water and sanitary facilities but special efforts are being made to resolve these difficulties.

While all of the outside teachers hold the appropriate teaching certificate, many of the tribal teachers do not since the urgency of the situation has caused recruitment of some with less than teacher college education. FATA conducts summer programs to help these teachers gain their education and their certificates, and substantial progress is in evidence for male teachers; females, sometimes recruited after eighth grade, require a great deal more training.

A scheme of housing teachers in a more settled area, then transporting them daily to the villages, appears to be giving good results in the few places where the experiment is being conducted.

Tribal Areas Scout Schools: These institutions in NWFP tribal agencies, are separated from the regular FATA schools for two reasons: they are intended to provide the basic education for those likely to become Scouts, and because a high proportion of the costs is donated by the tribal leaders (70% in South Waziristan last year for the schools at Wana and Tank). The schools are under FATA supervision and that organization pays the costs not covered by the donations. The schools are solidly constructed and well maintained, and most of the teachers are certified, including many who are tribal members.

Frontier Regions: These are specially designed defense needs areas on the borders in Baluchistan and NWFP. In both, some educational opportunity is furnished by the contonment schools in military installations. In other parts of these regions, however, education is provided by FATA in NWFP, and is managed via the same mechanism as tribal areas. They have insufficient boys schools and a serious lack of girls schools. Many of these regions are in steep mountain areas with scant population and severe transportation problems. Furnishing education, then, is expensive since the village enrollments are often low and parents will not send their children long distances to school even when transportation is available. Transporting teachers is also being tried in the Frontier Regions. Minority languages are also reported as a stumbling block to improved education since even within a few miles, from one valley to another, the language may change. Differences among the groups also complicate the situation; sometimes they don't want their children to go to school with those of other groups. A great deal remains to be accomplished within these regions if universal primary education is to be attained.

Cadet Colleges*: These institutions, mostly begun under the British government, are located throughout the nation. The original function was to prepare the boys who would become officers in the military services but that has been expanded to include those apt for several government services. The colleges are maintained by a separate Board of Governors and are funded through the Ministry of Defence. Their total enrollment was not ascertained. An important aspect of the colleges is that when local government officials identify intelligent boys in backward and other rural areas, they may receive scholarships and thereby further their education and entry into professional life.

Defence Authority: This federal agency has schools in several defense locations. The schools are managed by a local Section in Charge within the Defence Authority and are affiliated with the Federal Board of Secondary and Intermediate Education in Islamabad. The school included in the survey was in excellent condition, well staffed; both promotions and passes on examinations were reported above 90%.

Pakistan Navy: The Navy has established a few schools along the Arabian Sea for the children of their personnel and civilian employees. They are funded and managed by Navy personnel although the teachers are all civilian. Permission to visit one of these was not granted in the allotted time for the study but it is said that they have good buildings and teachers, and that the quality of education is high.

Pakistan Air Force: Located in several parts of Pakistan, these are operated and administered by the Air Force with civilian teachers. Air Force personnel and employees' children attend. The one included as a case study was in good physical condition, the teachers were all certified and with university training, and the teachers reported that the children perform excellently on the school and national examinations.

---

*Middle, secondary, intermediate, high schools, and colleges usually also include the primary grades in Pakistan. See Chapter V for the inclusions.

Pakistan Customs Service: These are located near the major customs houses and cater primarily to the employees of the service. None was surveyed, but secondary information proclaimed them as very good institutions. They are funded through the Customs Service budget.

Pakistan Railways: When the British built the railways in Pakistan, they also constructed housing for the employees and provided schools for the children. During nationalization, 39 of these were taken from the system but Railways still has some voice in the administration of those taken by municipal corporations and provinces since most of the students are still from their employees' families. In 1986, the system operated 3 boys, 4 girls, and 2 mixed schools with a total primary enrollment of 4,864 primary and 3,609 middle, as well as specialized levels of education. An important note is that 70% of the students is female, the only system with more girls than boys. Although the buildings are old, those observed are well maintained, the teaching staff is well qualified, and the reported test performance is excellent. Overcrowding is evident in most of the schools since the employees were reported to prefer the schools directly operated by Railways.

Pakistan International Airline: A more recent addition to the school systems is that operated by PIA. As with others, they were installed to provide quality education for the employees since the overcrowding and deteriorating physical plants of many of the schools where they have offices and service centers were inadequate to their children's needs. The schools are mostly new and are reported in good condition with excellent teaching staffs.

Universities: All of the universities that teach primary education, and some that do not, operate one or more primary or primary-middle schools. In some, they provide schooling for the faculties and employees, but others mostly enroll local students. All are utilized for practice teaching. They are on or near the university campuses, have separate faculties, and the costs are met through university budgets and fees. Those contacted had an enrollment of about 3,000 students, all were coeducational, and most teachers were women. At least two teacher colleges also have primary schools; they reported mixed province-college funding.

Government and Other Parastatal Institutions: There are also many state and parastatal organizations that operate schools. Generally, these are termed model schools and function, in the words of two of them, both to demonstrate that quality education can be provided and to furnish schooling for their employees or a target area. Social Welfare (Ministry of Health, Special Education, and Welfare and the provincial departments), the local offices of the Ministry of Labour (mostly vocational programs including basic education), and a number of smaller parastatal and semi-government institutions are among these.

The Comprehensive Training Academy, as an example, is a new institution begun with federal assistance but that operates primarily on its own earnings. It has recently opened a primary-middle school in the industrial area of Islamabad. The school is entitled a model school and is operated to furnish quality education for federal and industrial employees' children, especially those whose land was purchased for the capital area and who are in low skills

jobs. Thus, it is a part of the uplift program designed for these villagers and their families. Funding comes from fees from those that can afford them, and from the Academy's budget. It also conducts many literacy programs in various sites in the federal area, reported to have about 3,000 adults enrolled.

Social Welfare, in addition to its regular vocational programs, runs several ladies' industrial homes in urban areas, has nursery schools in many sites, and in a few, offers primary education. It carries out vocational programs for workers and the unemployed. In two of the sample programs in the case studies, the Social Welfare program was operated in conjunction with the All Pakistan Women's Association, a private organization. In both these instances, the Social Welfare operation was principally from provincial funds with some federal assistance. (Many other agencies offer literacy classes; see Chapter VI.)

The Civil Aviation Authority builds schools that are sometimes operated by a province (Baluchistan) and sometimes via its own resources. The surveyed school was new and well staffed.

Special Education: The national Ministry of Health, Special Education, and Social Welfare has relatively recently entered the field of providing education to handicapped children. It directly runs programs for the deaf, blind, and otherwise physically handicapped, and for the mentally retarded. A few orphanages also come under its jurisdiction. These include primary education.

5. Private Non-Profit Schools

There are three important subsets of these -- Muslim, Christian (mostly Catholic), and those operated by boards or committees purely for educational uplift of the population. Most of them charge fees, ranging from very low in the Muslim schools to very high in most of the board institutions. In addition to these three groups, other organizations offer non-profit education: the All Pakistan Women's Association, foreign governments, foundations (notably the Aga Khan Foundation), and some other philanthropic institutions. The individual schools within these groups vary so widely that they almost beg description, but some common characteristics are found.

Many, but not all, of the private non-profit schools were nationalized in 1972. Some have already been returned and provincial and federal officials are urging the groups to again take control of others. Some of the buildings were seriously damaged through abuse or lack of maintenance, thus the organizations resist the return of some without adequate compensation.

Private schools are supposed to register with the provincial governments but many do not. No one knows how many there are nor do they know much about the quality of education imparted. Punjab has made a serious effort to register them and obtain statistics on teachers and students. The Bureau of Education reported 427 private schools in the province in 1984 with 83,174 primary students and 49,993 middle school enrollees. They candidly admitted, however, those numbers were far fewer than in existence. The Karachi Region of Sind Province lists 748 private schools. They had no counts of students but it might be as many as 100,000. Again, they knew that even the number of schools registered was out of date. While some of these are private non-profit or

claim that status, others are run principally as businesses. "Educated guesses" about private non-profit enrollments in the country place it at about 350,000 but since no adequate separation has been made between non and for profit, the number may be greater or smaller.

Christian Schools: The vast majority of these is Catholic, run by the parishes, dioceses, or orders of nuns, priests, or brothers. They are mostly in the larger cities but some smaller ones also have this source of instruction. The intended clients of the schools determine the language medium (all emphasize English, but not all teach in it). The fees charged to supplement church funding, and the level of instruction, vary widely. Some aim for the poor, especially the sweeper colonies, and charge nearly nothing. Others are to furnish schooling for the children of middle and upper classes and charge accordingly. Still others are to supplement the inadequate schools for girls and take in students from many economic levels. Most try to keep classroom loads at a level that will enable quality education but with the serious problem in government schools, the Catholic schools are being pressured to take more and more students, which in their judgment, is lessening quality. With the memory of nationalization still fresh, they find it difficult to resist official pressures.

There are some (number unknown) Protestant schools in existence; Seventh Day Adventist and Episcopalian were identified and one Church of Scotland was reported. None of these was available for interview.

Muslim Schools: The largest group of private non-profit schools is that operated by the several Muslim groups. They consist of two principal types -- Madresa and Hadis (or Maktab). These fund their education programs from donations to the Mosques, a few receive assistance from the provinces. Almost all the Hadis are simply constructed with few amenities for imparting education. In some, the Imam and volunteers are the teachers. Almost all of these are for boys. At one time they functioned only to teach Arabic, the Quran, and the life of the Prophet but they now teach reading, writing, and arithmetic, in fact, usually a full primary curriculum.

Most Madresa were originally intended to prepare Imams and so have better buildings, equipment, libraries, and hostels. Indeed, some have progressed to full college status with an excellent curriculum. At least one, in Lahore, has recently added teacher education since so many Imams today help administer and teach in mosque schools. Still another indication of fundamental change is that the Madresa in Gujranwala is adding a full college for girls, one of the first in the nation.

Private Board Schools: Most of these are old schools begun in British times and associated with Cambridge, Oxford, or one of the other English colleges. They are called public although they are private. The ones that properly belong in this category are the non-profits, governed by a board, designed to provide very high quality education. (Care must be taken with the term "public" and some alleged association with British colleges since many private schools for profit are using these terms.) The oldest and highest regarded of these schools in Pakistan is Aitchison College in Lahore, set up first as a chiefs college 100 years ago. It is financed by high fees and by contributions from the "old boys." There are also a good many others similar to it but with less prestige.

The Aga Khan Foundation has schools in many Muslim countries, including Pakistan. Prince Aga Khan left a sizeable fortune in investments to fund schools and hospitals, and dedicated Ismaeli Muslims have since added substantial sums to the original fund.

Although built to educate Ismaeli children, they admit students of any creed. The buildings, furniture, curricula, and teachers are excellent. Most of the schools are in Sind and NWFP but there are others.

Additionally, there are other foundations, associations, factory owners and businessmen that have founded schools. Little is known about them since they represent only themselves and have no central organization or reporting system. They vary considerably but are still among the better schools in the country.

Foreign governments, usually through their embassies or consulates, also have schools in the nation. The American school is one of these. They are not registered as part of the Pakistani system but many of the students are Pakistani. They charge fees but are also usually subsidized to some degree by home governments.

Prior to nationalization of their facilities, the All Pakistan Women's Association was a major force in education for girls. Only a few schools are now run by them. To continue effective work with their contributions and volunteers, that organization, abbreviated to APWA, is concentrating its efforts on literacy and skills programs. It operates some on its own, some in association with Literacy And Mass Education Commission (LAMEC), and as joint efforts with Social Welfare, the Ministry of Labour, factories, municipal corporations, and the provinces.

Education for the Handicapped: As noted previously, the Ministry of Health, Special Education, and Social Welfare operates several specialized schools for the handicapped in Pakistan. Private non-profit institutions also work in this field; they depend mostly on donations, some from outside Pakistan, for their operating funds. The Gujranwala school for the blind and deaf, for example, receives money from the Catholic Church, the Government of the Netherlands, and local donations.

Orphanages are operated by several religious organizations, associations, and by provincial and local governments. Social Welfare has several.

6. Private for Profit

The majority of the private schools in Pakistan falls into this category. They vary from the very costly Beacon House type to simple operations in a room or rooms in a home. The quality varies widely but the public often sees them as offering better education and makes sacrifices to enter their children. The number of these schools and their students is unknown except for the indications given earlier. Too, they spring up every day, thus even just registering them is an impossible task under the present regulations. Estimates on their enrollments range from half to a million. Since the government is encouraging private entry into education, and has imposed nearly no regulations on them, some educators see future problems that will be

difficult to resolve. With the present plight of government education, however, and the enormity of the needs, the private for profit schools have a role in Pakistan.

7. United Nations Refugee Schools

Although not a part of the Pakistani educational institutions, there are large numbers of children educated by the United Nations High Commission for Refugees (UNHCR). During their five years of operation, this system has grown to the point that it runs 667 schools (most in NWFP but some in Baluchistan and a few in Punjab) with about 85,000 primary and middle school students. Most teachers are Afghanis but many Pakistanis are also employed in the work.

The program begins by conducting school in tents, then plans to progress to adobe structures, and when sufficient students and community assistance exist, construct block wall buildings. The UN provides the texts, all materials and supplies, and pays the salaries. Through other parts of its program, it furnishes health services, clothing, and food.

So far, secondary, intermediate, and university students are accommodated in the Pakistani institutions. UNHCR provides scholarships when fees are involved, but in many cases the provincial and tribal area schools admit them without extra charges.

E. THE PRIMARY EDUCATION ASSESSMENT PROCEDURES

USAID/Pakistan, in conjunction with the Government of Pakistan, set up the present assessment to more fully describe and clarify the several aspects of education in the country, and make recommendations for what could be done to remedy the problems. A Development Associates team of seven professionals from the United States working in close contact with Pakistani federal, provincial, and other officials, followed a regularized set of procedures and methodologies to effect the assessment:

- The analysis of existing documentation -- studies, policy statements, and statistical data;
- Indepth interviews with federal, provincial, regional, divisional, subdivisional, tehsil, and school officials, coupled with visits to many schools;
- A set of case studies of 220 schools and literacy programs and their catchment area populations: headmasters, headmistresses, principals, teachers, parents, community leaders, youth, and on site observations.

The present report (Part II) with its annexes (Part IV), and a separate volume on the case studies (Part III), are the results of that exhaustive three month study. Part I summarizes the information from the other three and recommends possible action to resolve some of the problems.

1. Document Analysis

The recent studies and assessments on primary and middle school education in Pakistan, and a few on literacy programs, were provided and studied carefully. A few theses and dissertations, both from Pakistani and foreign universities, were aquired where possible. Reviews of pertinent professor and student studies from the Institute for Educational Research, University of the Punjab, and others from departments of education, sociology, and social work in four universities were reviewed.

Government of Pakistan, USAID, World Bank, and Asian Development Bank studies and reports were included in the analyses. Vital to this part of the work, too, were the many statistical reports prepared by the four provinces, FATA, the National Education Council, and other official agencies, and by subordinate entities under them. These were not limited to education but included planning and development agencies, finance, and the National Economic Council. Data from these were synthesized according to the needs of the scope of work questions posed for the assessment. (See the Bibliography in Part IV.)

These analyses were difficult because of the inadequate data gathering and reporting of the several agencies and levels. Officials frankly admitted that most of the numbers included estimates, incomplete returns from surveys, and hurriedly prepared information from overworked officers. The most systematic data were obtained from NWFP which has made a concerted effort during the last few years to implement a management information system. Even there, however, only some sections of the systems were included, and some were found to be incomplete.

Nevertheless, this portion of the procedures, combined with the information gathered through interviews, constitute probably the best and certainly the most complete set of information about education in Pakistan. Whatever the deficiencies in the numbers, and the study team admits to many, the data are sufficient to document with considerable accuracy the present conditions (including strengths and weaknesses), information corollary to those numbers, and recommendations worthy of consideration.

2. Interviews with Officials

Statistical data without the contextual information involved have limited uses. To overcome that potential problem, the study team interviewed more than 380 finance, planning, education, political, religious, business, and association officials. As noted earlier, these were not just at the federal and provincial levels but reached all the way down to the local level and schools. A rigorous schedule, facilitated by federal and provincial officers, made this effort possible. (See the interviewee listing in Part IV.)

Almost all of the interviews were open, frank, and useful. It was obvious that most of the officials had thought about the problems and were wrestling with possible solutions. The study team raised questions that had not always been considered as part of the solution, and these stimulated practical give and take between the interviewees and the interviewers. In other words, the exchange was not just a question and answer session but a fruitful interaction.

Careful notes were taken from the interviews and most of these were put into a narrative report form and annotated to coordinate with the subject matter and the available data. Subsequently, follow-up interviews were conducted when needed to support or clarify the original information. The completed report sets and their respective statistical bases formed the core for the chapters that follow.

3. Case Study Methodology

The scope of work for the assessment included a limited survey of representative school (primary, middle, literacy) types and areas in Pakistan to provide first hand data as corroboratory evidence for the study. The final design by the team converted the survey approach to that of case studies so that not only schools, but their catchment area clientele as well, would form the basis for the primary data. Three types of information were sought:

- Direct data on the schools, personnel, enrollment, attendance, buildings, furniture, textbooks and other supplies, sanitary facilities, drinking water, and playgrounds; this information was collected from the headmaster.

- Opinions of school personnel, parents, community leaders, and youth on the number and quality adequacy of the above, plus reasons for absences and dropouts, and suggestions for improving these factors.

- Observation by trained researchers on the conditions of the schools and on the communities to help explain the other sets of information.

Seven questionnaires were designed to obtain this information through direct interviews and observations: school data form, headmaster and teacher opinionnaire, parent and community leader opinionnaire (with an alternate form for those with family members enrolled in literacy or skills programs), a youth opinionnaire, a special information form for learning coordinators, and the trained researcher observation form. These were field tested in the Islamabad and Rawalpindi areas, revised, and put into final form.

The sampling procedure adopted was purposive to ensure the inclusion of those parts of each province and other areas expected by federal, provincial, and university experts to have substantial differences in population, language, physical and economic conditions, and specialized education needed or provided. Approximate proportions were set for urban-rural, male-female schools, and control of the schools (this later could not be strictly maintained for those systems with relatively few schools). The number of sample districts was NWFP 5, Baluchistan 6, Punjab 10, and Sind 7. Two failures occurred: Thatta District teachers in Sind were on strike, the other rural district interviews were increased; the weather did not permit flights to Chitral District in NWFP, and Dir District was substituted. The Islamabad Federal Area and two tribal areas were included. The final number of the school/catchment area case studies was 220; 2,229 questionnaires were completed; and these represented 2,097 respondents.

No overall contract for the interview work could be let so the USAID/Islamabad team made separate arrangements with professors and students in the Social Work Departments of Peshawar University, University of Baluchistan, and with the Institute for Educational Research in the University of the Punjab. Arrangements were made independently with students and experienced coordinator staff for Sind Province. Intensive training was conducted in each area, utilizing as needed, English, Panjabi, Urdu, Baluchi, Sindhi, Pashtu, and Saraiki. The interviewers worked in teams of two or three as required to cover an area; for difficult areas, they were accompanied by a professor or one of the supervisory staff of USAID/Islamabad, who also completed many interviews. The tabulation was done manually but provision for later computer analysis was made so that these can be added into any later studies.

F. ABSTRACT OF THE CASE STUDIES*

School personnel, parents, community leaders, youth, and trained observers agreed that conditions were intolerable in 9 schools with NO building at all. Eleven schools were conducted in tents or other temporary shelters. Thirteen were so severely damaged that portions of the walls or roof had collapsed. In 88 others the buildings were poorly constructed. Overcrowding jammed from 60 to 104 students into small classrooms and spilled out onto verandahs and in courtyards. One UNHCR school crammed 310 students into small d.maged tents.

Opinions on school furniture were not uniform. For the first three grades most parents, community leaders, and youth did not mind floor mats for the seating; school personnel and the observers were inclined to rate this arrangement as poor. Some of the existing furniture was dilapidated and except in a few private and parastatal schools, was insufficient for the number of students. Opinions on textbooks varied widely -- from very poor to very good -- with school personnel more likely to rate them lower than did parents and community leaders. A common complaint was that there were not enough texts for the number of students. School supplies was generally rated as poor and very poor in government schools.

The "playground" evinced the highest number of very poor ratings, with poor following closely -- and with good reason since in more than half the schools visited some had none, others were rough with stagnant water, and in most of the others there was insufficient space. The toilets or latrines, more often the complete lack thereof, brought acrid criticism from two-thirds of the school personnel, parents, and community leaders; the observers were even more critical. Even when toilets did exist, they were often so few or unsanitary so as to pose a serious health hazard. Drinking water is also a problem in about a third of these schools. In some cases it is carried in by the porter or the students, in others some makeshift arrangement supplies moderate amounts; in only a few schools could the drinking water be termed appropriate in quality for the number of students.

*The complete report is contained in Part III.

The request to rate the primary teachers resulted in a mixed set of replies. Parents and community leaders were usually favorable toward the teachers. About a third qualified their ratings by saying that the teachers were "all right" but there were too few for the number of children and thus their performance was not satisfactory. School personnel rated themselves higher but even they included some portions ranging from very poor to very good. There were no discernable differences in the ratings by rural-urban, male-female personnel, nor province; the respondents appeared to have made their judgment on the basis of teacher quality within the situation. Almost all the observers made special note of the dedication of the teachers, generally under far less than satisfactory conditions. Professionals would no doubt criticize their teaching methods but with too many children in the room, and with sometimes two to six teachers teaching class in that same room, they would have to be praised for their efforts.

The attempt to obtain local estimates of the percentage of boys and girls enrolled in the first five grades was not successful in many locales, even small villages The problem was more acute in Sind than elsewhere. Some school personnel, parents, and community leaders listed the enrollment as 100%, which was obviously not true. Followup discussions qualified the responses with "most of those that should be in school are, many of these other children can't afford school," and "some children in this community are not 'suitable' for schooling." In other words, some of the interviewees had not accepted the principle of universal education.

Excluding these 100% replies, there were important differences among the estimates. Rural Punjab was always lower for urban enrollments. Except for a few isolated communities, Sind estimates were always higher than the other sample areas. NWFP tended to judge from 30 to 50% for boys and slightly lower for girls, regardless of their rural-urban settings. Baluchistan averaged about 80% for urban (Quetta only) boys and girls but the rural proportions were about 60 for boys and less than 8% for rural girls. Urban Islamabad area was set at above 80% for the better housing areas but under 10% for the sweeper and other low paying service areas. In the two tribal areas, villages with schools reported excellent enrollment for boys and girls; when the students had to travel to other villages, the percentage varied from 0 for girls to an average of 11% for boys.

The reasons for not enrolling in school and dropping out were about as expected from the literature. For boys, in every sample area except Islamabad, the chief cause was economic, consisting of two factors: the need to work and the cost of going to school. The second of importance in the provinces and the first in Islamabad was parental neglect; although stated in different ways it included lack of stimulus, lack of interest, and lack of control of the children. The movement of the family from one area to another was in third place. That cause was seldom mentioned in previous studies. The problem was especially cited for Sind. All the other causes were of few mentions: values, customs, misbehavior of teachers, and instruction in a language other than the child's first tongue.

Economics was also the main hindrance to female enrollment and the cause of dropping out. Values and customs were the second most frequently quoted for all the areas except the Punjab (parental neglect was second) and the tribal areas, and among the Afghani refugees (with early marriage clearly in second place). Transfer of parents remained high in Sind. No school available was an important factor for female enrollment in NWFP and the refugee camps. Household duties were seldom cited.

The cost-of-schooling part of the economic problem is not small. Recalling that the annual income for nearly half the families was Rs 4,592 or less (using the official government calculation of $287 for 1985), the average cost per child of Rs 988 ($66) in Government schools is impossible. That figure included the high costs in the preferred government schools, plus boarding for some students; even if those are removed, leaving only ordinary provincial schools, the average cost is Rs 468 ($31), 10% of family income.

For the large Government schools a part of the cost is "donations" requested for admission. These varied from Rs 60 ($5) to 1200 ($80).

Many ordinary provincial schools charge no fees, or under Rs 10 ($.67), but even in those, the books, clothing, and supplies average Rs 350 ($24) per child per year. People under extreme poverty simply cannot send children to even the ordinary provincial schools in which costs are the lowest. The school costs problem is a serious deterrent to universal education in Pakistan.

Most private school education is also expensive. The costs ranged from Rs 50 ($3) to a high of Rs 9,270 ($618); the average was Rs 2,181 ($145). Additionally, in the English medium schools, textbooks from England cost from Rs 250 ($17) to Rs 1,000 ($67) per child per year. A few private schools, mostly Muslim, result in low and moderate costs when the students do not board; a few Catholic schools are in that same category but most of these latter are relatively expensive, even with the Church subsidizing part of the cost. Private education plays an important role in Pakistan but for the most part it is available to the upper middle and upper class families.

The observers verified the attendance at each case study school. It was surprisingly high, averaging 89%. In only a half dozen schools did it fall below 65%. That is, the children enrolled do go to school, regardless of the school conditions. Absences during the year were cited as varying only under extremely inclement weather, during harvest time in rural schools, and when illness sweeps the community. Parents, community leaders, and youth, however, differed from the school personnel opinions on attendance problems, with economic factors (harvests and other work) in second place. Parental neglect was the highest cited cause in every sample area except Baluchistan, where economics was only slightly ahead. Third place for boys was some type of problem with the teacher. The lack of basic facilities (toilets and suitable classrooms) was second for girls. No teacher was often a deterrent for girls since the classes simply were not available to them. Teacher absence was very low in the sample.

For the most part, the case studies provided concrete evidence for those factors discovered by the other professionals in the team. Some, however, caused a factor to be more grave than officials had pictured: schools without buildings, schools being conducted in dangerously damaged buildings, overcrowding beyond any reasonably acceptable level. While some conditions were unfavorable in a few places throughout the survey, some special areas must be noted as generally having such serious building and overcrowding problems that they must be singled out: the Hyderabad Region in Sind Province, the D.I. Khan District in NWFP, the Kohistan District in that same province, and much of rural Baluchistan. It must also be emphasized that in all of these except Baluchistan, urban conditions were as

deplorable as in the villages. Still, children were sitting in courtyards, under trees, squeezed into tiny rooms -- and were trying to study -- and teachers were trying to teach. Some of these conditions, at least, can be remedied, without huge investments.

Attitudes of parents constituted the greatest discrepancy between the descriptions in the literature and the results from the case studies. The previous studies and several official statements emphasized "customs and traditions," indifference to education, and "Islamic principles" as the major causes for the low enrollments in schools. The present interviews inquired directly how many years boys and girls, separately, should go to school. The most frequent reply was 10 years and if these are added to those answered above that level, up to 16 years, the percentage rises to 61. Three and four years accounted for only 2% for boys and girls. The replies from 5 to 9 were scattered and made up 25% or less with one glaring exception, the Punjab, where 34% said primary grade was sufficient for girls and 21% said it was enough for boys. The reasons for making the judgments centered on the present requirements for jobs and for functioning in a democratic society, for the high, and almost always concentrated on economic prohibitions for the lower judgments made. Community leaders, including Imams, answered slightly higher than did parents. Interestingly, too, those that had children that should have been enrolled and weren't, and those with children enrolled, agreed almost wholely on their replies.

Parents and community leaders documented the help the communities had given to the schools. While only 22% had in the past, 38% said the community would help more: school and classroom construction, school repair and maintenance, direct financial help, and assistance to teachers. Many volunteered that meetings of school patrons should be held to ascertain ways to improve the schools.

There were also some vital signs about parental attitudes collected during the interviews and observations. In 8 schools designated for boys, parental pressures had forced the admission of some girls. Parental volunteers as assistants to teachers were working in many Catholic and Muslim schools. Tribal groups donated almost 70% of the costs of operating 2 schools in South Waziristan. Tribal members were organized to obtain girls schools in four communities. In a very poor industrial worker area in Latifabad, Sind, parents were going door to door collecting Rs 2 to 10 ($.13-.67) donations to build a shelter for a courtyard school. Some parents in isolated places actually cried when talking about the lack of schools for their daughters.

The overwhelming evidence from these studies is that parents and community leaders want schools and they want them almost as badly for girls as for boys. Further, they want middle and secondary schools. Any project designed to improve education in Pakistan should include measures to help parents organize to obtain them.

2388H

CHAPTER II.

EDUCATIONAL POLICY AND PLANNING

In Pakistan, educational policy and planning has its roots in a system of studies, meetings, and recommendations made regularly by constituted local and district level councils and special advisory commissions. These groups report ultimately to provincial Departments and the national Ministries of Education, Planning, and Finance. They, in turn, develop educational strategies, integrate these strategies with other priorities and provide the financial allocations for educational development. The framework thus established allows overall policy and plans to be adjusted to varying provincial needs and resources.

For this system to function efficiently, however, the following requirements need to be met:

- local decisions and recommendations should be based on accurate, up-to-date information;
- decision makers should be trained in analysis, planning and administration at all levels;
- the multitude of separate government projects proposed should be planned and funded as integrated programs; and
- the reasons for low school enrollment and high dropouts, noted elsewhere in the report, need to be better researched and understood.

The issues of chronic, student absenteeism and non-attendance are among the most critical that need to be more accurately measured in order to permit the setting of achievable educational goals and strategies.

An urgent requirement of Pakistan's educational planners is to develop an accurate, up-to-date micro data base designed to assist them in understanding and interpreting the current educational scene in order to formulate realistic benchmarks towards desired policy goals. This data base should be fully responsive to varying local and regional differences and indicate opportunities for appropriate change. Macro generalizations based on insufficient and often out-of-date information have not served policy makers, planners and financial analysts well enough in the past. Improvements in data collection and analysis as the basis for intelligent decision making is a universally recognized planning target.

A. ESTABLISHMENT OF EDUCATIONAL PRIORITIES

Educational priorities set forth in policies and plans are, according to documents, determined and coordinated at the national level taking into account needs and aspirations reflected in locally formulated priorities, plans and recommendations. For development projects requiring federal funds, Planning Commission pro-forma documents called PC-1s are filled out by local councils. A PC-1 for school construction will briefly describe the numbers and types of schools and anticipated costs involved, although actual sites may not be specified. The PC-1 for construction is separate from those concerning teacher needs and other ingredients necessary to the educational process. These documents are forwarded to the next higher authority for its consideration and so on through the provincial government to the national ministries. At each level from the district upwards the PC-1s are received and prioritized jointly by both the education officer of the Planning and Development Department and the planning officer of the Education Department. Almost always a PC-1 is approved in principle. However, even though approved, it does not become effective until funds are appropriated by the Finance Department and the project is included in an Annual Development Plan (ADP).

On occasion, however, some person or group at the national level may circumvent the usual procedure and determine a course of action based on political expediency. This top-down mandate would attempt to serve broad national goals but might be out-of-phase and perhaps in conflict with certain regional and local realities, which could inhibit its successful application. Clearly, however, Pakistan's aim is to have a grass roots reality depicted accurately and accommodated, prioritized and funded under appropriate local, provincial and federal plans.

B. NATIONAL EDUCATIONAL POLICY

"Education policies reflect aspirations of a nation and embody principles of action based on philosophic theories considered most suitable for achievement of goals. When objectives change, educational policy must follow suit. Harmonization of Pakistani education with the concepts of Islam and ideology of Pakistan necessitates the adoption of a truly National Educational Policy." Thus reads the foreword to the National Education Policy and Implementation Program which went into effect in 1979 under the Government of President General Mohammad Zia-ul-Haq.

Both this policy statement and its predecessor, The Educational Policy 1972-1980, were formulated only after a number of detailed studies and recommendations were made by eminent educationalists, scholars, lawyers, teachers and students. Each study commission met over a period of two years.

Issues were broadly discussed both at national and provincial levels. Conclusions arrived at were then presented to a National Educational Conference for finalization before being adopted as official policy by the GOP Cabinet. The 1972-1980 Policy was first devised in 1968 and 1969 but was deferred until 1972 because of the political climate leading up to the separation of East and West Pakistan in 1971.

Both documents cover all areas of education and present a rationale for each policy. In addition, the current statement also outlines various programs envisioned by each policy. Policies themselves, however, are not clearly stated and cross-indexed as may be customary in many countries. The attempt to justify each statement and suggest implementation programs for its support results in a malleable rather than a concise document. Policy usually serves as a legal or quasi-legal base. A series of policies provide a framework of parameters within which plans, programs and activities may be formulated. Inclusion of specific time-frames, terminal dates and percentages based on unreliable data or political expediency, weaken credibility and the seriousness which should be accorded to policy statements. For example, on page 5, the 1979 document says; "1. Policy Statement. Primary school enrollment will be increased so that all boys of class I age are enrolled by 1982-83. Universal enrollment for boys will be obtained by 1986-87. In the case of girls, universalization will be achieved by 1992. Necessary provisions in the form of physical facilities, instructional materials and pre-service and in-service preparation of teachers, among others, will be made to achieve the target. A number of non-formal means will be used to achieve universalization. Opening of nearly five thousand mosque schools is a step in this direction."*

The 1972-80 Policy, however, had set universalization for boys by 1979 and for girls by 1984. It is now anticipated that these targets need to be extended past the year 2000. A policy should be realistic to be credible. Based on such credibility, the Finance Ministry must reserve adequate funds and allocate them in annual development plans.

Although educational decision makers are aware of the deplorable state of primary education, few have had the opportunity to witness it first hand. They themselves attended village primary schools during the "independence era" when education was revered or they studied in one of the fine private schools where teachers were better trained, instructional materials were more adequate, classes smaller, rooms larger and the curriculum expanded beyond the basic reading, writing, arithmetic, and religion. Achievement was higher than in the government school system for which they are now responsible. Statistics on paper become a reality when experienced in person.

Realistic policies and plans depend on thorough understanding of actual situations at the micro level. Effective macro-planning reflects the actuality of what is, what could be: i.e., what resources and political constraints impinge on probable successes, what strengths can be built on and what logical forecasts of time and money are required.

---

*National Educational Policy and Implementation Program. Ministry of Education, Government of Pakistan, Islamabad, February, 1979, p. 5.

The 1972-80 Educational Policy paved the way for "nationalizing" 3,334 educational institutions and practically doing away with all but a few elite private schools and transferred the control of many parastatals to other agencies. Twenty-five thousand teachers were inducted into government service. Nationalization was effected to prevent the emergence of a privileged class and give the government closer control over education. This top-down policy backfired, however. Good nationalized schools, almost all in urban areas, were soon turned to rubble. Windows were broken out, furniture and equipment were destroyed, doors broken from their hinges. Quality plummetted, and teachers, administrators, and sponsoring institutions devoted to providing quality education were demoralized. The Finance Ministry was unable to support the additional Rs 15 million annual recurring expenditures needed for the takeover.

Nationalization further negated the principle of community participation in educational development. It was soon realized that the Government alone could not build and run all the schools required by Pakistan so the 1979 policy document again permitted and encouraged private enterprise to open educational institutions according to government standards -- but it failed to identify those standards. Safeguards against future nationalization of qualified institutions were assured. Income tax relief was allowed to individuals and organizations for donations to these schools. However, the federal government has since classified all private schools as businesses and requires them to pay taxes. This destroys the policy incentive. In Baluchistan, private schools are registered first in the Department of Industry for tax purposes, then data about them are sent to the Department of Education.

Since 1979, the government has given little more than lip service to encourage and support new private schools -- especially in the rural areas. Already overburdened federal and provincial departments of education are not able to devote the attention required for the registration, supervision, and support of private education with present staff. Special departments, and more explicit policies and organizational modifications for private schools are needed urgently at federal and provincial operational levels. This remains a controversial area that requires more explicit clarification.

As mentioned earlier, educational priorities are determined in the light of policies and development plans based on these policies. Primary education is now assigned top priority at all government levels. Financial allocations -- both developmental and non-developmental (recurring costs) -- for the primary sector recently have been made non-lapsable. The annual development plans are proposed by the provincial governments within the framework of the Sixth Five Year Plan and the Three Year Rolling Plan. They are ultimately approved by the federal Ministry of Education and the Planning Commission. Local communities are fully involved in determining the locations for various projects. Members of the National Assembly (MNA) and members of the Provincial Assembly (MPA) are provided special funds in order to meet the emergent needs of their localities for school construction.

Policy making and planning processes are not affected easily by the commitments and values of influential persons at any stage. Any shift in the policy or priority is more often necessitated by unforeseen or circumstantial occurrence of federal or provincial resource constraints.

The Government of Pakistan has already initiated an accelerated pace of primary education development in order to cope with the alarming situation created by the low participation rate at the primary level and the poor literacy rate throughout the country.

Even in the Three Year Rolling Plan, the physical targets set for primary education are far from the proposed target of a seventy-five percent enrollment rate by the end of the Sixth Plan period in 1988. Many leaders feel that legislation for compulsory primary education in urban areas is a specific measure needed in order to bring all the children of that age group into the primary schools. But such a step can be taken only when adequate facilities, learning materials and teachers are made available and opportunity costs of labor and time fall within the means of the poor and disadvantaged populations of those areas.

The accelerated program for the quantitative expansion of primary education through mosque/community schools had to be cut back in the initial stage of the Sixth Five Year Plan owing to the paucity of funds. As the mosque school policy is being implemented, many unforeseen problems have arisen in various parts of the country. A review of the situation now could strengthen its implementation by documenting constraints and successes and by recommending appropriate solutions or procedures.

C. TECHNICAL QUALITY OF PLANNING CHOICES AND DECISIONS

Current education sector plans prepared by the provincial education departments are based on the National Plan as well as on assessments studies of existing situations at different levels of provincial education. Plan targets are set after macro demographic projections and population distribution forecasts of various age groups have been made. However, major plan deficiencies are caused by the unreliability of available pupil data, inaccurate assessments of teacher and supervisor availability, projections of future employment opportunities, and the like. In view of these constraints, the fact remains that the planning process is forced to depend on unrealistic macro-level compilations rather than specific micro-level information depicting regional differences and needs.

The planning process as reported in Sind Province is based on the analysis of education data and population analysis provided by the district and tehsil offices. Future projections are worked out on the basis of available census reports. There is a dearth of expertise in data collection and statistical processing, however, which limits the validity and reliability of educational data and information being made available for planning and policy making. Further, some concrete information is ignored, such as the deplorable buildings in the Hyderabad Region.

Few research studies have been undertaken to determine the wastage at different levels of education, particularly at the primary level where a high percentage of dropouts and repetitions account for a colossal wastage of facilities and resources. No systematic method has yet been developed to identify, collect and record pertinent initial and on-going data necessary for an effective Educational Management Information System (MIS). Despite these shortcomings, progress is being made in each province. Meanwhile, the quality of educational data and information

available remains inconsistant and seldom accurate. There is urgent need for the development of an organized infrastructure for the collection, compilation and flow of up-to-date statistical information from the grass roots level up to the apex. The establishment of a reliable MIS is near but meager in-depth experience and determination of what data is essential to collect has been a serious constraint in the pace of its development. Personnel training implications for making the new system functional will be enormous, but crucial to its development. The beginning NWFP MIS system, when perfected, can serve as a model.

The Action Plan designed by the Ministry of Education for the implementation of the Sixth Five Year Plan includes strategies for filling in the gaps and shortfalls of physical facilities. The predetermined targets are, however, apparently based on a macro analysis of age group population and existing enrollment rather than on scientifically detailed school mapping information. To comply with the national Ministry of Education Action Plan for physical facilities, the following should be studied in detail.

- condition of existing schools and Mosques;
- prevailing demograpic patterns and projections;
- settlement size, location, and proximity to neighboring settlements;
- prevailing geographic conditions;
- availability of electricity, water and transportation; and
- availability of residents who could be trained as teachers.

Knowledge of these is essential in order to design viable strategies for reaching the disadvantaged populations in the rural areas. On page 34, the Action Plan (Table 1.2) documents the fact that in Sind Province alone, in 1982, there were 68,435 settlements. Of this number, 39,782 had a population of fewer than 100 persons, and an average of only 9.73 primary school age children -- far too few to support a primary school and teacher even if a teacher were available. Nearly twenty five thousand (24,964) settlements had populations of 100 to 500 persons with a total primary school age population of 889,000 for an average of 35.5 boys and girls per settlement. Using these macro statistics, if separate schools were required for boys and girls, and even if all the children were to attend school, nearly 95 percent (64,746) of all settlements in Sind would not have been able to support separate primary schools with trained teachers.

The Academy of Educational Planning and Management is taking steps to provide leadership for the development of an MIS at the provincial level. The Academy (AEPAM) is small but its work to date appears to have gained the confidence of provincial and national planners. A further analysis of its potential in educational leadership is treated in Chapter IV.

Shortfalls in the achievement of goals, policy and targets of the Sixth Five Year Plan have been largely due to:

- inadequate data base;
- weak analysis of available data and research implications;
- unrealistic goals and time frames;
- uncertainties in the allocations of financial resources;

- inadequate and ineffective implementation strategies; and
- lack of administrators trained in procedures essential to effect educational management procedures.

The need for effective mechanisms for execution, monitoring and continuous evaluation of project implementation cannot be over-emphasized. Supervision and monitoring of the educational process at the local level is essential. Staff training facilities, equipment and methodologies need upgrading throughout the system.

D. ANALYSIS OF THE FIFTH AND SIXTH FIVE YEAR EDUCATION PLANS

A development budget goal of the Fifth Plan (1977-83) was to provide educational facilities to increase the primary school participation rate for boys from 73 to 90 percent and for girls from 31 to 50 percent by 1982-83. Education originally claimed only 6.3 percent of total Plan resources. About one-fourth of this outlay was for primary education. This was a great improvement over previous Plans but still left basic primary education to expect only Rs 2.51 billion as opposed to Rs 3.48 billion for secondary and 2.71 for higher education. Scholarships, physical education and sports, and all other programs accounted for the remaining 1.56 billion of the Rs 10.26 billion budget.* As is shown in the following chapter on finances, the human and physical resources could not keep up with the projected expenditure rates and funds for primary education again were usurped by higher education. Only in the last two years of the Plan was primary education able to begin claiming its share. But the most discouraging note was that only a total of Rs 5.5 billion of the budgeted 10.26 billion was actually spent for education at all levels -- a reduction of 46.4 percent! Thus, regardless of GOP policy intent to INCREASE support for education, education ended up with only 3.7 percent of the total Plan budget -- the lowest amount for any of the Five Year Plans.

Poor preparation and implementation/ management of projects was also cited by the Fifth Plan as a basic cause for not being able to to fulfill anticipated goals and spend allocated monies on schedule. Too many projects are prepared in a hurry based on inadequate data and poor assessment of physical, human and financial requirements. Such projects do not come up to expected standards of modern preparation, management and evaluation techniques. Besides, projects are prepared as separate entities and their inter se dependence on other projects, their impact on the economy as a whole, and other regional/material dimensions are not fully appreciated. Despite efforts already underway, a larger and more intensive program in the field of project preparation (particularly in the social sectors of health and education) will have to be launched.

---

*The analysis of available unreliable data results in setting unrealistic Plan goals. The Sixth Plan five years later, claims only 48% participation rate in primary schools. This regression may be caused by a 3+ percent population growth rate which supplies children faster than the schools can be built. It also points out the need for development of a comprehensive Management Information System to serve educational planners at all levels with accurate data on participation.

The Fifth Plan goes on to focus on the need for revival of local councils (p. 89);

"Whereas the administrative hierarchy of the government runs through various tiers from the Federal to the village level, the planning and implementation hierarchy has missing links. It is our common experience that all the projects cannot be conceived and implemented with advantage at the Federal, Provincial or department levels. Most of the projects in the field of Education, Health, Public Works, Sanitation, Water Supply, Minor Roads, Cottage industries, etc. can be prepared and executed at the local levels and local councils can play a more positive and effective role in the development of the country. The need for the revival of the local government is especially strong now because of the sharp increase in the rural social infrastructure public sector outlay. The local representative institutions as such, are in a stage of animated suspension. It is, therefore, necessary to take the following measures:

(i) The local government institutions both at the village and sub-national levels should be revived ensuring the maximum elected representation, adequate resources, power to raise funds and freedom from bureaucratic control and interference. The government has decided to hold local body elections. It would be necessary to provide them with sufficient strength and autonomy to be effective instruments of local planning with local resource mobilisations.

(ii) The role to be assigned to the local bodies should be such that the more educated section of the community is attracted to seek membership in these institutions. In the long run, it will provide training in political leadership for assuming higher responsibilities.

(iii) All local projects in the fields of education, health, sanitation, water supply, rural works, roads, etc., should be entrusted to the local bodies.

(iv) Planning Cells and Local Regional Plans -- Most of the projects are conceived, planned, prepared and pushed up by the departmental functionaries on their own initiative and may not reflect the needs of the majority of the population or fit aptly into the integrated development of the area. In fact, all the development plans at the moment in all sectors suffer more or less from this shortcoming. The position is likely to remain unchanged even for minor projects of local significance unless the emphasis is shifted to comprehensive local planning drawn up at the tehsil and district levels. Within the context of overall national targets, these plans should project estimates of manpower and material resources available within the the region, short-term and long-term needs of the community and an integrated portfolio of development projects for various sectors. The plans should be integrated into inter-district development plans which, in turn, should become the basis for provincial plans. However, to achieve this objective, Local Planning Cells may have to be established at the corresponding levels which would draw up these plans in consultation with local representatives from these areas."*

*The Fifth Plan 1977-83. Vol.I. Economic Framework, Government of Pakistan, Planning Commission, Islamabad, June 1977, p. 89.

Other bright spots in the Plan, include the stated realization that the success for educational implementation depends primarily on the availability of competent teachers and adequate training facilities to produce the required number of teachers.

Nine years later (1986) there is some evidence of Plan fulfillment. More competent teacher training institutions and teachers are being developed and local people down to the Union Council level are sometimes involved in planning. Consolidation and integration of projects, methodologies for implementation and management, and the development of extensive in-service training programs stressing modern techniques of data collection and program development are also being carried out.

The Sixth Five Year Plan (1982/83--1987/88) allocates Rs 19.85 billion to the educational sector. This is considerably higher than the Rs 5.5 billion actually spent under the Fifth Plan. The Plan strategy is linked with quality expansion at the primary level and qualitative improvements at the higher levels. (A complete summary of the Sixth Educational Plan can be found in Annex II.1.) The first priority in primary education is listed as access through school construction. Utilization of Mosques as schools to accommodate Classes I-III is a salient feature as well as making these classes coeducational wherever local religious traditions permit. Other significant strategies include:

- curriculum simplification -- especially in Classes I-III;
- staggered class hours to serve regional needs;
- removal of obstacles to female education by community;
- parental motivation;
- encouragement of the private sector to participate; and
- increased participation of local bodies for the development of educational facilities.

In addition, 120,000 primary teachers are to be trained after they are recruited. These teachers will, therefore, be paid the initial salary of already trained teachers while they are studying. Scholarship schemes are to be liberalized to enable all talented students to have full access to education. Special provisions are made to increase female education at the primary and middle levels. About 15 million persons in the 10-19 age group are targeted to be made literate largely through a new "drop in" school for dropouts or youth that have had no prior access to primary school. For the Federally Administered Tribal Areas (FATA), accelerated expansion of enrollment at all levels is a focus.

Three major policy issues are stressed in the Sixth Educational Plan:

- local bodies need to be involved in the development of the educational process;
- revision of user charges (tuition and fees), especially in higher education, needs serious consideration; and

- the private (non-government) sector is to be allowed freedom in the development of educational institutions at all levels.

Benchmarks (1982-83) and targets (1987-88) for primary education are listed as:

		Benchmark	Target
Number of Primary Schools		73,782	114,137
Enrollment in Classes I-V	Total	6,754,000	12,354,000
	Male	4,608,000	7,712,000
	Female	2,146,000	4,624,000
Participation Rate (%) (Ages 5-9)	Total	48%	76%
	Male	63%	90%
	Female	32%	60%

Again, the targets appear to be unrealistic for achievement in five years even though many of the 40,000 mosque schools included may already be constructed or in place. Provincial plans developed in accordance with the National Plan guidance seem to be more cognizant of both financial and human resource realities. Final allocations for the Sixth Five Year Educational Plan are as follows:

	(Rupees in billions)	
a. Development costs (1983-88)	19.85	(national)
b. Previous recurring annual costs	31.90	(provincial)
c. Increase in recurring expenditures on account of Plan implementation (1983-88)	8.50	(national)
d. Total recurring costs (b+c)	40.40	(both)
e. Total recurring costs (a+d)	60.25	(both)

During 1985 and 1986 the Government of Pakistan recognized the vital need to improve education and literacy. Every day the news media carries articles and editorials supportive of education. Provincial governments are readying plans to put into action in response to Prime Minister Junejo's Five Point Development Plan initiatives pertaining to education and literacy. (See Annex II.2.)

In response to the Sixth Plan conceptual framework, the Ministry of Education developed an Action Plan for Educational Development (1984). Unlike the Sixth Plan, however, the Action Plan stressed quality over quantity -- improvement of the system over expansion. The accent on quality appears correct for the primary level. Improvement is sought by:

- better physical facilities;
- an effective supervisory system;
- extensive programs for teacher training; and
- appropriate provisions for incentives -- for staff and students alike.

The program focuses on the development of the union council as the rural planning base stressed in the Fifth Plan. Although the size, geographic environment, cultural background and productivity of these 4,000 union councils may vary enormously throughout the nation, allowances will be made for such differences. On the average, a union has a population of 150,000 and encompasses 10-12 primary schools, serving 8-10 villages as well as lesser settlements. Unions come under the guidance and purview of Provincial Local Government and Rural Development Departments and constitute the official grass roots level organization charged with planning and implementing development of projects for their geo-political areas that will be integrated with national socio-economic development efforts. They are charged with reducing the burden of unemployment, increasing the density of services provided to agriculture and other rural activities, improving rural infrastructure, providing initial social amenities to target groups and creating an institutional framework for ensuring community participation in the implementation of rural development programs. Financial resources are available from the national and provincial governments; their own resources; contributions by local communities in the form of land, labor, money and materials; and foreign aid. Provincial grant funds for rural development are distributed to the union councils through the District offices. Fifty percent of the grant funds are allocated according to the number of districts and councils. The other fifty percent is distributed according to proportionate population ratios. Ten percent of the total may be reserved for maintenance and repair costs.

Union councils may plan and implement projects in agriculture, communications, education, health and sanitation, forestry, irrigation, livestock, low-cost housing, rural drinking water, social welfare and small industries. To qualify for inclusion in the union council ADP, annual costs of a single project must be at least Rs 5,000 but not more than Rs 50,000. Of course, technical schemes must pass the scrutiny of appropriate technical bodies.

The next higher unit, a tehsil, is comprised of 8-10 union councils. A district is made up of several tehsils. Planning is being done by these "spatial areas" to ensure balanced educational development by areas. The Action Plan proposes that eventually there will be:

- mosque or primary school in every village;
- a primary model school in every union council;
- a girls middle school (Classes VI-VIII) in every union council;
- a technical middle school in every tehsil;
- an intermediate boys school (Classes IX-X) in every tehsil;
- a technical high school in every district; and
- a library for every town committee.

Thus in every district complete educational opportunity would be available beginning at the village level. Planning would be on a district-wide basis with more districts being added every year as resources permit.

Quality as a dominant factor in the establishment of 4,000 primary model schools -- one in each Union Council -- would be expressed in a cost conscious way. Each school would have at least five classrooms, five teachers, a headmaster's room, modest furniture (teachers chair and table), blackboards, benches, a teachers kit, a library and provision for physical education and sports. To these should be added pure drinking water, latrines, and where possible, electricity. To round out the union council set-up, in at least one village a Rural Education and Development

(READ) program is planned. (So far READ is implemented only in the Islamabad Federal Area.) READ includes these non-formal activities for rural adults:

- a mohallah school for females;
- a community viewing center for TV programs including literacy classes;
- a women's educational center; and
- village workshop program.

The latter two are for learning vocational and entrepreneurial skills. All of these educational facilities are to be coordinated by the Village Educational Committee.

The "spatial " planning at the union council level includes both a male and female supervisor attached to the union council system of schools. It is planned that such persons would be members of the council level Education Committee, would motivate the community, supervise education in the primary and mosque schools, and coordinate all formal and non-formal activities within their area. Transportation for the supervisors would be furnished on a "hire-purchase" plan. Because of dual school systems for boys and girls, there is a proliferation of one and two room primary schools, often antiquated and poorly understood management and supervisory practices, and a work load that seems to average 100+ far-flung schools for each male and female Assistant Education District Officer to manage. Supervision of schools, teachers and administration by actual visits to schools is now nearly non-existent.

The upgrading of a girls primary school to middle school status (Classes VI-VIII) and a boys middle school to include Classes IX and X at the high school round out the Action Plan program in the union council. Every effort also is being made, where possible, to consolidate (combine) schools by mixing boys and girls together in Classes I-V and by employing more women to teach these coed schools.

If these segments of the Action Plan are realized, the effect on rural enrollment could be spectacular. Ministry of Education planners regard this as the soul of the Action Plan. These projects are being carried forward in preliminary discussions of the Seventh Plan for 1988/89-1993/94.

E. FEASIBILITY OF MAKING SIGNIFICANT EDUCATIONAL PROGRESS

Existing policy and planning structures and procedures are basically sound. Needed refinements are largely in revising the PC-1, required for development costs, into a more meaningfull and more explicit planning document. The pro-forma PC-1 treats educational improvement as isolated items. There is a separate PC-1 for school construction, another for teacher training, another for initial equipment and supplies, and so forth. These documents refer to the projects set forth in the ADP. They are collected from all sections of the district and province, reviewed by the education and planning departments and approved if properly prepared. As stated previously, they do not become active for implementation, however, until

funded by the finance department in an Annual Development Plan. As separate units of an integrated effort, however, very often the implementation time-lines do not match. Equipment may arrive before a school is constructed. Buildings may be erected but no teacher has been trained.

What is needed is a time-phased comprehensive project plan which identifies and provides for all interrelated segments in an orderly fashion, relates the project to already approved development goals, describes and funds both development and recurring cost inputs and outputs required and gives a prognosis of conditions expected to exist after project completion.

As suggested by the MOE Action Plan for Educational Development, concentration on union councils to fill the present void in planning, supervision, and hands-on assistance to individual schools and teachers appears to be a good focus for improving the district educational system. At the present time, this system is quite ineffective below the geo-political tehsil level. A large supervision/ management void exits. Union council members and ASDEOs could be trained by provincial planning institutions to prepare such documentation pertaining to the council's system of schools and its portion of the district's or province's ADP. District education officers could lend support to assure coordination with other societal needs. Union council members could coordinate their development planning activities so that schools would be used after hours for non-formal education, community health activities and other social programs being planned concurrently. Provision of electricity, water, latrines, sports programs, boundary walls, teacher housing, road improvements, and such would be separate projects but coordinated into the whole program.

Preliminary plans outlining this program could be drawn up in one year with tentative cost requirements estimated. All such programs could then be reviewed and prioritized so that the finance department could reserve fairly firm funding levels for final design and implementation in the following year's ADP. Funds then allotted would be non-lapsable for the duration of the development period. Recurring costs would also be foreseen and budgeted for accordingly.

The Planning Wing of the Education Secretariat should be strengthened to give support and assistance to local planners and to provide for inclusion of local efforts in national plans. The Pakistani planning process for education at both national and provincial levels is described in detail in a January 1986 report made by Coopers and Lybrand Associates. This rather complicated analysis is simply entitled "Ministry of Education Pakistan-Project Preparation Cell." This report was funded by the Overseas Development Administration of the British Government. It is a good reference document that complements and collaborates in detail many of the findings expressed in this USAID study.

Another crucial area of the Ministry of Education's policy and planning system that urgently needs supportive strengthening is the creation of a reliable, comprehensive data base. The responsibility for the collection and analysis of educational statistics is now uncoordinated among a number of different institutions, i.e., Central Bureau of Education, Academy of Educational Planning and Management (AEPAM), MUST in the North West Frontier Province, Directorates of Education in the other provinces, and the University Grants Commission. The type and frequency of information and the system by which information is gathered varies widely. Data are inconsistent and inadequate for effective planning. In 1984, the Primary Education Wing in Islamabad published National School-Mapping Surveys for

Baluchistan, NWFP and Sind. Baluchistan planners largely discredit the survey saying the data base used did not agree with their records. MUST in the NWFP, apparently had not seen the survey when interviewed in April, 1986. They did not appear much concerned, however, because they feel that their system, which was being developed with guidance from the AEPAM, is superior; the Sind Province is also developing a more personalized system of school mapping and likewise dismissed the national school mapping survey lightly; the Punjab is collecting its own school data through still another system.

Clearly there is a need for national/provincial/local coordination in developing a reliable system for collecting vital educational data needed for policy and planning development. Further, the nature of the statistical information now generated is not coordinated with the Planning and Finance Department authorities; the data frequently do not meet the specific information requirements needed by planning coordinators and decision makers.

As improvements are made in the data collection, analysis, policy making, plan development and implementation procedures, significant procedural, technical and organizational changes will be necessary. New techniques will need to be developed. Modern equipment must be installed. Inter-departmental relationships may need modification.

For staff to cope with mastering new processes and conforming to altered responsibilities, a time-phased and continual staff training program will be of major importance for personnel at all levels. Coordination and support of programs implemented through provincial institutions will be the responsibility of the MOE while utilization of the programs and development of systematic schedules of staff training will rest with the provincial departments of education and planning.

In Pakistan, most of the personnel engaged in educational planning and management have not had the opportunity to undergo any systematic training. By and large, they have learned routine procedures on the job by trial and error. Career education leaders are drawn from the ranks of secondary school teachers who then move up through positions as headmasters, college teachers, assistant education officers and so on. It is rare that a primary teacher with eight (female) or ten years (male) of formal education plus nine months of pedagogical training will ever have the opportunity to return to study for the length of time necessary to enter the career track. This would require another six to eight years plus another year of pedagogical training to qualify for teaching secondary school -- the career entry level. Because of the stringent restraints on primary school teacher promotion, it is unusual for a person charged with instructional supervision, curriculum development, or teacher improvement of primary schools ever to have had the responsibility of teaching in a primary school and personally experiencing its problems and challenges. There are few university level college courses and no degrees currently offered in educational administration. It becomes glaringly apparent, then, that educational policy, planning, program development, administration, supervision and general leadership is not supported by a firm foundation of formal training and experience. This is especially true of primary education and may be a principal cause for gross inefficiencies in the system.

To concentrate on this problem the Academy of Education Planning and Management (AEPAM) was founded in 1982 as an autonomous body of the Ministry of Education. One of the Academy's main purposes is to train a corps of professionals who will have a multiplier effect in transmitting the skills of educational planning,

management and research to others. In its brief history the Academy has a good record. It is now actively seeking continued and expanded donor support to intensify its efforts in offering short courses to include systematic study at the Diploma (6-9 months), MS (1-2 years), and PhD (2-3 year) levels. Degrees would be offered in planning, management, and four areas of formal and non-formal education. Courses would include statistical analysis; quantitative techniques for optional allocations; forecasting methods; MIS; educational planning; manpower planning; institutional planning and management; project planning, monitoring and evaluation; leadership and decision making; group dynamics and conflict management; inspection/supervision; management of innovation and change; budgeting and control; key issues analysis; locational "spatial" planning; curriculum and research; financial management; institutional administration and personnel management.

The Academy is currently training provincial employees using the facilities of local public administration faculties. It is within its purview to train and coordinate the staffs of these provincial institutions to conduct both short and long term courses on a regular basis so each province can better focus on adaptations to its own situation and needs. Strengthening the AEPAM should receive high priority.

Legal and regulatory considerations for improving the educational environment may include, but are certainly not limited to, the following, all of which are supported by present educational policy and plans:

Class Size: If any elementary (1-3) primary (4-5) or middle school (6-8) class enrolls more than 4 pupils above the maximum limit of forty (local officials said fifty) for a period of three consecutive months, school officials must immediately plan construction of an additional classroom and employment of an additional teacher for the next school year. An exception to this policy might occur if school enrollment projections do not indicate substantial growth or show the influx to be a temporary matter.

Teachers Salaries: Responsibility and accountability must be applied to any increase in teacher salaries. A possible point system and its rewards might include:

	Rs/month	Maximum Rs/year
• teacher absenteeism, 0-6 school days per year;	200	2000
• student absenteeism, 90% attendance average;	200	2000
• participation in in-service activities during the school year;	200	2400
• teach adult education classes two months during the summer period; and	300	600
• attend academic program in teacher training, supervision, etc. during summer period.	700	1400

Housing and conveyance allowances for rural teachers should be at least the same if not greater than for the urban teachers. Serving in "hardship posts" should merit extra pay.

School Size and Area Served: Proliferation of small separate schools for boys and girls -- especially in rural areas -- creates serious financial problems. Such schools are not cost effective. When distance is not too great, a small "critical mass" should be established to enhance cost effectiveness and the quality of learning, teaching, administration and management, and to improve social relationships among neighboring villages. To this end, policies should encourage:

- coeducation, (Clases I-V);
- only one elementary school (Classes I-III) to serve all students within a 2 kilometer radius; and
- only one primary school (Classes IV-V) to serve all students within a 3 km radius.

When enrollments are small and mixed enrollment is not accepted, a school could double shift for boys and girls separately. (If adequate roads and vehicles are available, school committees and union councils should consider methods of providing transportation to students and extending the radius, permitting larger, more efficient schools.)

Substitute Teachers and Village Aides: Nothing is more demoralizing to a class of students than to have a teacher not show up to conduct his/her classes. To provide for emergencies when a teacher's absence cannot be avoided, the school committee should train and appoint a teacher's aide to take over for the teacher so classes are not left unattended. Remuneration should be commensurate with training. No regular teacher should disrupt his own classes by having to "cover" for a colleague. The aides would receive priority for in-service teaching and promotion to regular teaching status.

School Age: Children age five are experientially and emotionally less able to do more than imitate and memorize under situations that exist in most government schools. Ability to learn with meaning and understanding is a growth process that accelerates as a child increases in age. Careful consideration should be given to delaying admission to class one until the child is six years old. Positive effects would be felt throughout the educational system. Some Ministry of Education and Bureau of Statistics reports already refer to primary enrollments as ages 6-10 rather than 5-9. Girls would still complete primary class five before reaching puberty.

Preschool Age: Children ages 3-4 now attend Class I in some schools and distract the teacher from concentrating on the school age children. It is often necessary to provide for the under-aged so their older brothers and sisters may be released from their "babysitting" duties and be able to attend school. Policies should be considered to provide appropriate educational experiences for these "kachis" in other surroundings. Village women could be enlisted and paid for their services. Classrooms made available by consolidation could be used for preschool programs. Other buildings could be constructed or rented. A small user fee should be

charged. These preschools should be located not more than one kilometer from the child's home. Curriculum should be appropriate for the 3-5 age group and could include some memorization of the Holy Quran, oral-aural Urdu, initial literacy/numeracy concepts and social activities as the young children become "ready" to learn in this preschool program.

Maxumum Use of School Buildings: Every effort should be made to make the school a center for community activity. After school hours the classrooms could serve another shift, for non-formal education activities, literacy classes, drop in school, health and family planning programs, agricultural extension activities and so forth. Policy should determine:

- administrative procedures;
- which types of groups and activities would be appropriate to use school facilities; and
- amount of a small service charge for building use, and maintenance.

Women Teachers: There should be a concerted effort to enact policy supportive of increasing the number of women teachers and head teachers in the primary schools. Except for remote areas, most villages have a few women who have completed eight or ten years of school and are eligible to become teachers. They should be encouraged to be trained in their own communities through union council/Teacher College (Allama Iqbal Open University) in-service training programs. Women tend to have a greater acceptance to teach mixed classes than do men.

Urban vs Rural: As the majority of Pakistanis live in rural areas, policies reflect this demographic reality. Increasingly, however, people are moving to the cities in search of employment and better amenities. Urban educational problems are often unique and demand special attention, policies and procedures. Schools operated by government and quasi-government agencies as well as private organizations abound but are largely uncontrolled by national or provincial regulations and supervision:

- regulatory efforts of provincial governments vary widely;
- schools are large and space for expansion is minimal but additional floors might be added upward;
- there is an excess of trained teachers in some urban areas; and
- most urban buildings are used on a double shift basis.

The present urban overcrowding would have to be relieved before much change could be effected.

Classroom Size: Standard school designs show no planned relationship between good educational practices and the size and type of facilities necessary for effective implementation. Official plans require only a bare room 16 feet by 18 feet to serve some 40 students and a teacher. This only allows 7.2 square feet per student including aisle and storage space. Such a space confines the teacher's program to

activities where students are crammed into tight rows with limited movement possible. It does not allow for use of benches or desks. It provides no space for reading books or writing materials and forces rote memorization and chanting as the basic learning method. Young children's attention span is short. They need a balance of active and passive activities. It is little wonder that teachers like to conduct classes in more ample space outside the classroom's confining walls. Government model schools and private schools visited have larger rooms. Money spent on adequate facilities will be paid off by better teaching, increased learning and improved attitudes toward schooling.

Primary School Career: At present, the primary teacher is cut off from the mainstream of professional advancement. Because of a lower level of schooling required, he is stuck in a system which neither recognizes nor rewards his talents and labor. Although a child's attitudes towards learning are formed in his early years, the school provides no adequate system of goals and rewards for its teachers who create the climate and guide the child through the initial years. Policy should ensure that primary teachers have opportunities opened to them via distance learning, in-service training, summer school and subsidized academic classes for further study and advancement. They should be able to aspire to becoming a learning coordinator, head teacher, principal, curriculum coordinator, supervisor or director of primary education at the tehsil, district or national level through study, experience and performance. Bright, effective young primary teachers should be encouraged to broaden their fields of knowledge, through participation in planned career opportunities. Their efforts should be acknowledged by awards, scholarships, and credit for outstanding service and experience within the field of primary education. Policies and regulations governing such a career program should receive priority attention.

F. SPECIFIC RECOMMENDATIONS FOR POLICY AND PLANNING

Each of the following recommendations supports and amplifies key activities planned or already being developed by the federal and provincial governments in their action plans and Annual Development Plans.

1. Data Collection, Analysis, Policy Determination and Planning

   Support and expand the autonomous Academy of Educational Planning and Management in Islamabad to provide:

   a. Support service for the development of an effective, coordinated Management Information System (MIS) including school mapping procedures and data collection in each of the provinces and the federal areas. This system would provide accurate information vital to planning and management on an up-to-date basis. It would be geared to serve village education committees, union councils, tehsils, districts, divisions and provincial secretariats of education, planning and finance with comprehensive data needed for policy making, planning, PC-1 design, implementation and management of their educational systems;

b. Highly trained analysts to interpret MIS data and research data and to serve as a "think tank" for the civil service policy and decision makers at each administrative level;

c. Coordinating body and clearing house for private and public educational research efforts. Such research should include data on relationships between literacy/education and farmer income, health practices, and fertility; and

d. Coordination of provincial management and administration institutes including courses and degree programs in educational administration, procedures and techniques for developing plans, programs and projects. Focus on appropriate documentation for multi-year implementation and financing.

2. Grass-roots Approach to Policy and Planning

Support and fully implement the Government of Pakistan educational policy and programs based on both the common and differing provincial needs as reflected by the analysis of MIS, school mapping, other appropriate substantive data and the availability of funds from all sources. The approach utilizes Pakistan's existing administrative structures and networks, but places a stronger emphasis on national planning that would be based on well thought out local to province development plans and which reflect the focus on local authority and responsibility. It would move the authority for decision making, administration and supervision closer to the essential teacher/learner situation and existing socio-economic and cultural conditions. It would permit policy and planning to be adjusted to local conditions but still maintain general national parameters.

It would be difficult indeed for the finance departments and ministry to deny well designed, time-phased, integrated plans for primary education emerging from and focussing on grass roots educational problems, supported by adequate data, and having district and provincial endorsement.

3. "Spatial" Planning for Educational Systems

Support the union council, working with its villages, as the beginning geo-political unit with responsibilities for integrated development planning. This approach supports the federal Education Action Plan projects of planning and upgrading a network of village schools by establishing a well equipped supervisory base in at least one model primary school (Classes I-V). It also stresses bringing together (consolidation) and integration of separate boy/girl schools whenever feasible. Where consolidation is not advisible, this "spatial" concept provides for the stated goal of establishing 4,500 new primary girl or double shifting boys schools. Policy and planning under this concept also calls for upgrading one room schools to two rooms in the smaller villages, upgrading one primary girls schools to a middle school in each union council, upgrading one boys middle school to secondary status, and assuring that each village has either a mosque or regular school which will serve both

boys and girls in the community. Thus within every group of 10-12 villages education for girls through class eight and boys through class ten is to be available.

At the next spatial level (tehsil), a middle technical school and a higher secondary school would be assured. And at the district level a technical high school will be developed. Technical schools will have double shifts to accommodate those who must work while going to school. External assistance will be sought for developing the technical and high schools.

To complete the district support of education, each will have its own in-service and pre-service training institution for both men and women, or one for two districts when population is sparse. Emphasis would be on continuous training activities as near the local schools as possible.

4. Private Sector Freedom to Develop Educational Institutions

Support of this Sixth Plan issue would greatly increase the revenue base and expand educational opportunity. Growth of the private educational sector will also necessitate strengthening provincial school administration structures to provide for adequate supervision, support, and assure inclusion of all non-government private statistics in the MIS and school mapping data. Such a data base is not available today.

Under this recommendation would be support of such activities as development of a tax free reimbursable, matching grant/loan fund scheme at low profit payback for educational foundations and other private sector supporters of non-profit primary schools. Preference would be given to girls or coed schools and double preference to establishment of such institutions, including boarding schools, to serve rural areas. To be eligible, organizations should meet a set of criteria to be developed jointly with the private sector.

5. Matching Grant Support to Special Iqra Tax Earmarked for School Construction and Rehabilitation

The new 5 percent surcharge (Iqra) on the import taxes is being distributed to the provinces in the form of a federal grant. Fifty percent of this Iqra tax grant may be spent on upgrading substandard school buildings and constructing buildings for the estimated 18,000 "shelterless" schools. Provision of matching grant support to this Government of Pakistan school renovation effort, based on size and need is recommended. GOP funds have been scheduled based on current classroom size and amenities. Matching grant funds would cover the additional costs of increasing the primary classroom from 288 to 560 square feet for an active learning environment and other necessities such as:

- furniture instead of mats;
- participation in planned programs of continual in-service teacher training under regular supervision;

- required use of certain teaching materials other than textbooks;
- hostels and transportation for female teachers;
- adequate playground space;
- pure drinking water supply;
- flush or chemical latrines;
- first aid/ health kits; and
- at least six foot high boundary walls to protect the school yard from animals and intruders, and to set the school aside as a community "center of pride."

Agreement would also be sought so that Katchies preschool children would be provided separate space in the village or compound and be taught by trained parents under the supervision of a head teacher, thus relieving the Class I teacher of this burden and supplying an active, positive program for primary aspirants.

All schools thus supported would be provided pure drinking water and adequate latrines.

6. Support to Strengthen World Bank Funded Primary Education Development and Expansion Program (PEDEP)

To the extent the GOP, the World Bank and provincial governments would agree to the matching fund requirements, and where the PEDEP schools are included as an integral part of the district education office responsibility and implementation program, the PEDEP program should be further supported. The latter caveat could greatly strengthen the PEDEP effort.

7. Raise the Image and Prestige Accorded to Education

Support an extensive public relations program to instill pride in schools and promote relevance of schooling, both formal and non-formal, to the child, family and the community. Posters, radio/TV/video messages, printed materials and public meetings would be aimed at local conditions--not a national "canned" program to which people might find it hard to relate. The Ministry of Religion would be encouraged to cooperate by preparing materials enlisting the cooperation of local Imams and other religious leaders in highlighting certain "Sayings of the Prophet" extolling the values of education and its importance to Islam. Special messages could be delivered during the Friday 1:30 Mosque services when attendance is largest. Allama Iqbal Open University should also serve this project as should the new National Institute for Communications in Education Program.

Underlying results expected from the above recommendations would include:

a. Reduction of the numbers of under-productive, expensive primary schools for six to ten year olds wherever proximity of settlements and local customs/mores permit;

b. Consolidation (combining) of schools to better serve children's social needs;

c. Reduction of teacher and student absenteeism;

d. Strengthening of instructional supervision;

e. Increased cost effectiveness;

f. Reduction of the present enormous wastage of dropouts and repeaters;

g. Improvement of learning materials and environment;

h. Enhancement of education's position in rural societies; and

i. Improved financial support of primary education.

The issues and recommendations presented in this analysis will continue to be of major concern to Pakistan's educational policy makers, planners and managers for years to come. Substantial GOP, private sector and foreign donor support for their resolution should be a continual focus of future cooperation programs.

2247H

CHAPTER III.

THE FINANCING OF PRIMARY EDUCATION

Financial data about education in Pakistan, without the contextual materials on schools, enrollments, and teachers -- and separately by province -- offer little to aid the planning process. Although some of the data and descriptions are provided elsewhere in this assessment of primary education, the salient information is presented as a framework for the educational costs. After the costs have been examined across the years, the logical sequence is to make projections about present plans and to suggest some targets for the future. The combination should be useful to federal and provincial departments and to other donors considering some assistance to primary education in this country.

A. THE PROVINCIAL SCHOOL SYSTEMS

It is crucial to understand at the outset that the provinces have a considerable internal authority and responsibility for primary education -- indeed, all education levels except university. At the same time, however, they are dependent in part on the federal government for some of the funds required to implement education. Most development money (chiefly construction) and some of the recurrent costs (a higher proportion in Baluchistan and NWFP) are obtained through various sources from the federal government, as will be explained in subsequent sections.

1. Primary Education in the Punjab

Tables III.1 through III.7* offer data about primary education in Punjab. Table III.1 shows that the number of primary schools increased at an annual compound rate of 4.54%. Boys schools increased in number more rapidly than girls. The year of the largest gain was 1982-83, when the total number of schools went up by approximately 5,700. Boys schools accounted for 86% of that year's gain. (There are many coeducational schools in the Punjab but federal statistics somehow aggregate them into boys or girls.)

Table III.2 indicates that enrollment in primary schools in the Punjab rose by 5.21% a year, this being slightly in excess of the rate of opening new schools. Girls' enrollment increase was about one percentage point higher than that of boys'. Enrollment increase was especially high for boys in 1982-83 and for girls in both 1981-82 and 1982-83. The gain in 1983-84 was not as large as in 1982-83. Table III.3 refers to the number of teachers. Over the period 1975-76 to 1983-84, teachers in place showed an increase approximately equal to enrollment gains in boys' schools but somewhat less in the case of girls' schools. The largest amounts of teacher hirings were recorded in the years 1981-83, assuming that the rate of departure from teaching service is more or less uniform from one year to another.

---

*Since the tables are necessarily complex, they are presented at the end of the chapter to facilitate reading the narrative.

Table III.4 shows the number of students per primary school in Punjab. The average number of students fell slightly in boys schools and rose rather substantially in girls schools. Table III.5 indicates that the number of students per teacher underwent no large change, but the ratio advanced more in girls schools than in boys.

Table III.6 reveals that some 75% of provincial primary enrollment is in primary schools; the remainder is to be found in primary sections in middle and high schools. Only 53% of girls enrollment is in rural places, as compared with 72% of boys.

Table III.7 offers certain data on primary education disaggregated by district in the Punjab. This table reinforces the idea that rural education so far is mainly for boys, not girls, all over the province. However, in the urban schools of five districts (Attock, Jhelum, Gujarat, Lahore and D.G. Khan), the number of girls exceeds that of boys. The number of students per teacher varies widely from district to district and from urban to rural schools, but not so much by sex.

Here are summary conclusions about the data on primary education of the Punjab. First, there was an acceleration of provision for primary education in 1981-83; however, this acceleration was not sustained in 1983-84, the first year of the Sixth Plan. Second, examining annual rates of change, one might say that Punjab was more careful in matching new schools and new teachers in the case of boys than in the case of girls. However, there is no particular disadvantage to girls in the number of students per teacher.

2. Primary Education in Sind

Tables III.8 through III.12, being similar to Tables III 1-5 for Punjab, will be discussed as a group. The other Sind Tables, III 13-15, will be discussed separately later. Enrollments in Sind advanced at roughly the same rate as in Punjab, about 2.25 percentage points above the generally assumed population growth rate of 3%. In the Sind, however, the rate of growth of enrollment for females in rural areas was extraordinary: 7.27%. Neither the number of primary schools nor the number of teachers in place advanced at as high a rate as enrollment. Thus, the number of students per school and the number of students per teacher increased substantially, especially in rural areas.

The number of primary schools showed a relatively large increase in 1983-84 for urban boys schools and in 1982-83 for urban girls schools. Neither increase was sustained in 1984-85. The biggest gain in number of teachers occurred in the years 1982-84. Only a rather small advance was registered in 1984-85.

Table III.13 indicates that enrollments relative to 5-9 age group by district in Sind, 1984-85, are very high for urban males and very low indeed for urban females. The number of students per teacher shows no startling difference among districts nor as between urban and rural areas. Table III.13 also reveals that in provincial schools of Sind there are more female teachers than male, but this is accounted for entirely by one place, the Karachi region. It was found that the schools of the Karachi Municipal Corporation are also predominantly female. Karachi is a city of the female primary school teacher.

Interpreting Table III.14, the typical village in Sind has a primary school for boys but fewer have primary school for girls. Table III.15 offers some data on the characteristics of mosque schools, 1983-84 and 1984-85. The enrollment is 70% male and the teaching staff is 94% male. The schools served 40 students each, on the average. Comparing Tables III.15 (special programme, mosque schools) and 9 (total enrollment) one can say that in 1984-85, mosque schools accounted for 12.2% of primary school enrollment in Sind.

3. Primary Education in NWFP

Tables III.16 to 20 offer the standard data about schools, enrollments and teachers in NWFP. Here are the highlights. The rate of school openings is higher in NWFP than in either Punjab or Sind. The numbers of female schools advanced more rapidly than those for males. Total enrollment grew at an annual rate of 8.16% from 1975-76 to 1984-85, nearly three times the estimated population growth. Female enrollment grew at a rate in excess of 9%, 1.5 percentage points higher than the male rate.

Numbers of teachers advanced far in excess of the rates in Sind, especially in rural areas, but still less than enrollment increases until recently. The gain in teachers that began in 1981-82 was sustained into 1984-85. NWFP sustained growth, Punjab and Sind did not. Relative to other provinces, the number of students per school appear to be large in NWFP (III.19). This is especially so for boys as they, unlike girls, continue to grow in size. Table III.20 indicates that growth in students per teacher has been rather high in boys schools but moderately low in girls.

Table III-21 deals with mosque schools in NWFP. The average size of mosque schools -- 42.3 students in 1984-85, is about the same as in Sind. In 1984-85, mosque schools accounted for 7.0% of primary school enrollment in NWFP.

4. Primary Education in Baluchistan

Data on primary education in Baluchistan are not easily assembled and summarized. Pressure of time prevents detailed scrutiny. Table III.22 shows that rates of enrollment increase have been high. Starting in 1982-83, even the rate of gain in enrollment of females jumped upward. Table III.23 indicates that Baluchistan relies almost entirely on Junior Vernacular teachers (i.e., untrained) at the primary level. The number of students per qualified teacher is rising and in 1985-86 exceeded 500.

5. Summary Comments

The data presented in these tables raise a number of important questions. The answers, alas, are not yet clear.

a. If the rates of enrollment increases exceed the estimated population growth rates in each province, why has not Pakistan been able to report improvement in its primary school participation ratio since 1970? Admittedly, the higher enrollment increases are in the two lower population provinces, but the question remains. Were the earlier benchmarks based on over-stated enrollments? Are the annual compound rates of change tipped up by recent

major increases, the effects of which are yet to be taken account of in computation of the participation ratio? If the latter is the explanation, can the advances at the level of 1981-83 be restored and maintained?

b. While the data at hand show that the numbers of students per school and students per teacher have been generally rising, they do not indicate a gross degree of overcrowding. Yet, the rather large number of schools visited by the Team were, in the main, grossly overcrowded. If what the tables show is correct and if the Team really saw what it thought it saw, then there must be a lot of schools that are underutilized. Likewise for teachers.

Here is a possible explanation. Probably the Team was taken to visit "better schools." Parents, knowing of bad conditions in the typical provincial institution may put extreme pressure on the heads of "better schools" to accept their children. The good schools become too overcrowded to provide good instruction, but they are still preferred by parents to any alternative within their financial means. In Section G, this process is described as a "Gresham's Law of Education" -- bad schools drive out good.

Ordinary educational planning suggests building on strength provide additional resources to good or nearly-good institutions and leave weak institutions alone. But if a Gresham's Law of Education is undermining the effectiveness of the better schools, then possibly it would be wise to improve those weaker institutions that can be salvaged, in the hope that their improvement will reduce enrollment pressure in overcrowded situations. However, this is not a policy judgment that can be made without a great deal more information.

c. The present enrollment target for female enrollment is a 60% participation ratio. If Pakistan managed to enroll all urban females in primary school, it would still need to bring about 40% of rural females into the schools. The tables indicate that, under present conditions, this is a feasible target only in Punjab.

The Team was told that parents are reluctant to send daughters to school. This may well be so in some areas, but Team is convinced that the main impediments to primary education of rural females is lack of a school for girls and lack of female teachers. Schools can be built, and rather quickly at that. Lack of female teachers is the most serious problem in meeting Fourth through Sixth Plan enrollment targets in primary education.

One short-run solution would be to induce educated females in the cities to go teach in rural areas. In some cities, there is presently a surplus of trained female teachers, but there are legal/administrative barriers to the employment of a city-born female in the villages. Also, the system of teacher allowances operate to the disadvantage of most rural teachers.

These matters could be changed, but taking care of them would by no means solve the problem. More fundamental actions are required. This is, perhaps, the most significant challenge to educationists in the Seventh Plan.

B. PROVINCIAL REVENUES AND EXPENDITURES

Since the provinces are the main suppliers of primary education in Pakistan, it is important to consider provincial revenue sources as well as provincial expenditures on education -- most particularly provincial expenditures on the operation of primary schools. This section of the report is concerned with recurrent revenues and expenditures (called "non- developmental" in Pakistan). A later section will take up matters relating to capital outlay.*

1. Provincial Revenue Sources

The provinces of Pakistan receive by far the largest share of their revenue receipts from the Federal Government. Though the provinces have been assigned important responsibilities for law and order, water supply, sanitation, agricultural operations, irrigation, health, housing, and education (below the university level), the provinces lack fiscal autonomy. The degree of fiscal autonomy has been shrinking over time. Lacking own-revenue sources that are productive, the provinces cannot balance the pain of higher levies on the public against the benefits yielded by additional services provided to that public. Instead, the provinces are forced to allocate a sum of revenue receipts that is both too limited and too unstable over public services that are crucial to the very survival of the country.

Because the provinces are fiscally dependent, it makes sense to consider their revenue base first off in terms of the consolidated federal and provincial budgets. The two main types of direct taxes, income and property, account together for a very small share -- estimated at 13.3% in 1984-85 -- of total revenue, even by the standards of developing countries.** The property tax, often employed as the mainstay of the finance of local bodies, raises an insignificant sum. In passing, however, it must be noted that the property tax in Pakistan is a provincial levy and that the provinces distribute a share (at different rates in different provinces) to local bodies in proportion to taxable values held within the various local bodies.

From 1979-80 to 1984-85, the deficit in the consolidated budget rose from Rs 14.6 billion to an estimated Rs 27.3 billion. The annual compound rate of increase was 13.3%. Between 1979-80 and 1984-85, interest in the consolidated budget went up from Rs 4.8 billion to Rs 15.2 billion - an annual gain of 25.9%. Interest now represents approximately 20% of current expenditures in the consolidated budget.

---

* Unless otherwise noted, the following materials are the basis of this section: Estimates of Charged Expenditure and Demand for Grants (Non-Developmental), four provinces various years; Finance Division, Government of Pakistan, Pakistan Economic Survey, 1984-85; and Finance Department, Government of the Punjab, Budget White Paper, 1985-86.

**Finance Division, ibid., p. 68

Consolidated Federal and Provincial Budgets

		Rs Million	%
1979-80 Actuals	Total Revenue	38,502	100.0
	Tax Revenue	32,507	84.4
	Taxes on Income	5,177	13.4
	Property Tax	327	0.8
	Sales & Excise Taxes	12,888	33.5
	Import Duties	12,126	31.5
	Other Taxes	1,989	5.2
	Non-Tax Revenue	5,995	15.6
1983-84 Revised	Total Revenue	73,167	100.0
	Tax Revenue	58,413	79.8
	Taxes on Income	8,708	11.9
	Property Tax	522	0.7
	Sales & Excise Taxes	21,555	29.5
	Import Duties	24,771	33.9
	Other Taxes	-	-
	Non-Tax Revenues	14,754	20.2
1984-85 Budget	Total Revenue	79,975	100.0
	Tax Revenue	63,913	79.9
	Taxes on Income	10,074	12.6
	Property Tax	532	0.7
	Sales & Excise Tax	23,132	28,9
	Import Duties	27,037	33.8
	Other Taxes	-	-
	Non-Tax Revenues	16,062	20.1

Source: Finance Division, GOP; the 1980-81, 81-82, and 82-83 periods were eliminated to facilitate the comparisons.

Certain features of provincial finance on the recurrent side are worth noting. The figures that follow show the dominant position of central tax assignments in the recurrent budgets of the provinces. In 1984-85 central tax assignments represented the following shares of general revenue receipts: Punjab, 52.4%; Sind 51.0%; NWFP, 36.0%; and Baluchistan, 26.9%. In three of the provinces, central tax assignment was by far the largest major source of recurrent revenue. The Federal government allocates 80% of the net proceeds of three taxes: export duty on cotton, sales taxes, and taxes on income, including corporation tax but not including taxes on remuneration paid out of the Federal Consolidated Fund. (The yield of the highly productive Federal tax on imports is not shared with the provinces). The shared taxes are divided up on the basis of population: the allocation is Punjab 57%, Sind 25%, NWFP 13%, and Baluchistan, 5%. The important thing to note is that the provinces have no control over the amounts of these receipts from one year to the next.

Provincial Finances in Rs Millions

		Punjab	Sind	NWFP	Baluch.	Total
1982-83 Actual	General Revenue Receipts	9,216.7	4,020.6	3,012.7	1,632.2	17,882.2
	Central Tax Assignment	5,537.9	2,235.8	1,223.6	352.7	9,350.0
	Provincial Tax Receipts	1,630.1	887.5	219.2	456.8	3,393.6
	Non-Tax Receipts	2,048.7	1,187.8	1,619.0	622.7	5,478.2
	Payment on Debt Service	1,606.6	904.0	743.4	325.5	3,579.5
	Surplus/(Deficit)	(419.7)	(109.7)	(340.5)	181.3	(688.6)
1983-84 Revised	General Revenue Receipts	10,950.2	4,955.2	3,654.5	1,940.6	21,500.5
	Central Tax Assignment	5,983.4	2,570.7	1,374.6	544.1	10,472.8
	Provincial Tax Receipts	1,630.8	910.6	238.3	841.8	3,621.5
	Non-Tax Receipts	3,336.0	1,473.9	2,041.6	642.3	7,493.8
	Payment on Debt Service	2,110.1	1,062.8	864.0	369.9	4,406.8
	Surplus/(Deficit)	(1,394.5)	(160.4)	(571.2)	(140.2)	(1,985.9)
1984-85 Budget Estimate	General Revenue Receipts	12,697.9	5,632.9	4,267.9	2,263.9	24,862.6
	Central Tax Assignment	6,655.0	2,875.3	1,537.4	608.4	11,676.9
	Provincial Tax Receipts	1,806.3	992.7	257.5	1,056.1	4,112.6
	Non-Tax Receipts	4,235.7	1,764.9	2,473.1	599.4	9,073.1
	Payment on Debt Service	2,609.3	1,239.3	1,053.5	483.5	5,385.6
	Surplus/(Deficit)	(1,365.8)	(257.2)	(570.8)	71.3	(2,122.5)

Source: Finance Division, GOP

Provincial tax receipts are not a major item in any province except Baluchistan. The relationship between the amount of debt service and the yield from provincial taxes is instructive. Debt service is incurred in the provinces mainly because of loans from the central government to finance the annual development programs, "cash development loans." Provincial debt service has been rising over time. By 1983-84, provincial debt service exceeded provincial tax receipts in Punjab, Sind, and NWFP. In other words, the federal government is drawing more money back from the provinces each year than they are able to raise from their own tax sources.

Each province obtains a substantial amount of non-tax receipts, especially NWFP (relative to total revenue receipts). Non-tax receipts for the most part represent cost recovery or various forms of user charges, broadly defined.

At the present time the federal government has a kind of agreement with the provinces to meet deficits on current account. The total of provincial deficits has been growing rapidly, as the previous figures show. It is hard to believe that this is truly a "blank check policy." Indeed, the Team was informed in Sind that the Sind deficit had been frozen except for the excess in educational recurrent expenditures over the 1982-83 level. This matter requires some explanation.

As a part of the 1982-83 Special Development Program, the federal government requested the provinces to make a massive expansion of mosque schools to serve the first three grades of primary school. The federal government pledged to meet teacher salary costs in newly-opened mosque schools. In 1983-84, the federal government rescinded that decision. After negotiation, it was agreed to regard the increase in primary school recurrent expenditures above the 1982-83 level as development costs. This latter policy was translated into the general pledge to meet provincial recurrent deficits. There is now some evidence that education deficits (but not just primary) are treated as an open-ended obligation of the federal government while other deficits are subject to control. If this is so, there would remain the question of why the provinces do not use the federal government's liberality to address some of the most distressing conditions in primary education: Class size of over 100, absence of instructional materials, lack of transport for supervisors, schools that are falling down, inadequate and inefficient teacher training -- the list is long. Doubtless there are understandings among federal and provincial finance officers as to what the phrase, "meeting provincial deficits" really means.

In any case, financing of deficits by the federal government is not an assured source of revenue. In the next depression, the federal government could simply decline to do so, or it could decide to meet only a portion of current deficits. This would curb the capacity of a province to accept development projects, especially those with high future recurrent costs. The danger would be greatest in a province that had taken the largest advantage of the present deficit absorbing policy of the federal government.

2. Recurrent Expenditures in Education

Table III.24 shows data on recurring expenditures on education, recurring expenditure on primary education, and real recurring primary education expenditures per student in the four provinces of Pakistan. Certain conclusions can be drawn from that table.

a. The proportion of the recurrent education budget held by primary education varies from one province to another. In Punjab it is in excess of 50%, in 1982-83 it reached 60%. In Sind it is approximately 45% and it is only slightly less in Baluchistan. The proportion tends to be least in NWFP running a range from 33.6% to 41.3% during the period 1975-76 to 1985-86. (The figures for the latter year are budget estimates).

b. On the other hand, during the years 1975-76 to 1985-86, there was no general shift in the primary proportion. In each province there were some year-to-year variations, but the 1975-76 primary share was almost exactly equal to the 1985-86 share in each province. Insofar as the announced priority in the education chapter of the Sixth Plan was for primary education, that has not resulted in a relative diversion of resources to primary education at the expense of the other education sub-sectors.

c. Beginning in 1982-83, the last year of the Fifth Plan, there has been a startling increase in recurrent expenditures on education in total and in primary education as well. This can be noted by comparing in Table III.24 the annual compound rates of change in recurrent expenditures for the period 1975-76 to 1981-82 with those for the period 1981-82 to 1985-86. The shift is strongest in Punjab and NWFP, smaller but still pronounced in Sind, and not distinguishable in Baluchistan. However, for the whole period 1975-76 to 1985-86, recurrent expenditures on education - total and for primary alone - show an advance in excess of 20% annually. From this evidence, it may be said that the provinces are making a commitment to educational development with respect to recurrent expenditure. This is not to say that recurrent expenditures are adequate. On the one hand, Pakistan suffered considerable deterioration of its educational institutions during the 1970s. On the other hand, demand for primary education is strong and rising. There is far too much overcrowding in the schools and there are other serious problems as noted elsewhere in this report. (See Part III.)

d. With regard to real recurring expenditures per student, Sind showed virtually no change during the whole period 1975-76 to 1985-86, except for a temporary downturn from 1980-81 to 1982-83. Punjab and NWFP registered modest gains, but almost all of the rise occurred in one year, 1982-83. The last year of the Fifth Plan appears to have been quite favorable for education including primary education. In Baluchistan, only fragmentary data are available, but nevertheless that province shows the largest relative and absolute rise in real recurring primary expenditure per student.

The question is what constitutes the objects of recurrent expenditure in primary education. For the year 1984-85, revised budget estimates indicate the following:

	PERCENT			
	Punjab	Sind	NWFP	Baluch.
Recurrent Primary Expenditures (all costs)	100.0	100.0	100.0	100.0
Establishment Charges (salaries & allowances	98.3	93.3	39.5	88.0
Salaries alone	81.5	75.3	69.4	60.2

Source: Estimates of Charged Expenditures and Demand for Grants, 1985-86, (Non-Developmental) Four Provinces

In the two most populous provinces, almost all recurrent expenditure on primary education is consumed by establishment charges, meaning salaries plus allowance. In Punjab, establishment accounts for 98.3% of primary recurrent expenditures and in Sind 93.3%. The ratios for NWFP and Baluchistan are lower: 89.5% and 88.0% respectively.

What may account for the differences among the provinces? It is known that NWFP and Baluchistan provide some free textbooks. In NWFP, some students in the first two classes are given free textbooks, whereas in Baluchistan free books are given to many students in all primary classes in rural areas, which is to say to most of the students. The cost of free textbooks in Baluchistan has risen from Rs 1,450,145 in 1976 to Rs 7,108,970 in 1985, an annual rise of 19.9%.*

It is also possible that NWFP and Baluchistan are more generous in providing materials to teachers but the Team was unable to ascertain this with precision. In general, these allocations are said to be meager and this was confirmed by site visits to a large number of primary schools in NWFP and Baluchistan. More definite estimates are available for Sind: in Karachi Region, Rs 20 per school (regardless of size) per month; in Hyderabad Region, Rs 5 per teacher per month.

On what objects are recurrent expenditures in primary education not placed - as compared with general practices in other countries. Building maintenance is not an object of recurrent expenditure. This is regarded as a responsibility of the local community. (In Punjab, maintenance of middle schools has been taken up by government but primary schools are still left untended.) Nothing but the most basic of instructional materials are supplied -- basic meaning chalk and a teacher's notebook -- aside from the UNICEF teaching kit, and this latter set of materials appears rarely to be used. Transport of supervisors is not recognized as a recurrent expenditure except in the World Bank project schools. School lunches are not offered; and by observation, neither is clean drinking water to be found very often. (see Part III.)

*In the case studies (Part III), parents paid for most texts; apparently provision has not caught up with supply.

3. Recurrent Budget in the Punjab

Additional information is available on the recurrent budget of Punjab. As for revenue receipts, 1984-85 revised, Punjab received the following amounts from federal shared taxes: export duty on cotton, Rs 132.2 million; income tax, Rs 4,082.3 million; sales tax, Rs 2,093.6 million, a total of Rs 6,308.0 million. From provincial direct taxes (agricultural income, property tax, capital gains tax, gift tax, property transfer tax, etc.), the yield was Rs 486.5 million (the agricultural income tax produced only Rs 0.4 million) Provincial indirect taxes (stamp duties, motor vehicles tax, entertainment tax, electricity duty, etc.) offered Rs 1,357.5 million. Total provincial taxes came to Rs 1,844.0 million. Income from property and enterprises amounted to Rs 66.3. Fees, charges, and fines (cost recovery in general) brought in Rs 1,768.1 million, of which education accounted for Rs 149.2 million. (At the primary level, Punjab charges Rs 1 per student per month; in the other provinces no charges are made for primary instruction.) Miscellaneous receipts amounted to Rs 312.7 million. In the revised figures for 1984-85, there is a deficit in the recurrent budget of Rs 2,971.2. This was met by the Federal government. From the details of the revised estimates of recurrent revenue for 1984-85, it is seen that the revenue deficit met by the federal government (Rs 2,971.2) was 1.6 times larger than the sum received by Punjab from its own tax sources (Rs 1,844.0 million).

Current expenditure in 1984-85 (revised) amounted to Rs 13,270.4 million. The provision of social services claimed the largest amount: Rs 4,342.2 million, or 32.7%. Within the social services category, education was the largest activity, claiming Rs 3,179.0 million, or 73.2%. Table 25 indicates changes in the various main components of the education budget from 1975-76 to 1984-85. It would appear that Punjab continued to give highest priority to secondary education, not primary through that year, at least as measured by rate of change in expenditures. Table 26 shows shares of education and primary education in total recurrent expenditure from 1980-81 to 1985-86 (budget estimates). It also indicates the share of primary education expenditures taken up by total establishment and by salaries. There is a small rise (2+%) in the share of the recurrent budget put to education. Within the education budget itself, there is no substantial rise in the share of recurrent expenditures claimed by the primary sub-sector.

Of special interest is the proportion of the recurrent education budget that is taken up by establishment charges (salaries plus allowances). In five of the six years, 1980-81 to 1985-86, the share to establishment was over 97.5%. This leaves only small amounts for those crucial kinds of expenditures that support the important work of the primary school teacher.

In its Budget White Paper 1985-86, the Finance Department of the Government of the Punjab listed, among its criteria for approving recurrent budgets, the following two principles:

- special allocations should be made, where necessary, to improve the maintenance of the capital assets of the government.
- in order to ensure a reasonable level of operational efficiency in government, adequate funds should be provided to cover the expenditure on consumable items like stationery, equipment, etc.

Education is a major expenditure item for Punjab and primary education absorbs the largest share of the total. Yet, almost all of the primary money is taken up by teachers' pay and allowances. Each year Punjab spends roughly Rs 2 billion for teachers but much of that money may be lost because the small but necessary supporting allocations are not made. It is similar to the case of an agricultural department that pays salaries of extension agents but does not offer transport. The agents sit around the office and fail to reach the farmer. Essentially, the salaries of the agents are for nought.

In the case of primary education, these particular lacks appear to be serious: (1) The Team was informed that Government of Punjab assumes no responsibility for maintenance of primary school buildings. Site visits to schools convinced the team that many buildings are sufficiently deteriorated as to interfere with instructional processes. (2) Government of Punjab is said not to supply funds for conveyance of inspectors. Team was informed that the Education Department had requested Rs 7.6 million for this purpose in 1985-86 and that the request was turned down by Finance. Without contact with inspectors or supervisors, teachers feel -- and are -- isolated from professional contact; the Team was repeatedly told that one of the most important sources of inefficiency in primary education is teacher absenteeism. Proper provision of inspectorial services is known to be effective in reducing teacher absenteeism. (3) Recent studies have shown convincingly that a relatively small allocation of instructional materials - in the order, say of 5 to 10% of recurrent budget - is one of the most cost effective means of raising levels of student achievement. Site visits to schools indicated a virtual absence of instructional materials. Suggestions as to what amounts and kinds of materials that should be added are made in Chapter V.

4. Recurrent Budget Flexibility

Where recurrent budgets are over-strained, the capacity of a province to embark on development projects is also constrained. Development projects entail future recurrent costs. Naturally, a province will be cautious in committing itself to meet obligations for future recurrent expenditures if it finds that its revenue sources are highly inelastic. Primary education is vulnerable on this score because its ratio of recurrent costs to development outlays is unusually high.

In the case of the Punjab, 31 per cent of its 1985-86 budget was spent as transfers, which consist of interest, grants, and subsidies. Interest alone represents 71% of transfer payments. Transfer payments are not under the control of the province.

Of consumption expenditures, representing the other 67 percent of the recurrent budget, 69 percent take the form of wages, salaries, and allowances. Since it is not the practice of the provinces in Pakistan to engage in large lay-offs of public servants, these establishment charges must be regarded as fixed in the short-run. Thus, even in those simple terms, 79% of the Punjab budget is untouchable (transfers plus establishment). All the various departments and agencies, such as housing, public works, jails, police, agriculture, forestry, require some materials purchases to fulfill their purposes. Roughly, well over 90% of the recurrent budget is fully committed now and in the future, and there are many claimants for whatever share remains.

Of course, the question of capacity to absorb development projects is moot as long as the federal government meets provincial deficits. This practice, however, is not a pledge or a guaranteed resource. In fiscal planning, the "absorb-the-deficit" policy (maybe) is not a substitute for a set of productive and elastic provincial taxes. Without such the province will be utterly unable to make long term plans and will increasingly be forced to resort to user charges. Excessive reliance on user charges is a denial of the basic rationale for the existence of government over and beyond the functions of law and order, and defense.

C. BROADENING THE PROVINCIAL REVENUE BASE

In the latter parts of the section of the report, "Provincial Recurrent Expenditure," the conclusion was drawn that the provinces require a more assured and elastic revenue base. Otherwise, the social services, including primary education, will be operated at a low level of efficiency and effectiveness. Recurrent expenditures will be inadequate relative to the needs of the population for services and the provinces will be constrained from taking up development projects in the social sector because of their concomitant requirements for additional recurrent expenditures in the future.

It is the opinion of the Team that there is only one action that would be both constructive and fair in dealing with this problem, namely, to increase the yield of the agricultural income tax in very great measure. The Team realizes this is not an original suggestion, but nevertheless it appears to be the correct one.

Regarding primary education in particular, it also seems possible to shift part of both the recurrent and developmental costs off the provinces.

1. Agricultural Income Tax

As was noted in the section on "Provincial Recurrent Expenditures," the consolidated federal-provincial budget of Pakistan reveals an extreme reliance on indirect taxation. Whatever equity a revenue system possesses -- at least in any modern state -- is to be found in the imposition of direct taxation. Equity is likely to be enhanced, of course, if the rate structure is progressive.

Value added in agriculture runs in the order of Rs 105 billion a year, and this value is now largely untaxed. Low-income farmers should be exempted from the tax, but it should be noted that roughly 40% of agricultural land is operated by large farmers. If 10% of value added in agriculture could go to the provincial revenue bases and if the larger share of that yield could be put with health and education (primary education holding priority for consolidation and modest expansion in the case of female students), the most urgent social needs of the country could be met for the time being.

Furthermore, the tax on non-agricultural income is one of the most elastic in the country. A tax on agricultural income also should be relatively elastic, and certainly more elastic than the sales tax, a present mainstay of provincial finance. As the Finance Division has stated:

"Direct taxes account for a very small proportion of total tax revenues because of various exemptions granted. Almost one-third of the total income is exempted simply because it originates in the agriculture sector. The rationale for exempting agricultural incomes from income taxes seems to have been that agriculture is being implicitly taxed as the domestic prices of agricultural products fall significantly short of the world market prices. This line of reasoning, however, misses the simple point that people pay taxes, not sectors. Equity demands that equal taxes be paid by people with equal incomes, irrespective of the source of that income.

Moreover, except for rice, domestic prices are close to world market prices at present. Even where prices in the domestic and world markets differ, it is hardly justified to exempt agricultural income from income tax. This is because while depressed prices affect both the small and the large farmer alike, the income tax would exempt the poor and tax only the richer farmers. With the present exemption limit of Rs 18,000, all poor farmers (with incomes less than Rs 1,500 per month) would pay no taxes but those farmers who pay no income taxes today, despite incomes of Rs 1,500 per month and more, would be asked to contribute to the national development effort like all other citizens. As the price distortions have already been removed, and the income tax is more progressive, it may be expected to yield more revenues, better income distribution and more efficient production if agricultural income is included in estimating income tax liability."*

Ideally the agricultural income tax would be administered by the provinces with possibly a share of proceeds turned over to the federal government. Only if the provinces have the power to set rates on an important source of revenue can the provinces begin to make rational calculations about requirements for public services, i.e., to weigh burdens on tax payers against benefits to citizens. As it is now, given the small contribution that provincial taxes make to provincial budgets and given the inelasticity of those taxes, the provinces can only play a zero-sum game among their service departments; the urgent needs for services by one department can only be met at the expense of sacrificing urgent needs for services of another department. Whether it would be politically possible to assign the agricultural income tax to provincial administration -- over and beyond the administration of the token tax on agricultural income that they already carry -- is beyond the means of the Team to say.

2. Shifting a Greater Share of Costs to Local Bodies

There is a possibility that some relief to the provincial fiscal burden could be obtained by inducing the local bodies to serve additional numbers of primary students. To begin to explore that possibility requires an examination of the existing activities of local bodies in primary education.

---

*Finance Division, Government of Pakistan, Pakistan Economic Survey, 1984-85, Islamabad, 1985, p. 69-70.

In two provinces, NWFP and Baluchistan, very few primary schools are run by local bodies. In Peshawar, the municipal corporation operates two high schools, one for males and one for females. The Team was told these are the only MC schools in NWFP, some local committees do have schools elsewhere in the province.

In Punjab, on the other hand, local bodies provide primary education for 12% of primary students in the province. Table 27 offers certain information about primary education of local bodies in that province. In 1985, there were 7 municipal corporations in Punjab: one each in Lahore, Rawalpindi, Sargodha, Faisalabad, Multan, and 2 in Gujranwala. Each to operates primary schools; smaller places, such as Khushab, Kasur, and Vehari also have show enrollment in local schools, administered not by municipal corporations but by municipal committees. A second point to note is the high proportion of female enrollment; for all practical purpose, female enrollment is equal to male, province wide. In 11 places (Rawalpindi, Jhelum, Gujarat, Lahore, Sheikhupura, Okara, Multan, Vehari, Bahawalpur, Bahawalnagar, and Rahim, D.G. Khan) enrollment of females exceeds males. (Taking account of the objective in the Sixth Plan of improving access of females to primary education, it would make sense to discover what special attraction local body schools have for girls, as compared with provincial schools.) By provincial standards, the number of students per teacher is relatively high in MC schools. In Punjab, this is particularly notable in schools for females. In 6 of the areas in which local bodies maintain primary schools, the average number of female students per teacher is in excess of 60. Given that the enrollment in Class IV and V is less than in I-III almost everywhere, such a high average ratio implies very large groups of students per teacher in the early grades. In spite of this, parents apparently seek to enroll their daughters in local body schools in preference to provincial institutions: either that or they are forced to do so by a mandated shortage of places in provincial schools. (Brief descriptions of these local systems are provided in Chapter I of this volume and some samples were studied in Part III).

In the financial structure of local bodies in the Punjab is more or less uniform among the provinces, so the basic conclusions about finance in Punjab should have some generalization utility.

In 1984-85, the major sources of local body revenues for 1984-85 in the Punjab were:

Municipal Corporations
(amount in Rs 000)

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, Cesses	791,050	90.3
Remunerative Projects	17,679	2.0
Grants-in-Aid	2,615	0.3
Other	65.590	7.4
	876,934	100.0

*Special Assessments

Municipal Committees

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, Cesses	527,061	85.6
Remunerative Projects	7,140	1.2
Grants-in-Aid	5,688	0.9
Other	76,076	12.3
	615,965	100.0

Town Committees

Source	Amount	Percent
Taxes, Tolls, Rates, Fees & Cesses	209,635	83.9
Remunerative Projects	5,601	2.2
Grants-in-Aid	540	0.2
Others	34,147	13.7
	249,926	100.0

District Councils

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, & Cesses	557,863	86.2
Remunerative Projects	3,496	0.5
Grants-in-Aid	1,425	0.3
Others	84,441	13.0
	647,225	100.0

Source: Department of Local Government and Rural Development, Government of the Punjab, Financial Position of Local Councils in Punjab, 1982-83 to 1984-85, Lahore, 1985

From these figures, it is clear that local bodies operate on their own. They receive little assistance in the form of grants-in-aid from higher levels of government. The mainstay of local body finance is the octroi, a tax on goods, the collection of which is put out under contract to the highest bidder.

Average local body income per capita in Punjab municipal corporations in 1984-85 was approximately Rs 175. It varied from a low of Rs 137 in Faisalabad to a high of Rs 230 in Rawalpindi. In Lahore it was Rs 151. These figures might be viewed against a per capita expenditure for primary education, four province aggregate of provincial schools, of approximately Rs 30. Municipal committees had per capita incomes on the average about equal to those in municipal corporations, but the range was large; Rs 808 in Murree to Rs 59 in Bhera. Town Committees had average per capita incomes in the order

of Rs 100. District Councils received much less, with the average per capita being in the order of Rs 25-30. Many district councils gained less than Rs 20 in 1984-85.

In Sind Province, the Karachi Municipal Corporation (KMC) primary schools in 1985-86 enrolled 105,233 students, of whom 55,736 (53.0%) are female. There are 3,621 teachers (29.1 students per teacher), of whom 3,284 (90.7%) are female. There are 512 headmasters/headmistresses for 507 schools. Four hundred thirty-three of the heads are female (84.6%). Most of the schools run on double session. Unlike provincial schools, KMC primary schools are staffed with chowkidars (gate keepers), peons, and sweepers, a total of 1,235 for the 507 schools. KMC provides one inspector for each 50 primary schools, a considerably more generous ratio than Sind Province does.

From what has been noted, it is clear that the KMC primary school program is more costly than provincial programs. KMC spent approximately Rs 950 per student in 1985-86. This might be compared with a figure of roughly Rs 375 for the province. Of the KMC recurrent budget of Rs 100 million, only about 80% is spent on establishment charges, leaving a substantial share for such objects as instructional supplies. About 10 primary school facilities are opened each year, and with double shifts, this means 20 schools. KMC operates its own teacher training program, currently with 460 students.

The Team concludes that there is a base of primary education in local bodies upon which the country can build. But there are problems. First, the revenue base of the local bodies is not necessarily secure. A concern has been expressed that the provinces may take over some of their sources. Second, the Team was repeatedly told that primary education is viewed as an onerous burden by local bodies. Local councillors, it was said, are much more interested in streets and water supply. Insofar as this is a correct assessment local bodies are unlikely to expand primary education in the absence of a financial incentive. Third, in rural areas, local bodies are very deficient in revenue as things now stand. There is , then, a question as to whether local residents would submit to a new local levy, perhaps a flat tax per household, in order to assume control of a new or expanded primary school. Fourth, and on the other hand, some teachers are said to be adamantly opposed to local control of education. Just why is not altogether clear, but the most common reason given was the adverse effects of local political factionalism on the operation of schools and on the lives of the teachers themselves.

a. Loss to Revenue Sources to the Provinces. This threat could probably be laid to rest if the provinces were willing to make appropriate pledges about the inviolability of local revenue sources and if the provinces enacted statutes to provide for an additional sharing of provincial taxes with the local bodies. Both types of action probably await tax reform by the central government.

---

*It must be pointed out, however, that the other municipal corporations in Sind have far fewer resources and spend much less per pupil.

b. Lack of Interest of Local Councillors in Primary Education. This is mainly an aspect of urban education, since few places except those large enough to have a municipal corporation or a municipal committee are likely to have both the financial resources and the administrative capacity to operate educational institutions all by themselves. With regard to municipal corporations and municipal committees, provinces conceivably could stimulate the interest of councillors in expanding primary education by offering to meet a share of the costs, i.e., by a system of matching grants. The financial aspects of this arrangement would require careful negotiation. One side of the problem is that MC schools appear to be better financed than provincial schools. Suppose an MC is spending Rs 1,200 a student a year and the province Rs 400. If the province offered 50-50 matching, it would not receive financial relief but would suffer an additional burden. For the province to receive relief, the match ratio would need to be less than 1/3 province, 2/3 MC. Next, the province would need to try to restrict its own contribution to new enrollments. If the province found itself obligated to match expenditures for all the students who are already enrolled in MC schools, it would be in an unfortunate situation, saddled with a huge annual payment from which its own financial situation received no benefit. Lastly, the province would have to assure itself that its own schools and the MC schools served the same "market." Suppose the clientele of the two types of school are quite distinct. If the province paid part of the costs of expanding MC schools in this situation, it would give relief to the MC but none to itself, because the increase in MC enrollment would in itself do nothing to lessen the pressure of enrollment demand in provincial schools. On the other hand, if the provinces want to increase overall enrollment but don't have the facilities, the differing clientele would not matter.

c. Lack of Current Revenue in Local Bodies in Rural Areas. Two village sub-classes. (i) Some villages lie in prosperous areas, with fertile land, electricity, and market roads, relatively affluent. To such communities, the provincial government might will make an offer to grant governing powers over a school to a committee of wise persons and to provide partial support for the recurrent costs -- 50-50 matching. Certain standards of provision might be set as a condition of the agreement being maintained over time. If the local management is benign, the benefits would extend beyond the matter of financial relief to the province. The efficiency of the schools should be enhanced by local oversight, e.g., teacher absenteeism should decline. (ii) The other villages may be too poor, too small, or too isolated - perhaps all of these - for local control-cum-major financial contributions to make any sense. And it should recognized that there are already important local financial contribution toward primary education. If a school is to be built, the local community must provide the land. Currently 85% of the primary schools being opened in Baluchistan are in donated buildings. The local community is expected to be responsible for building maintenance. Parents must provide uniforms and writing materials. In Punjab and Sind,, they must pay for text books as well. Nevertheless, it may still be possible to extract greater contributions toward primary education from poor villagers. There would appear to be two prior condition. First, the primary school must be of a reasonably satisfactory standard. Villagers would need to believe that they were contributing to a local institution that was in sufficiently good shape to be worth helping. This is a responsibility of the provincial governments. Secondly, there

would need to be some means of communicating to villagers about educational improvements. They would need to be told what different amounts of contributions would buy -- the improvement options, that is -- and how given improvements might help instruction or the capacity of the children to learn. The hard sell and over-claiming should be avoided, for little else could set the opportunity for local involvement back so harshly as a belief on the part of villagers that they had been hoodwinked by charlatans parading as educationists.

d. Hostility of Organized Teachers to Local Involvement in Education. Aside from the case studies (Part III), Team members had little opportunity to talk to teachers and none at all to talk to union backers. It is not possible to try to estimate the magnitude of this problem or to make any suggestions toward solving it, althouth in the case studies, teachers in local body and provincial schools gave much the same opinions on needs and no direct opposition to local governance was voiced.

D. CAPITAL OUTLAY ON PRIMARY EDUCATION

A major condition for growth in the proportion of school age population enrolled in primary schools is availability of additional classrooms. Classrooms may be built by Government, donated by private parties or they may be established in Mosques. These sources of classrooms appear to have been in adequate. In Pakistan, most capital outlays in the civilian public sector are controlled by five year plans and annual development plans. The content of recent plans, insofar as they deal with primary education, is important.

1. The Fourth Five-Year Plan

The Outline of the Fourth Five-Year Plan was published in February, 1970. It laid special emphasis on primary education. The document noted that 50% of the 5-9 age cohort was enrolled in primary schools, (In 1983-84, the first year of the Sixth Plan, the ratio was 49% - see Table III.28). The Plan then stressed both quantitative expansion and improvement of quality at the primary level. Relevant citations (Outline of the Fourth Five Year Plan, 1970-75, Planning Commission, GOP, Islamabad, 1970) were:

"The first priority must be to extend the base of the educational pyramid so that all children get a chance of going to school. Only in this way can we tap the intelligence of our population fully for productive purposes and promote social mobility. The productivity benefits are likely to be highest from improvement in primary education, and it is the cheapest form of education." (303)

"Primary education is at present available to about half of the nation's children. The number of illiterates is rising in excess of a million persons a year. Mass illiteracy blocks economic and social progress and the nation has to pay heavily for it in every direction. Apart from the fact that free primary education is a fundamental human right, it is by far the cheapest kind

of education and its benefits are widely distributed among the entire nation. Empirical tests in Pakistan industries have shown that there is a very large difference in the productivity of literate and illiterate workers and so the pay off in investment is bound to be higher in primary education than in general secondary and higher education, where the evidence shows quite clearly that there is already a surplus of graduates in search of employment" (pp. 309-10).

"Urgent measures shall have to be taken to widen the base to cover at least 65% of the children by 1975 and 90% by 1980." (p. 317)

"Investigations carried out on the subject revealed that poor quality of education is responsible for over half of the dropouts in Pakistan. Hence, the emphasis at the primary level will be on raising teachers' salaries and overall quality improvement. Special measures should also be adopted to increase the enrollment and retention rate of girls. Education of girls will be given immediate and serious attention as the nation cannot afford to allow half the population to remain illiterate. This will be provided by setting up separate girls schools and giving extra incentive to encourage qualified women to work in the rural areas as teachers. The incentives will be in the form of special pay, housing facilities, etc." (p. 318)

"One of the essential elements in improving quality of teaching is to improve the status of teachers. Status is largely determined by the earning capacity, i.e. the salary scales of teachers. Higher pay is obviously needed if better qualified people are to be attracted to the profession....It is also not expected that payment of higher salaries alone will enable the ill-qualified teachers to increase their teaching efficiency. Teachers should be required to raise their productivity in return for pay increases. Increase in salary should be a kind of incentive for improving teaching efficiency, higher average daily attendance, better output, and for improving the rate of retention in primary schools. Extra expenditure incurred on the salary of teachers should be accompanied by additional output." (p. 313)

"During the Fourth Plan, District School Authorities will be created as statuary bodies with autonomous character and their function shall be (i) preparation of development plans, (ii) administration of all schools and colleges, and (iii) administration of school funds...The main purpose for the creation of District School Authorities will be to allow local participation in the management and administration of schools. In order to assist District School Authorities and to ensure local participation, sub authorities or sub boards will be established at Tehsil level. While the tehsil school Boards would function as sub authority for the management of primary schools, the District School Boards will administer high schools and colleges...The District School Boards shall be autonomous bodies with elected members having power to raise capital, borrow money, levy cess, etc., for financing education. The School Boards shall also have adequate inspecting staff and supervisory staff either by direct appointment or by appointing officers from Government Departments on long deputation. Major share of the local cess collected shall be spent on primary education." (pp. 315-16)

2. The Education Policy, 1972-80

The Fourth Five-Year Plan was abrogated in its details by the partition of the nation. It was succeeded by The Education Policy 1972-80, Ministry of Education, GOP, March, 1972. It was estimated that 48% of the primary age group was enrolled in 1972. A target of 85% enrollment was establishes for 1980 (100% of boys and 70% of girls). During 1972-80, 38,000 additional primary school classrooms were to be constructed...within easy walking distance from the children's homes." (p. 5) It was indicated that in providing school facilities...priority would be given to rural and backward areas and to the education of girls.

The Education Policy stated that universalization of elementary education, meaning classes I to VIII, would require 225,000 additional teachers. One third would be drawn from a national literacy corps. In addition, the following passages from the Education Policy are relevant to primary education:

> "The proportion of women teachers in primary schools will be progressively increased even if this involves lowering the minimum academic qualifications in certain areas. This will enable boys and girls to study together in a single school staffed exclusively by women teachers." (p. 6)
>
> "Textbooks and writing materials will be provided free to primary school children." (p. 6) The Ministry found this financially impossible.
>
> "Adequate library books, educational toys and other audio-visual aids will be provided to all schools. Radio sets will be provided to all schools and T.V. sets will be installed in areas covered by telecasting facilities." (p. 6)

3. The Fifth Plan 1977-83

The Fifth Plan 1977-83 (Planning Commission, GOP, Islamabad, June, 1977) commenced with an assessment of progress made during the period of the Education Policy from 1972-73 to 1976-77. It noted: "Progress, however, fell short of the targets in a number of important sub-sectors, of which the most important were education at the primary and middle stages and adult education." (p. 475) It also noted: "The proportion of national resources devoted to education in Pakistan has generally been inadequate. In 1976-77, the per capita spending in education works out to about Rs 34, which is about 1.7 percent of the GNP. In developing countries with a corresponding level of national income, the proportion spent on education varies between 2.3 percent and 3.1 of the GNP. Development of education in the past indicates that in Pakistan there has been marked bias in favor of higher education, both general and professional. In the present arrangement, it would not be easy to implement the policy of giving highest priority to primary education. The popular demand emanating from the well to do and educated sections of the society is generally for expansion of higher education." (p. 478)

Primary education targets, as before, are expressed in terms of participation rate (instead, for example, of setting targets in terms of primary school completers). It was estimated that the participation rate for primary education in 1976-77 was 53%. This was to be advanced to 71% by 1982-83 (90% for boys and 50% for girls). This target implied an increase in enrollments of 1,696,000 male students and 1,342,000 females, a total increase of 3,038,000 students. The required average annual growth rates were 6% for males and 11% for females.

The Plan postulated an ambitious program of school construction and renovation. There was to be construction of 12,000 new primary schools of "improved design." Approximately 25,000 existing school buildings would be renovated. Some 20,000 primary schools in an incomplete stage of construction were to be finished. These estimates are not translated into numbers of students to be accommodated, but the amount of construction planned would appear to have been sufficient to meet enrollment targets.

It was stated that expansion would be based on a minimum program of 2 room schools with 2 teachers. Space standards were to be raised from 8 sq. feet per student to 12. (In the Sixth Plan, space standards as currently applied in the provinces yield 8 sq. feet per student ignoring any space occupied by the teacher.) The extra space was to be used to replace squatting with sitting. "Benches and tables will be provided." (p. 483) To accommodate the growing number of female students, it was proposed to run primary schools on double shifts, with girls attending in the afternoon. Boundary walls were to be added to boys primary schools to allow their use by both sexes. (In the case studies, Part III, the parents and community leaders also recommended this.)

The Fifth Plan recommended that local bodies be granted powers in primary education. "The ideal arrangement would be to transfer responsibility for primary education to local bodies with necessary financial support from Government and with safeguards for emoluments and rights of teachers. Even if functions of local bodies fall short of this ideal arrangement they can make a useful contribution both to development as well as to improved supervision." (p. 484).

The Fifth Plan also proposed the construction of 5,000 residences for female teachers in the hope that this would serve to increase the number of females willing to teach in rural areas. Actually a program of this order was carried out in Sind but it did not have the desired result. It is now thought that groups of female teachers and health workers should be housed in hostels, with the lady workers being provided conveyance to their sites of employment.

The Fifth Plan financial allocations to primary education were as follows: development expenditure, Rs 2,508 million. Recurring expenditure during the Plan period, Rs 7,361,5 million. Annual recurring expenditure was estimated to increase from Rs 798.5 million in 1976-77 to Rs 1,583.0 million in 1982-83 (constant rupees).

The Plan estimated that 88,000 teachers would be required to take care of new enrollments at primary level and that replacement demand would be at 30,000. It was estimated that Punjab could train enough teachers to meet 72% of new and replacement demand for male teachers and 79% of female. At the other extreme, Baluchistan could supply only 44% of its needs for males and 39% of its needs for females.

Over the period of the last 20 years, the Fifth Plan is unique in its presentation of grade wise targets in primary education, by province, by sex (pp. 526-540). Likewise, targets for training of primary level teachers are presented by province, by sex. As planning documents go in primary education, the Fifth Plan, at least in its structure and detail, is a high-water mark.

4. The Sixth Five-Year Plan, 1983-88

The Sixth Five-Year Plan, 1983-88 (Planning Commission, GOP, Islamabad) was published in October, 1983. On the first page of the Education chapter, it notes that "...less than half the primary school going age children are in schools. (This places) Pakistan amongst the least developed nations, far below its rank according to other criteria, including the aggregate measure of per capita income." (p. 337) Continuing, the plan stated, "the participation rate actually declined from 54 per cent in 1977-78 to 48 per cent in 1982-83 and the female participation rate remained far less than average...The share of government expenditures on education as a proportion of the GNP also declined from 1.8 percent in 1977-78 to 1.5 percent in 1982-83. Moreover, while the base of the pyramid did not expand satisfactorily; its top was raised further by the opening of new colleges and universities. Four new universities were established against none provided in the Fifth Plan. Nothing could portray the upside-down state of our educational priorities better than the Fifth Plan experience -- the co-existence of the quantitative expansion of consumptive higher education and the falling participation rates of primary education. The key note of the Sixth Plan strategy is to reverse this trend."

The main targets of the Sixth Plan in primary education are expressed in participation rates; by 1987-88, 90% of males of the primary age cohort enrolled and 60% of females -- together, 75%. This is to require additional enrollments of 5.5 million students -- 3.1 million males and 2.4 million females. The physical targets are to open 44,198 primary schools during the Plan period, of which 40,000 are to be mosque schools. Sind Province appears to be the most enthusiastic exponent of mosque education, and there the average enrollment is in the order of 400. The 40,000 mosque schools by this standard would serve 1.6 million students. The 4,198 other schools cannot take care of the remaining 3.9 million students. However, the Plan also provides for the improvement of 24,850 primary schools, and possibly the improvement will take the form of adding classrooms. Yet, this is not clearly stated in the Plan document.

The financial allocation to the provinces is Rs 3,020 million, plus Rs 3,500 million as "special programs." (Nothing is said about recurrent expenditures.) It is stated that the sum set aside for the special program in primary education would be disbursed to the provinces on a matching basis, and that the federal share would take the form of grants (pp. 338-39). Consultations with provincial officials in the spring of 1986, should that it was extremely difficult to identify the receipt of these grants.

The Sixth Plan also proposes the following:

- introduction of the syster of mixed enrollment in all new and existing schools in classes I to III;
- for classes I to V, a minimum provision of 3 regular teachers plus one Imam.
- creation of a separate implementation agency for primary education at federal, provincial, and subsequent levels. (p. 341).

The Sixth Plan also stressed community involvement in primary education. "It is essential that in future, local bodies and the communities share a much bigger proportion of the responsibility of the schooling facilities, their maintenance and supervision...Moreover, community interest would help improve the quality of education, the motivation of teachers the state of the school facilities and the relevance of the curriculum, school hours and vacations to local needs. " (p. 342) The Team was informed that no significant action has been taken on the recommendation for involvement of local bodies in the activities of primary schools. The reason most often cited for this recommendation being set aside (so far) was opposition to it by organized teachers.

From 1970 until 1983, the GOP has used the same targets for primary education in each major planning document. Each uses the same bench mark data for enrollment, i.e. a participation rate of approximately 50%. In 1983-84, the first year of the Sixth Plan and the last year for which full data are available, the participation rate was still less than 50%. Not only have the bench marks held constant but so have the targets: a participation rate of 70 to 75%.

An attempt was made, using federal documents and provincial ADPs, to assess performance in provincial programs of primary education during the first three years of the Sixth Plan. Though the evidence is somewhat fragmentary, especially for 1985-86, the conclusion may be drawn that it will take extraordinary effort on the part of GOP to reach the Sixth Plan targets for primary education by 1987-88.

5. Pattern of Capital Expenditure and Performance During the Fifth Plan

Before turning to performance during the Sixth Plan, a review of recent experience will add perspective. Table III.29 shows the pattern of development expenditures on education in total and on primary education for the period 1975-76 to 1985-86. Primary enrollment accounts for 72% of total enrollment in government institutions in Pakistan. It is therefore rather startling to see the relatively small percentages of education development funds put on primary schooling by Punjab, Sind, and Baluchistan during the period 1975-76 to 1979-80. NWFP, on the other hand, shifted a substantial share of its education development budget into primary schools beginning in 1977-78. The other three provinces waited until 1980-81 to raise the primary share significantly, with an additional increase in 1982-83. (From these and other data, it may be said that 1982-83 was the best year primary education in Pakistan has yet had.)

From 1983-84 to 1985-86, the proportion of education development funds allocated to the primary schools has not increased further. In NWFP, the flow of funds has shown a rather smooth upward progression from 1977-78 in absolute terms. The same can be said for Baluchistan. Funds for primary education in Punjab and Sind follow an erratic pattern, with large annual fluctuations. These variations may render the orderly planning of development of primary education unnecessarily difficult. If the opening of schools varies as much from year to year as the development outlays do, the needs for teachers may change sufficiently in the short run to upset a regular pattern of intake into teacher training.

The Plan called for additional enrollment of 3,038,000 primary students by 1982-83. The actual increase during the plan period was 1,299,000 (43% of target). The Plan indicated that 12,000 new primary schools would be built anew and 20,000 unfinished schools would be opened, a total of 32,000. The number of schools opened equalled 18,106, including 8,200 mosque schools. The plan suggested that 25,000 schools would be renovated; the actual number improved was 10,682. The participation rate during the Fifth Plan period fell from 50% to 48%. The Plan called for development expenditures on primary education of Rs 2,508 million. The actual allocation was Rs 1,413 million. Interestingly, the Fifth Plan allocated Rs 590 million to universities and the actual development expenditure was Rs 687 million. Whereas the development expenditure on primary education fell 44% short of target, the expenditure on universities exceeded the target by 16%.

6. Sixth Plan Performance During First Two Years 1983-85

The document, (Planning Commission Government of Pakistan, Islamabad) was published in January 1985. In assessing the progress of primary education during the first two years, the following statements from that document appear to be appropriate. (Table III.30 shows shares of 1984-85 ADPs devoted to primary education.)

a. The overall implementation of the Sixth Plan during 1983-85 was Rs 62 billion out of a net plan allocation of Rs 210 billion, a rate of average implementation of 30%. The implementation ratio for the education sector as a whole was 23%.

b. Primary education during 1983-85 used Rs 650 million out of a stated Plan allocation of Rs 6.13 billion. The Rs 650 million that primary education managed to get during 1983-85 amounted to only 11% of its total plan allocation. This was the lowest proportion within the category of social development. The next lowest was rehabilitation of the disabled at 23%.

c. Toward the target of increasing enrollment by 5.5 million students, there was during 1983-85 a gain of 625,000 - 11% of target. The gain during the last two years of the Fifth Plan 1981-83, had been somewhat greater; 671,000.

d. During the years 1983-85, 4,763 mosque schools were opened, 12% of the target of 40,000. During the last two years of the Fifth Plan, a much larger number, 8,597, had been opened.

e. During the years 1983-85, 2,720 regular primary schools were opened equal to 65% of the target of 4,198. However, during the last two years of the Fifth Plan, 4,288 regular primary schools had been opened.

In spite of the emphasis given in the wording of the Sixth Plan about priority toward primary education, it appears reasonable to conclude that a certain momentum in the development of primary education attained in the second half of the Fifth Plan had been lost in the first half of the Sixth Plan.

7. Detailed Annual Plan 1985-86

The Detailed Annual Plan 1985-86 (Planning Commission, GOP, Islamabad) was published in November, 1985. Some pertinent material follows:

a. The major physical targets for 1985-86 in primary education are (p. 306):

	Punjab	Sind	NWFP	Baluchistan	Total
Opening of Primary School	1,253	350	520	200	2,323
Opening of Mosque Schools	1,350	267	500	400	2,517
Construction of Primary Schools	352	90	100	50	592
Consolidation of Primary Schools	250	100	300	29	679
Construction of Boundary Walls	1,250	-	-	-	1,250

Apparently, the difference between the number of schools opened 2,323, and the number to be constructed, 592, or 1,731 schools, is the number of buildings expected to be donated. The Team was informed that there are no agreed upon standards of adequacy of donated rooms or donated buildings.

b. The total of 4 province allocations for development of primary education in the regular ADPs is Rs 401.76 million. This is less than the provincial allocations to development of secondary education, Rs 478.18 million. (p. 318) It is less by 14%, even though primary education enrolls 2.86 times as many students as secondary.

It is not clear from the Detailed Annual Plan 1985-86 that GOP has established a renewed commitment toward primary education in the third year of the Sixth Plan to overcome the slow performance during the first two years. Indeed, the summaries of the ADPs as of late 1985 indicate a continuation of the same rate of progress as in the third year of those of the first two. This rate of progress will not allow the enrollment targets of the Sixth Plan to be met.

8. Three Year Public Sector Priority Development Program (1985-88)

The Three Year Public Sector Priority Development Program (1985-88), otherwise known as the "three year rolling plan," was published in December, 1985. The following are the only reference the Team was able to discover regarding primary schools of the provinces:

a. Punjab Primary Education (World Bank assisted) project. Planned expenditure 1985-86 to 1987-88, Rs 1 million.

b. Sind Second Primary Education Extension and Expansion Project (not yet approved). Planned expenditure 1985-86 to 1987-88, Rs 50 million.

c. NWFP. Primary Education Development and Expansion Project. Planned expenditure, 1985-86 to 1987-88, Rs 45 million.

d. Baluchistan Primary Education Expansion and Development Project (IDA aided). Planned expenditure, 1985-86 to 1987-88, Rs 6 million.

The three year plan fails to signal fulfillment of Sixth Plan targets. It does not appear to offer detailed or ambitious programs in primary education in the provinces.

9. A Review of Provincial Annual Development Plans, 1984-85 and 1985-86

ADPs for the current fiscal year and the immediately preceding fiscal year are taken up by province.

a. Punjab

In 1984-85 the ADP of Punjab included the following items in the sub-sector of primary education.

There were two on-going schemes, both approved. One was for improvement of primary schools, number unspecified. The amount was Rs 19,998,000 of which Rs 12,102,000 had been spent previously and Rs 7,896,000 was to be spent in 1984-85. The second was the Bank project: Rs 61,330,000 approved, Rs 5,013,000 spent and Rs 5,016,000 to be spent in 1984-85.

There was a total of 15 new schemes in primary education, all marked approved. The larger ones were the following: opening of 1,100 mosque schools with one room 12'x10', Rs 15,400,000, or Rs 15,400 per school; adding one room 12'x10' to 1,000 mosque schools opened during 1983-84, Rs 9,000,000, as Rs 9,000 per school; opening of 1,000 new girls' primary schools, Rs 5,000,000 or Rs 5,000 per school; construction of 352 sheds for mosque schools, Rs 3,168,000, or Rs 9,000 per school; provision for teaching Holy Quran in 30,000 primary schools Rs 18,000,000 or Rs 600 per school; provision of reading material in 25,000 primary schools, Rs 12,500,000 or Rs 500 per school; provision of 2 blackboards and 1 chair in 15,000 schools, Rs 14,145,000 or Rs 943 per school. The remaining new schemes were each small. Total expenditure proposed for new schemes in primary education, Rs 98,092,000.

The following physical achievements in primary education were reported for 1984-85 in Punjab; primary schools opened, 1,000; mosque schools opened, 1,100; consolidation of primary schools, 30,000 (Planning Commission, Detailed Annual Plan 1985-86, p. 298).

It would appear that the main targets of the 1984-85 ADP in Punjab were met. However, the amount per school that was planned to be spent for construction appears uncommonly small. Team is informed that it costs about Rs 60,000 to Rs 72,000 to build one classroom. Hence, the sum of Rs 5,000 per new girls school seems insufficient. The second question is whether the rate of school openings is appropriate. Between 1980-81 and 1983-84, the compound rate of increase in primary school enrollment in Punjab was 7.01%. This would imply 216,300 new students in 1984-85. Assuming that the average enrollment in newly opened mosque schools was 80, there is left 128,300 students to be accommodated in 1,000 newly- opened primary schools. It is possible that these schools could enroll an average of 128 students each, but it is hard to imagine that Rs 5000 would allow a school of such size to be built.

The 1985-86 ADP in Punjab provided for 3 on-going approved schemes calling for the construction of 3 primary schools, two junior model schools and a further installment on the Bank project of Rs 997,000. The total of on-going projects amounted to Rs 2,143,000.

There were 6 new schemes, all marked unapproved except for one: consolidation and improvement of primary school buildings and premises in Punjab, number unspecified, Rs 10,000,000. The other new schemes were as follows: opening of 1,350 mosque schools, Rs 6,750,000 or Rs 5,000 per school; opening of 1,250 new girls primary schools, Rs 75,000,000, or Rs 60,000 per school - it is indicated that there will be one classroom plus a boundary wall. Construction of boundary walls around 1,000 girls primary schools, Rs 30,000,000, or Rs 30,000 per school; provision of one classroom and boundary wall for 250 girls primary schools, Rs 15,000,000, or Rs 60,000 per school; and establishment of one junior model school, Rs 2,500,000, of which Rs 1,107,000 was to be spent in 1985-86. The total for new schemes in the regular ADP for primary education was Rs 137,857,000.

There was also indicated a "block allocation for special program of primary education." The Team was unable to discover what size program this block allocation was to finance, even though the question was asked directly in the Planning and Development Department and the Finance Department. The sum specified is Rs 417,000,000. It could not be determined in April, 1986, if this sum had been received in the province or when it might be expected. Team was informed that when and if it arrives, it is expected to be non-lapsable. It may be noted that the Team was unable to discover what amount of construction of primary schools had actually been carried out during 1985-86.

A peculiarity of these recent ADPs in Punjab is that primary education projects are listed as being financed from revenue rather than capital, whereas secondary education, college, and development projects in other sectors generally are shown as being financed from capital. This would

appear to indicate a lower priority accorded to primary education, with any current list of new schemes serving as a "wish list," allowing new schemes to be approved and taken up if and when extra revenue became available.

b. Sind

In 1984-85, the ADP in Sind showed 6 on-going approved schemes, of which the two largest were the Bank project at Rs 4,300,000 and opening of 55 mosque schools with block sheds in urban areas, Rs 9,045,000. This yields a rather large cost per mosque school of Rs 164,455. There was minor provision for introduction of income generating activities in girls primary schools, the addition of 140 classrooms in existing primary schools (at a cost of Rs 21,500 per classroom), openir_ f 10 schools of 5 rooms in urban areas (at a cost of Rs 210,900 per school), and one primary school in Kotri. The total of approved on-going schemes was Rs 19,090,000.

In addition, two on-going schemes were not approved: addition of class rooms in existing primary schools from the 1983-84 program (Rs 10,687,000) and furniture for schools (Rs 2,000,000).

All of the new schemes in primary education were marked unapproved, and 80% of the funds for new schemes was classified as revenues not capital. There was provision for the opening of 800 mosque schools at a cost of Rs 6,916,000 (Rs 8,645 per school). Another scheme was for a pilot project in setting up of model schools at the Union Council level, covering 20 schools. The cost was Rs 3,310,000 (Rs 165,500 per school). The 1984-85 Sind ADP included two programs for local bodies (both unapproved and with funds from revenue). One was for construction of one room additions for 400 mosque schools in rural areas (Rs 8,000,000) and one for opening of 2-roomed primary schools for girls (Grades I-V) in rural areas (50 schools at Rs 6,000,000 or Rs 120,000 per school). The total for new schemes was Rs 30,000,000.

Actual accomplishment in Sind during 1984-85 is shown as 60 new primary schools opened, 455 mosque schools opened, 5 primary schools constructed and 372 primary schools consolidated . The relationship between accomplishment in primary education in Sind in 1984-85 and the content of the 1984-85 ADP is not clear.

The 1985-86 ADP in Sind showed a total of Rs 75,287,000 of on-going schemes in primary education, all approved and 88% of the funds drawn from capital. (There were no unapproved on-going schemes as there were in 1984-85.) However, of the 11 on-going schemes, 9 were repeated from the 1983-84 and 1984-85 ADPs. Since it takes ordinarily only six months to build a primary school (in primary education, projects, except such ones as the Bank project, are not inherently long-term, multi-year ventures). One can detect a kind of two year cycle in primary school construction, i.e. projects are listed as new schemes one year and a certain number is taken up for implementation the following year. Given this apparent two-year cycle, only the on-going schemes for 1985-86 will be described with one exception.

The on-going schemes in Sind in 1985-86 were the following: introduction of income generating activities in girls schools (150 schools at Rs 333,000); addition of classrooms in existing primary schools from 1983-84 program (100 classrooms at Rs 1,000,000); opening of 20 5-roomed primary primary schools in urban areas 1984-85 program (Rs 9,986,000); construction of 16 buildings for existing primary schools from 1984-85 program (Rs 7,804,000); establishment of 8 resource centers for primary schools at union council level, 1984-85 program (Rs 3,715,000); 50 classrooms added to existing primary schools, 1984-85 program (Rs 3,148,000); reconstruction of 39 buildings in existing primary schools in rural areas 1984-85 program (Rs 5,772,000). opening of 200 integrated primary schools in rural areas, 1984-85 program (Rs 23,442,000); opening of 200 mosque community schools in rural areas 1984-85 program (Rs 2,066,000; opening of 55 mosque schools with block sheds in sub-urban areas Rs 7,821,000), and provision of accommodation for mosque schools (Rs 10,200,000). The Team was informed that "about 500" primary schools were opened in the Sind in 1985-86.

There is one item of special interest in the list of new schemes in the 1985-86 Sind ADP, referring, of course, to primary education. There is shown a sum of Rs 168,000,000 as a "special allocation for primary education." It is not indicated for what purposes this money is to be spent within the sub-sector of primary schools. The Team was informed that the sum has been scaled down from Rs 168,000,000 to Rs 126,000,000. It was stated that Rs 106,000,000 was released to the province in March, 1986 and that 7 schemes for its use are now in preparation. (It was not possible to obtain copies.) The two chief uses indicated verbally are to pay salaries of the 22,000 additional teachers Sind might obtain under the Prime Minister's five point program of December 31, 1985, and to construct additional mosque schools. The source of the funds was said to be IQRA (a special fund for teaching reading). In the four provinces visited, this was the only instance in which provincial officials indicated receipt of these funds, earmarked for primary education.

c. NWFP

The ADPs for primary education for NWFP were not easy to analyze. Primary education schemes are shown by individual districts, not for the province as a whole. For example, in the Peshawar District in 1984-85 the ADP has no on-going projects in primary education. All schemes are new. All primary education projects are marked unapproved and 100% of the funds is from revenue. The Peshawar 1984-85 ADP calls for the establishment of 90 primary schools, the construction of rooms in 63 primary schools, the reconstruction of 19 primary schools, and the purchase of equipment for 62 new mosque schools. The total expenditure for these projects is Rs 17,783,000. In Mardan District there are no on-going schemes; all projects are marked unapproved and 100% of the funds is drawn from revenue. The schemes listed are establishment of 56 primary schools, purchase of equipment for 39 mosque schools, construction of 54 rooms in primary schools, and reconstruction of buildings of 16 primary schools. The total ADP sum for primary education in 1984-85 in Mardan is Rs 12,420,000.

Because the ADP for primary education in NWFP is both disaggregated and highly tentative, it does not seem appropriate to discuss them further. The physical accomplishments of NWFP in primary education in 1984-85 are as follows: new primary schools opened, 506; new mosque schools opened, 125; construction of primary school buildings, 124; and consolidation of primary schools, 612.

d. Baluchistan

The discussion of development planning in Baluchistan will be somewhat more detailed. Baluchistan is the province most in need of educational development. The participation rate in primary education is the lowest of the provinces, being in 1982-83 only 33% for males and 7% for females. The literacy rate is likewise the lowest: 12.5% for males and 2.9% for females - and only 0.8% for rural females (Sixth Five-Year Plan of Baluchistan 1983-88, Planning and Development Department, Government of Baluchistan, Quetta, December, 1983, p. 251). Disregarding teachers of religious subjects, it appears that approximately 95% of the provincial primary school teachers in the province is untrained.

The special problems of Baluchistan drew the attention of the President in November 1984 and he suggested that a crash program be drawn up for educational improvement. A report, Primary Education in Baluchistan, was subsequently prepared under the chairmanship of the Additional Chief Secretary. The report noted the difficulty of finding female teachers for rural areas and it deplored teacher absenteeism. "There are extreme cases when a teacher is receiving his full pay, but he stays elsewhere and hardly visits the schools" (p. 4). There is a lack of instructional materials. Supervisors cannot supervise for lack of transport. "The supervisory staff is also untrained and they hardly know what to expect from a teacher" (p. 5). There is extreme over crowding in many schools. Even though the participation rate is low, the overcrowding persists, and there is need for new classrooms. The following section of the Report, p. 5, is thus relevant:

> "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 Baluchistan, 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."

When the money allocated toward a new school proves inadequate (and because of the difficulty of estimating costs of transporting building materials over harsh terrain, this is not an uncommon occurrence), the school is left incomplete. Additional funds must then be petitioned through Local Government to Planning and Development to Finance -- a very time-consuming process.

Against this background of problems, it is constructive to consider development programs in primary education as well as the matter of the sanctioning of teacher posts. The Baluchistan Sixth Plan (the province was the only one of the four to write its own Five Year Program) specifies the following shares of development funds for 1983 to 1988:

	% of Total
Primary Education	42
Secondary Education	26
Technical Education	11
College Education	7
Other	14
	100%

Primary's share was intended to be 62% bigger than secondary's. The way it worked out from 1980-81 to 1984-85, based on actual completed projects was.

	Primary Allocation		Secondary Allocation	
	Rs Million	% of Total Education ADP	Rs Million	% of Total Education ADP
1980-81	28,176	72.5	5,527	14.2
1981-82	19,389	38.7	6,609	13.2
1982-83	27,405	40.3	16.521	24.3
1983-84	24,740	27.5	26,558	30.0
1984-85	42,387	36.1	50,147	42.7

Source: Department of Education, Government of Baluchistan, Quetta.

Starting with the first year of the Sixth Plan the share allocated to secondary education exceeded the share devoted to primary, a relationship that was accelerated in 1985-86. In the 1985-86 ADP for education in Baluchistan, primary education was allocated Rs 35,836,000, or 25.9% of total education. Of this share, one half was marked as revenue funding. Secondary education was allocated Rs 64,464,000, or 46.3% of total education, of which sum 96% was drawn from

capital funding. It is thus seen that the relative shares to primary and secondary education postulated in the Sixth Five Year Plan of Baluchistan have been almost exactly reversed. Incidentally, the ADP share of technical education (within the education sector) fell to only 2.1% in 1985-86 against the Sixth Plan target of 11%. The two most functional types of education, primary and technical, have fallen precipitously in the current ADP.

Actually, the development of primary education in Baluchistan has, at least temporarily, a stable pattern -- not to say that it is adequate. Each year the province opens 200 primary schools of which 53 or 54 are newly built and the remainder are donated. The newly built schools are intended to replace shelter-less schools. In addition, the province opens 400 mosque schools. Thus, there are 600 new schools in total. Fifty primary schools are upgraded to middle status.

In 1985-86, 52,000 additional primary students enrolled. Hence, there is one newly opened school for each 87 students. Assuming two classrooms per donated and newly built school and one classroom per mosque school, there is one classroom for each 65 new students. This ratio offers no margin to overcome overcrowding in existing schools, which in many cases is extreme (Class I sizes are up to 160).

As for teacher posts sanctioned, it is the practice to appoint one new teacher for each mosque school and one teacher for each regular school opened, a total of 600, plus 2 teachers (primary) each for each primary school up-graded to middle status, of which there are 50 schools. Thus a total of 700 additional teacher posts was sanctioned in 1985-86, representing one teacher for each group of 74 new students. Sanctioning of teacher posts in 1985-86 offered no contribution to reduction of overcrowding nor did it recognize replacement demand. The Team computed replacement demand as approximately 350 annually. If this estimate is more or less correct, then the net increase in primary teaching staff in 1985-86 was 350. This gives a ratio of one new teacher for each 149 new students. On the brighter side, the Team was informed that 500 extra teacher posts have been sanctioned to relieve overcrowding in 1986-87.

e. Summary Observation on Provincial ADPs for Primary Education

Through the third year of the Sixth Five-Year Plan, provincial commitments to the development of primary education appear to be grossly inadequate to meet the participation ratio targets of that plan.

In 1985-86, Iqra, a 5% surcharge on import duty, was imposed, earmarked for mass education. The yield might be in the order of Rs 1.3 billion initially. The elasticity of the import duty is estimated as 1.15, which is relatively high for taxes in Pakistan.

The Detailed Annual Plan 1985-86 shows a special program for primary education, additional to the regular ADP, in the following amounts:

	Rs Million
Punjab	402,405
Sind	162,120
NWFP	132,205
Baluchistan	75,270
Total	772,000

The Team was informed that approximately 65% of these funds were released to the provinces late in the third quarter of the 1985-86 fiscal year. Since the money cannot be spent until detailed schemes are prepared, the allocations are unlikely to affect the 1985-86 development programs in primary education.

To put the special development program in perspective, sixty five percent of Rs 772 million is 463 million. Dividing by the cost of a regular classroom, Rs 60,000, the sum, if used totally to build regular classroom, would provide 7,717. Assuming 40 students per classroom, the number of new students served would be 308,680. Maintaining such a pace of advance over a 5 year planning period would bring 1,543,000 students. This figure is far below the Sixth Plan target of 5,600,000 additional students.

On the other hand, if the students are served in mosque schools (costing Rs 5,000 each to open), then the 1985-86 special allocation would reach 3,700,000 students, and the Sixth Plan target could be reached within the Plan period as far as physical housing goes. This argument leads to two questions: (1) Can mosque schools be developed in such large number? (implied is 92,600 units from the proceeds of the 1985-86 special program, and progress even in meeting the 40,000 target of the Sixth Plan has been slow); (2) where are the teachers to be found? The Team is not certain that the special program in primary education has yet been related closely to Sixth Plan targets.

Additionally, the Team understood that Rs 800 million had been allocated to Senators and Assembly members (MPA) for local projects. Sixty percent is earmarked for primary education. MPAs have received a total of Rs 1,000 million, but these MPA allotments are not earmarked. The Team was not able to obtain estimates as to how many additional classrooms were built in 1985-86 from these allotments.

The last special event affecting primary education is the announcement on December 31, 1985, of the Prime Minister's literacy and education program. The program comprises the following elements:

1) A target of doubling the literacy rate (25 to 50%) by 1990;

2) Recruitment of 100,000 unemployed youth to serve as teachers;

3) Emphasis to be placed on educational development in rural areas;

4) The federal government to provide Rs 1 billion annually toward meeting the target.

The provinces have filed plans for primary education under the Prime Minister's program.

Sind. The government of Sind proposes to hire 14,000 primary school teachers, 788 regular supervisors, 412 supervisors for mosque schools, 6,050 secondary teachers, 200 drivers, 870 reserve teachers, and to pay honoraria to 4,500 Imams, yielding an annual increment to the recurring budget of Rs 250,000,000. This would be an approximate 40% increase in Sind's 1985-86 recurrent budget for education, In addition, Sind proposes to buy furniture and equipment at Rs 99,600,000, equipment and vehicles for Rs 44,368,000 and to engage in a school construction program. The program would provide 3,275 two roomed primary school building, 1000 rooms for mosque schools, 700 middle schools, and 310 high schools. The four year development cost is Rs 1,623,168,000.

NWFP. This province proposes to hire 4,942 additional teachers for primary schools. These are to facilitate instruction through all five classes and to allow a reduction in class size. For middle schools, 943 teachers will be engaged. Two thousand teachers would be employed to work in single teacher institutions. For mosque schools, 1,610 more teachers would be engaged. The increase in the number of supervisors would be 504. The grand total of new employment is 17,538. Recurring cost would increase by Rs 200,979,000 annually, equal to 47% of NWFP's 1985-86 recurrent budget on primary education. The province proposes to construct 5,900 primary classrooms, to upgrade 432 primary schools to middle status, and to upgrade 83 middle schools to high schools. Capital cost over the four year period is estimated at Rs 1,065,679.

Baluchistan. This province proposes to hire 1,000 additional teachers for 1986-87 to 1989-90 and 106 supervisors, a total of 4,424 person. It would also expand its teacher training program and purchase motorcycles for supervisors. Additional recurrent cost per year under the program appears to be Rs 88,000,000, equal to 49% of the 1985-86 recurrent budget for primary education. Some 500 classrooms would be built. Capital costs might be in the order of Rs 37.5 million.

Summary Observations on the Prime Minister's Program in Primary Education

If these three provinces got what they asked for and if Punjab received a proportional amount, then recurring costs in primary education would rise by roughly Rs 1 billion in 1985-86 rupees. The federal government's commitment to meet increases in recurrent cost in education over the 1982-83 amount might not weather such a test.

In any case, the Team is informed that the federal government is now reducing the scope of the provincial plan requests. Whereas it was intended that the Prime Minister's program in primary education would stand outside the regular ADPs for the schools, it has now been decided to include it within them.

E. FLOW OF RECURRENT FUNDS IN PRIMARY EDUCATION

The flow of recurrent funds in primary education is a relatively simple process. In part, the process is simple because the objects of expenditure are few. In most provincial schools these consist of the teacher's time, chalk, and a teacher's notebook. In large schools, there will also be expenditures for a headmaster/mistress, a clerk, a peon (who probably does the work of a sweeper as well, insofar as that work is done), and electricity. There is ordinarily no budget any where for building maintenance, telephones, school benches, duplicating equipment, audio-visual equipment, supplementary reading materials, and teacher conferences - types of expenditure now common in a number of developing countries. The classroom may or may not have furniture for students and it may or may not have a table for the teacher. Ordinarily there are two cabinets and almost always there is a blackboard (often in bad condition). Many of the students have textbooks, but these are most often puchased by parents.

Arrangements for paying teachers take the following line (or lines). The subdivisional education officer prepares a list of persons eligible for a month's pay. This goes up to the district education office for approval. District education office include budget and accounts personnel who check the vouchers. The district officer makes a demand for payment on this divisional education office, and the divisional officer makes a demand on the provincial education department. The provincial educational department has an annual recurrent budget that has been approved by the Finance Secretary.

Release of funds flows downward just as demands for funds flow upward. After a month's salaries are released at the subdivisional level, the teacher depending on local practice, is likely to get his pay in one of the following ways. The teacher may himself travel to the sub divisional office and pick it up. In those cases where schools are large enough to have a head, the head may travel to the subdivisional office and pick up the pay for all the teachers in the school, as well as his/her own salary. Teachers may meet once a month in a "center school" to claim the month's pay and also to participate in a day long teacher conference. (No public funds are used to support the activities of center schools.) In other cases teachers may receive a pay check in the mail or a bank may credit their accounts with their salaries.

Teachers are paid under the national Basic Pay Scale, and this is a further simplification in the flow of recurrent funds. However, in addition to salary, teachers receive a number of allowances, amounting in aggregate to about 30% of salary. Allowances are different from one group of teachers to the next, with location of work a primary determinant. On the average, urban teachers get more than rural. This in spite of the fact that teacher supply conditions are considerably more favorable in the cities than in rural places. An important point: for the most part, payment of teachers is current and timely.

Procedure for distribution of funds for teachers supplies (chalk, notebook) differ by province. In Sind, heads receive a cash allowance (said to be Rs 20 a month) and make their own purchases. In one- and two-teacher schools (the majority), teachers are expected to buy the material upon receipt of Rs 5 a month per teacher. In NWFP, there are local purchase committees at the district level. These committees issue tenders for bids to suppliers. Sometimes, the Team was told, supplies delivered are not up to the quality specified in the tender.

In any case, under group purchase schemes, supplies may be delivered by inspectors or they may be picked up at SDEO by heads or teachers when they go in to get their pay.

Administrative officers at the various divisional and district levels are paid according to standard procedures under provincial departments of education budgets.

In Sind and Punjab, parents buy textbooks in the market place. The Team was told that prices of text books are controlled but they are expensive for the quality (Part III). In Sind, textbook production is fully self-financed. In NWFP and Baluchistan most textbook are delivered to schools for free distribution to students. Students can keep the books at the end of the year if they wish. The Team was informed that there are problems in the timely delivery and with the quantity of texts.

F. PROJECTIONS OF PRIMARY SCHOOL COSTS TO 1992-93

The GOP target is participation of 75% of the 5-9 aged cohort in primary school in 1992-93. This target is divided as 90% participation for males and 60% for females. Assuming equal reductions of 5 percentage points in participation from one class to the next, the target could indicate the following age-sex participation:

	Male	Female
Age 5 - Class I	100%	70%
Age 6 - Class II	95	65
Age 7 - Class III	90	60
Age 8 - Class IV	85	55
Age 9 - Class V	80	50

If such a pattern could be maintained (and assuming a low repetition rate), the target would reduce the drop-out rate (currently estimated at about 50 per cent) by approximately half.

Target enrollments for 1992-93 include primary students in non-provincial schools: municipal corporations, federal government, parastatal organizations, and private schools. The estimates for non-provincial enrollment are Punjab, 14%, Sind, 15%, NWFP, 10% and Baluchistan, 5%. These are based on estimates from the provinces as of 1983-84.

The projections developed here apply only to provincial institutions. However, this covers approximately 86% of enrollment, additional reasons for the limitation are the following: low quality of data about private schools in general, together with a complete absence of financial data about private and some parastatal schools; insufficient time to delve into the operations of schools of parastatals, and the fact that under the Sixth Plan both federal and provincial policy in primary education is directed toward provincial institutions. If development of

private and other schools, should be brought forward as a major objective in the Seventh Plan, then the projections presented here should be amplified. In any case, the following can be said with reasonable assurance: a shift in policy to favor of non-provincial schools would, on the one hand, considerably raise the costs to meet primary enrollment targets; on the other hand, the financial base of support would be broadened.

The bench mark year for most data is 1983-84. This allows the projections to be based on actual or revised data, not on provisional data. However, the bench mark base for the 5-9 age cohort is 1981-82.

It is assumed that the 5-9 aged cohort grows between 1981-82 and 1992-93 at a constant annual rate of 3% in each province, although the 1981 census cohorts very widely. (See Chapter I.)

Enrollments by province and by sex are advanced by a set of constant growth rates from 1983-84 bench mark figures to the 1992-93 targets. The growth rates are as follows: Punjab, Male, 5,34%, Female 4.99%; Sind, Male 4.77%, Female 9.61%; NWFP, Male 4.83%, Female 17.61%; Baluchistan, Male 12.56%, Female 24.82%. The differences by province and sex reflect the present uneven state of educational development, especially with regard to female education in NWFP and Baluchistan.

All cost projections are in 1985 rupees.

Recurrent costs were computed as follows. Using data supplied by the Ministry of Planning and Development, recurrent expenditure per primary student was calculated by province for the year 1983-84. These figures were increased by 5% to bring them up to 1984-85. The recurrent cost estimates for females were increased by a further 25% to reflect the smaller class sizes that would likely be associated with development of female education. These unit cost estimates, based on expenditures, were multiplied by forecast enrollments, by province, to obtain total recurrent costs of primary school operation.

The recurrent cost estimates per student (1984-85) are as follows: Punjab, Male, Rs 366, Female, Rs 458; Sind, Male, Rs 357, Female, Rs 446; NWFP, Male, Rs 375, Female Rs 469; Baluchistan, Male, Rs 557, Female Rs 696.

To recurrent costs for operation of schools was added an estimate of necessary costs of teacher training (primary level). Requirements for teachers were estimated at 40 per teacher for male students and 30 per teacher for female. New and replacement demand (@ 4%) for primary school teachers was added to yield the quantitative requirements for teacher training. Unit cost of primary teacher training was put at Rs 2,075. This was based on budget analysis for a fully operational PTC program in Karachi.

Total recurrent cost estimates for the period 1984-85 to 1992-93 are shown with and without an "improvement factor" of 20 percent. The improvement factor could support expenditure for conveyance of supervisors, instructional materials and building maintenance. Such types of expenditures are not being made at the present time (except occasionally in token amounts generally and in some degree in World Bank project schools).

Capital costs were estimated relative to annual increases in enrollment by sex. One classroom per 50 additional male and 40 additional female students were the criteria employed. The discrepancies between the students per teacher figures and the figures for students per class room (the latter being less generous) are based on evidence that there is a certain amount of slack in the the system regarding classroom utilization, grievous instances of overcrowding in urban schools notwithstanding. Nothing is included in the projections for reduction of overcrowding. (For the sample students per teacher, see Part III.)

It was assumed that 50% of the males will attend mosque schools and that 25% of girls will do so.

Classrooms were priced as follows: regular classrooms for males, Rs 60,000; regular classrooms for females, Rs 72,000 (the higher figure for girls reflects the costs of including boundary walls and indoor sanitation facilities in schools for girls). Mosque classrooms (or opening a mosque school) was priced at Rs 5,000 for both males and females. These cost estimates are based on 1984-85 and 1985-86 ADPs of the provinces as well as on conversations with officials in provincial Planning & Development departments and Local Government departments.

No recognition is given to capital costs in training of primary school teachers. There is considerable evidence of under-utilization in the training facilities. Not only could more candidates be accommodated in the present single shift operation but the institutions could readily move to double-shift.

GNP at market prices was projected forward from 1983-84 at a constant rate of 5.5%.

Relative to the assumptions and parameters noted, results are shown in Table III.31, with backup data in 29 and 30. For the period 1984-85, recurrent costs without the improvement factor are Rs 34.4 billion. With improvement, recurrent costs would be Rs 41.3 billion. Annual recurrent costs (average) for the period 1984-85 to 1992-93 are as follows: without improvement, Rs 3.8 billion; with improvement, Rs 4.6 billion. Annual rates of change in recurrent cost, 1983-84 to 1992-93 are 8.47% without improvement and 10.69% with improvement.

Capital costs for the period 1984-85 to 1992-93 are Rs 4.9 billion or Rs .545 billion annually. Capital costs increase from 1983-84 to 1992-93 at an annual rate of 11.87%.

Table III.31 also shows that total primary education expenditures (recurrent and capital combined) represented 0.52% of GNP at market prices in 1983-84. Under the projections made here, the rate would rise to 0.77% of GNP in 1992-93 without inclusion of the improvement factor, and 0.90% of GNP with the improvement factor added.

Primary school expenditures per capita were Rs 27 in 1983-84. They would rise to Rs 50 per capita under a 75% participation rate in 1992-93 without the improvement factor and to Rs 57 with improvement.

Whereas expenditures per capita were more or less equal among the provinces in 1983-84, the unequal rates of growth required to reach 75% participation level of enrollment by 1992-93 and differences in per student costs imply markedly different expenditures per capita in the target year. For example, with the 20% improvement

factor included, Punjab would be spending Rs 51.8 per capita and Baluchistan Rs 120.4. This would argue for differentiated grants favoring Baluchistan and, in somewhat lesser degree, NWFP.

The only alternative, it would appear, is to adopt different participation targets for the several provinces. This is surely a delicate matter and it is faced explicitly neither in the Sixth Plan nor in the Three-Year Public Sector Priority Development Program (1985-88), i.e., the "three-year rolling plan." National aggregation of targets produces a vagueness of policy proposals to the province, which are, indeed, formally responsible for the provision of primary education. Such vagueness may have been partly responsible for the repeated failures in implementation of policies toward primary education since 1970.

These last arguments assume, of course, that the relatively high costs per student in Baluchistan and NWFP are permanent. As these provinces reach the 75% targets, conceivably costs would fall through economies of scale. It is the opinion of the Team that the cost differences are related primarily to sparcity of population and will tend to be permanent.

The participation rate in the short-run is affected chiefly by raising the rate of intake in Class I. GOP could achieve some success in participation during the Seventh Plan by this means but unless it addressed the problems of the drop-out rate and of examination failure, it would be a hollow victory. The better planning target would be to raise dramatically the proportion of Class V passes among the 9-10 year old population. There is now some indication that GOP may try to deal with primary school intake and primary school drop-outs both as means of improving the participation. If true, this would be a hopeful sign.

G. FOREIGN ASSISTANCE AND ADDITIONALITY

In earlier times, foreign assistance for provincial education projects caused a readjustment of federal-provincial financial relations. The federal government would withdraw the monetary value of the foreign assistance from the provincial ADP. This almost always produced a realignment of provincial development priorities. The total size of the ADP remained constant, but the foreign aided project took the place of alternative uses of development funds.

Starting with the first World Bank primary education project, 80% of the loan funds was treated as additional to the provincial ADPs. This practice has been continued in the second Bank project in primary education and in the, Asian Development Bank (ADB) loan to improve mathematics and science instruction in secondary schools.

The Team is informed by provincial officers that they would have no objection -- indeed, they would be delighted -- if additionality were raised to 100%.

Even 100% additionality fails, however, to address a major problem. The World Bank has an understanding that the provinces will not shift funds from primary education to the other education sub-sectors. Presumably this is interpreted as meaning no shifting within the course of any given ADP. Major shifting, nevertheless, may occur from one ADP to the next. In Baluchistan, the Sixth Five Year Plan of the province called for an allocation of development funds between primary and secondary education in the order of 46% to primary against 22% to secondary. During the first three years of the plan, the proportion spent on primary has

shrunk steadily and markedly and that spent on secondary has risen. Whereas in the last year of the Fifth plan, primary received considerably more in development funds than secondary, by 1985-86, secondary was getting over twice as much as primary. This is certainly a shift against the interests of the development of primary schools, and it took place as the ADPs unfolded year after year. Yet, the Bank project money is still 80% additional and presumably the province can claim that no shift against primary education occurs within any given ADP.

If GOP and any new donor decide to initiate a project in primary education, it might be well for the donor to press for "maintenance of effort" as well as additionality. It does not make much sense for a donor to put money into primary education if the provinces withdraw an equivalent sum (or more) from one ADP to the next.

Maintenance of effort can take a variety of forms, most of which lack appeal to professional economists. Two relatively innocuous types that might be used. (1) it might be agreed that during the period of the grant, no province would reduce the share allocated to primary education in total education development funds of the ADPs. Increases in the share, of course, would be welcomed. (2) It might be agreed that recurrent expenditures on primary education from provincial funds be increased at least prorata with increases in primary school enrollments. Since enrollment figures lag by one year and since introducing the concept of real expenditure change is too complex, this arrangement would not protect real recurrent expenditures per student absolutely, but it should assure that expansion of primary education is not bought at the expense of major reductions in recurrent expenditures per primary student.

H. OBSERVATIONS ON EDUCATIONAL PLANNING

The fundamental aspect of year-to-year planning for social services and local development in Pakistan is reliance on disaggregated demand-side initiatives. In the example of development of primary education, planning begins at a low level. Tehsil councillors receive petitions for opening a school, adding a classroom to an existing school, or obtaining the services of teachers. (Costs of hiring a new teacher are sometimes treated as developmental for a period of time.) Petitions for improvement of primary education are weighed by the local councillors against competing demands such as to improve water supply, to build roads and ditches, to establish a maternity clinic. A package of development is finally arrived at and it is sent upward to the district. At the district, the demands of the different tehsils for specific projects are assessed. At this point, not only are different services competing against each other but so are different tehsils: a school in tehsil A against a school in tehsil B; water in tehsil C against water in tehsil D. A development plan for the district is formed and sent up to the division. Naturally, the district plans are larger than what the districts expect to get, but there is no point in making them ridiculously large. All along the chain of planning, choices to include or exclude projects are made.

The planning process is repeated at the divisional level and also at the provincial. In the provincial government, departments argue their cases for expansion of their services on behalf of their tehsil clients, before the Planning and Development Department. P&D proposes an annual development plan to the Finance Department and the Chief Secretary. Provincial ADPs are reviewed of the federal Ministry of Planning and Development and by the Ministry of Finance. Even at this point the process does not stop. Individual schemes in excess of Rs 30,000,000 (approximately $ 1,875,000) must be approved by Executive Committee of the National Economic Council (ECNEC) in Islamabad. Thus any scheme that calls for building as many as 120 primary schools in, a coordinated expansion plan would be subject to review in the capital. The Team is informed that getting approval from ECNEC was very time consuming.

The rationality of the process appears to run along the following lines. (This is with regard to people-serving programs). Let the inhabitants of the villages and urban neighborhoods make the best case they can for development or improvement of particular services. Only the local people have the full details about the conditions of their lives. Those who can portray their needs most vividly are most likely to receive development funds. The presumption is made that there is sufficient truth, on the average, in the claims brought forward to assure that the most extreme forms of deprivation are dealt with first. This is an idealistic or humanitarian view of development.

In actuality, political influence counts to some degree. Those with political power may use that power to choose projects that help their areas. Class considerations may favor certain types of projects over others. For example, the middle class may think that it is more important to strengthen the arts and sciences programs of high schools, participation in which establishes entry for successful high school students into university, than to expand primary education or to improve technical training. Since the middle class may hold disproportionately large political power, the provincial ADPs may reflect a middle class bias in educational policy, i.e., towards arts and science programs.

The planning described process implies a degree of flexibility in the content of ADPs. If the lower levels of government express a shift in preference from water projects to roads then the provincial ADP should reflect that shift. This years's ADP should show a relative increase in the allotment of development funds toward roads and a relative decrease in the allotment for water projects. The Team has observed that such flexibility does indeed exist.

If the planning process dictates the provincial ADPs and these reflect a changing pattern of local preferences, then to what extent are these provinces beholden to the counter force, namely, the priorities of the federal government - as expressed, for example in the Five Year Development Plans? There appear to be two main instruments of control in the hands of the Federal government. First, the government can make development grants to the provinces for projects that are a national priority. This device does not seem to have been used much in recent years. Second, all "large" projects are subject to renew by ECNEC, which has the power to regulate the pace of development in its major aspects.

Otherwise, the provinces do have residual powers. An apparent instance, was the shift in Baluchistan from emphasizing primary education to the further development of secondary schools. This occurred during 1983-84 to 1985-86 in spite of clear indications in the Sixth Five-Year Plan that primary education was to take

precedence. (Of course, after the Sixth Plan was published, the federal government may have changed its own priorities to favor secondary over primary without announcing the fact to the general public.) The provinces actually have two ready means of discretion at their hands. On the one hand, they can emphasize smaller projects, i.e., break big projects into smaller parts, and thus escape review by ECNEC. Or the provinces can list a lot of projects in the ADP that conform to central government priorities and then fail to execute them during the given planning year. The current ADP would show conformity to the federal government's expressed wishes but the pattern of project completions would not. This is what seems to happen in primary education, especially when primary school construction is to be financed from "revenue" and when primary school projects are listed as "unapproved."

The process of planning for the development of primary education has an additional aspect over and beyond the planning of other provincial subjects. An extra condition is added. Not only must local people make a case for a school or its expansion in X or Y tehsil, but they must prove that they are willing and able to pay part of the development costs themselves. If a school is to be constructed, the local community is expected to provide the land. The case for a given tehsil's actually getting their primary school into the provincial ADP is further strengthened if the local people indicate convincingly that they are prepared to give free help toward its construction. On the other hand, a school may be "opened" without construction. When a school is thus opened, a case, or at least a partial case, for the posting of a teacher to that school is established. Schools can be opened in donated structures, in extra rooms of houses, or even in courtyards.

In this approach to planning of primary education, more than parsimony seems to be involved. There appears to be a central assumption on the part of central government officials that large groups of families in Pakistan are indifferent, or even hostile, toward the education of their children. The Team was repeatedly given this claim of parental indifference or hostility as a reason for the slow pace of primary school development; however, the Team's own case studies (Part III) indicates a rather strong parental concern about the educational opportunities of their children. As long, however, as the central assumption of parental indifference is held, the policy of requiring a special local contribution toward primary education has a certain rationality.

If government puts in a market road, wells, maternity clinics, and other standard appurtenances of development, government can be reasonably sure that they will be used. Under the assumption about the lack of demand for primary education, it would be possible for government to construct a school, hire a teacher, and then find that the school was unattended by students. This would be a gross waste of development funds but no evidence of this was found.

Accordingly, an extra condition is added in the development of primary education. Not only must local people make a case for a school or its expansion on the basis of need, but they must also indicate that they are willing to pay part of the costs themselves. This second condition is set to prove beyond a reasonable doubt that the local population will actually use the facility if it is provided. For example parents must make the effort to persuade a landowner to donate land for the site. If they are able to do this, then presumably they would have enough interest to send their children to the school when it is available. In the case of market roads, their use is assumed as soon as they are completed.

The policy of requiring substantial local contributions, while understandably based on considerations of cost recovery and operational efficiency, is actually counter productive. While it may help in certain instances to assure full classrooms, the general situation in Pakistan is that classrooms are so over crowded that effective teaching is impossible. In other words if the policy of local contribution is to ensure efficiently organized use of classroom space, then it is not working. Beyond this, the policy is deleterious to quality of school facilities. There are no enforced standards for quality of donated buildings or rooms. They are not systematically maintained and they may be withdrawn from school use at any time. Buildings built by local voluntary labor are sometimes shabby and may become unusable after a few years. Donated land is likely to be low-value land, probably at some distance from the village center and possibly too far away from the children's houses for them to be able to walk to school. Distance to school is stated to be an important determinant of the enrollment of females in primary education.

There is a much more serious problem. Good planning requires that government consider the requirements of the process being planned as a whole. There are, of course, estimates to be made of the number of clients to be served and the physical housing of the program. These are the easier tasks in planning. The hard parts concern: (i) Estimation of the minimum level of quality needed both to avoid waste of purchased resources and to provide an adequate flow of social benefits for development. (ii) Estimation of the necessary package of inputs of both capital and recurrent types to yield the required minimum level of quality. (ii) Requires that capital and recurrent inputs be estimated jointly and simultaneously.

Argument has been made above that the Government of Pakistan has not been sufficiently concerned about the quality of physical infrastructure. There are also shortcomings in regard to other inputs: teacher training lacks depth, many teachers are untrained, instructional materials are insufficient, supervision is inadequate because there are not enough supervisors or transport for those in place. From these conditions flows a kind of "Gresham's Law of Primary Education: bad schools drive out good." Parents of schoolage children are aware of the terrible conditions in certain schools. They take action to try to enroll their children in schools of good reputation that are within the limits of their household budgets. Good provincial schools, being schools of low fees, come under intolerable pressure to expand enrollments and suffer unconscionable increases in class size. Class size becomes intolerably large for effective teaching and quality in the formerly good schools crumbles. At the same time, classrooms in poorly regarded schools are under-utilized.

Different reasons are postulated for the conditions. One is simply financial stringency, another could be indifference to the overall quality of primary education. There is a large number of first-rate primary schools in the country (large in number but serving only a small proportion of the primary school age cohort). These schools meet at least two functions. First, they take care of the aspirations of the educated elite with regard to the education of their own children. Secondly, these schools provide a flow of well educated graduates moving into the superior secondary schools and finally into the universities. In the narrow sense, it is possible that this flow of well-educated people is sufficient

to meet the high level manpower needs of the country. The mass of primary school children is seen as a surplus commodity as far as development of the country goes. If a certain proportion manage to survive and do well in the ordinary school setting, that is acceptable (more than acceptable for the students and their parents) but such lucky accidents may not be seen as crucial for economic progress.

The Team was also informed that mass primary education of good quality is seen as a threat to political stability. There is, however, a corresponding down-side risk. A population of illiterates is vulnerable to manipulation by unscrupulous parties, and this in turn could be adverse to the present leadership of the country.

In any case, a de facto policy of indifference toward the reach and quality of primary education overlooks two findings of social science. Both are recent and both appear to be grounded in high grade empirical research.

- There is to be an observed relationship between literacy, and farmer productivity and income. Literate farmers tend to make better productivity enhancing combinations of inputs (types of seeds, fertilizers, pesticides, soil, water, and sun) than do illiterate farmers. Literate farmers, on the average, make better use of market information in planning and selling their crops. The effects of literacy tend to be stronger under modernizing conditions, of which Pakistan has its share, than under primitive conditions, but this is simply a matter of degree (See M. Lockheed, D. Jamison, and L. Lau, "Farmer Education and Farm Efficiency: A Survey" Economic Development and Cultural Change, Vol. 29, No. 1, 1980.)

- Likewise, there is a discernible relationship between education of females and fertility. Females who attain seven or more years of schooling tend to aspire to and have smaller families. For lesser amounts of education, there is also an effect but it is functionally related to the degree to which this lesser amount of education is spread through the community: the larger the proportion of people who have a basic minimum education the greater the effect on fertility. (See J. Caldwell, "Mass Education as a Determinant of the Timing of Fertility Decline," Population and Development Review, Vol. 6, No. 2, 1980.)

In other words, mass primary education makes a contribution to development independently of the contribution offered by an elite stream of primary schooling.

Yet, the situation may require some major policy decisions. For one thing, the Governments of Pakistan cannot deal with primary education in the absence of thinking about middle and secondary schools. This is not to suggest that GOP try to reform all three levels at once; rather it is to propose that a phased, multi-plan program be developed.

The post policy of GOP toward primary education appears to be the following: (1) respond to enrollment pressure to the extent that the number of children enrolled relative to 5-9 age cohort remains constant (at roughly 50%); (2) as resources allow and as provincial interests indicate, give spasmodic attention to improvement in quality. These policies do not afford Pakistan the benefits of mass education. Nor does the qualitative standard of primary education prepare students to do well in middle and high schools. Nevertheless, they go. Many students who are formally

qualified but intellectually insecure enroll in middle and secondary schools. Their standards of performance block them from any further education but in the meantime they have become unwilling to work with their hands.

GOP appears to realize that improvements in quality of primary education stimulate the demands of parents to send children to school. The other side of that coin is to say that GOP uses low quality of primary education to curb demand. Actually, there has been a "stop-and-go" approach to the schools. From 1980-81 to 1982-83, expenditures on primary education were rising, more schools were being opened, more teachers were hired, and enrollments increased rather sharply. From 1983-84 through 1985-86, the position toward primary education dropped back to "hold-the-line." Expenditures per student stabilized, school openings were at the modest level of the late 1970s and the enrollment increase slackened. In 1986-87, it appears likely primary schools will again receive additional funding.

Whether the stop-and-go program has been pursued because GOP fears the financial costs of mass primary education or whether it believes such expenditures are of little worth in development or, lastly, whether some in government think that mass literacy is a threat to political stability, the Team cannot say. These and other considerations may all affect the decisions about primary education to some degree.

Some indications toward a multi-plan approach to primary/middle/secondary education include.

Seventh Plan: 1987-89 to 1992-93: The major objective during this period should be to consolidate and expand primary education. Consolidation should focus on cheap but crucial inputs: instructional materials, supervisor transport, inservice training of teachers, building maintenance. Expansion should arrive at the targets of 75% participation rate, reached in part by reduction of the dropout rate by 50%. In rural areas, expansion should take place mainly in villages that demonstrate commitment.

The process of advance should be sustained, not stop and go. 75% enrollment plus modest quality improvement could be accomplished at less than 1% of GNP. The Team holds that financial stringency is not an absolute barrier to a broad-based, qualitatively adequate system of primary education.

At the same time, the Team is convinced that cost savings are possible. These should be used to reduce overcrowding. Teacher assignment policy can be improved. Classes are usually too big in classes I and II and too small in classes IV and V. In addition, there may be a problem of school utilization. Table III.32 indicates that in 1983-84, 50% of urban schools for boys had 80 or fewer students in the Punjab. In rural schools or in schools for girls (possibly), such a low figure might be understandable, but it is hard to see why there should be so many schools for urban boys that are small. Perhaps some schools have classrooms that are under-utilized. If so, possibly the enrollment pattern, with sufficient incentives, could be restructured to relieve overcrowding in popular schools.

A secondary objective of the 7th Plan should be to prepare for consolidation and expansion of middle school programs.

Eighth Plan: 1992-93 to 1997-98: For the Eighth Plan there could be two main objectives. The first would be to consolidate and expand education at the middle

school level. About 80% of class V completers should proceed to a redesigned middle school. Relevant saleable skills and academic subjects would be taught, leaving the options of terminal or continuing education open to students, at the end of class VIII. It is anticipated that a large number of students would complete their formal education at this time.

The second objective would be to prepare for reform at the high school level. A series of test instruments would be developed to assist in determining eligibility and study options relative to students' abilities and resources. Test results would be respected though within a context of being more valuable as indicators than as absolutely binding.

The main high school tracks established could be academic (leading to university, with preference given to middle school leavers proficient in mathematics and science); technical (leading to employment or enrollment in a polytechnic); office skills (leading to employment or enrollment in a polytechnic); and teaching (leading to enrollment in a teacher training program). Standards of the tests should be adjusted approximately by the estimated man-power requirements of the country but in general most students would complete their formal education at the end of Class VIII.

Ninth Plan: 1997-98 to 2002-2003: The main effort of the Ninth Plan could be to establish a set of high-quality, functional high schools. The governments might encourage the development of private high schools, but the governments should have a say in the admissions process. The government should set admission and graduation requirements for all schools.

Tenth Plan: 2002-2003 to 2007-2008: By the Tenth Plan, it should be possible and appropriate to seek major improvements in the quality of primary education. This should be the more feasible because by this time, population pressure may have subsided.

2247H

I. TABLES RELATED TO CHAPTER III

TABLE 1

NUMBER OF PRIMARY SCHOOLS, PUNJAB, ALL REGISTERED TYPES

1975-76 TO 1983-84/1

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	31,120	----	19,289	----	11,831	----
1976-77	31,412	+0.9	19,355	+0.3	12,057	+1.9
1977-78	32,276	+2.8	19,846	+2.5	12,430	+3.1
1978-79	33,242	+3.0	20,333	+2.5	12,909	+3.9
1979-80	34,563	+4.0	21,006	+3.3	13,557	+5.0
1980-81	35,449	+2.6	21,526	+2.5	13,923	+2.7
1981-82	36,939	+4.2	22,421	+4.2	14,518	+4.3
1982-83	42,623	+18.1	27,283	+21.7	15,340	+5.7
1983-84	44,385	+4.1	28,845	+5.7	15,540	+1.3
Annual Compound Rate of Increase 1975-76 to 1983-84	4.54		5.16		3.47	

1/In 1983-84, the total figure includes 42,852 provincial schools, 1,058 schools of municipal corporations/committees, 48 Federal Government schools, and 427 registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 2

NUMBER OF PRIMARY SCHOOLS, PUNJAB, ALL REGISTERED TYPES

1975-76 TO 1983-84/1 *

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	31,120	----	19,289	----	11,831	----
1976-77	31,412	+0.9	19,355	+0.3	12,057	+1.9
1977-78	32,276	+2.8	19,846	+2.5	12,430	+3.1
1978-79	33,242	+3.0	20,333	+2.5	12,909	+3.9
1979-80	34,563	+4.0	21,006	+3.3	13,557	+5.0
1980-81	35,449	+2.6	21,526	+2.5	13,923	+2.7
1981-82	36,939	+4.2	22,421	+4.2	14,518	+4.3
1982-83	42,623	+18.1	27,283	+21.7	15,340	+5.7
1983-84	44,385	+4.1	28,845	+5.7	15,540	+1.3
Annual Compound Rate of Increase 1975-76 to 1983-84	4.54		5.16		3.47	

1/In 1983-84, the total figure includes 42,852 provincial schools, 1,058 schools of municipal corporations/committees, 48 Federal Government schools, and 427 registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

*The federal statistics show no coeducational schools but all provinces have them, although not reported until recently. See Part III for details.

TABLE 2 (Continued)

ENROLLMENTS IN PRIMARY SCHOOLS, PUNJAB,

1975-76 TO 1983-84/1

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	2,029,655	----	1,348,808	----	680,847	----
1976-77	2,101,492	+3.5	1,402,447	+4.0	699,045	+2.7
1977-78	2,217,125	+5.5	1,474,457	+5.1	742,668	+6.2
1978-79	2,294,540	+3.5	1,515,535	+2.8	779,005	+4.9
1979-80	2,399,020	+4.6	1,582,708	+4.4	816,312	+4.8
1980-81	2,486,715	+3.7	1,618,817	+2.3	867,898	+6.3
1981-82	2,602,178	+4.6	1,660,295	+2.6	941,883	+8.5
1982-83	2,875,962	+10.5	1,861,690	+12.1	1,014,272	+7.7
1983-84	3,047,138	+6.0	1,971,184	+6.4	1,075,954	+6.1
Annual Compound Rate of Increase 1975-76 to 1983-84	5.21		4.86		5.89	

1/In 1983-84, the total figure includes 2,563,249 students in provincial primary schools; 376,197 students in primary schools of municipal corporations/committees; 24,518 students in primary schools of the Federal Government; and 83,174 students in private primary schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 3

NUMBER OF TEACHERS IN PRIMARY SCHOOLS, PUNJAB,

1975-76 TO 1983-84/1

YEAR	TOTAL		BOYS SCHOOLS		GIRLS SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	68,943	----	44,750	----	24,193	----
1976-77	69,589	+0.9	44,925	+0.4	24,664	+1.9
1977-78	72,111	+3.6	46,372	+3.2	25,739	+4.4
1978-79	73,988	+2.6	47,341	+2.1	26,647	+3.5
1979-80	76,517	+3.4	48,575	+2.6	27,942	+4.9
1980-81	80,275	+4.9	50,343	+3.6	29,932	+7.1
1981-82	87,637	+9.2	55,578	+10.4	32,059	+7.1
1982-83	96,381	+10.0	61,992	+11.5	34,389	+7.3
1983-84	101,032	+4.8	65,712	+6.0	35,317	+2.7
Annual Compound Rate of Increase 1975-76 to 1983-84	4.89		4.92		4.84	

1/ In 1983-84, the total figure includes 90,682 teachers in provincial schools, 6,845 teachers in municipal corporation/committee schools, 598 teachers in schools of the Federal Government, and 2,895 teachers in registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 4

NUMBER OF STUDENTS PER PRIMARY SCHOOL, PUNJAB,

1975-76 TO 1983-84

YEAR	ALL PRIMARY SCHOOLS		BOYS' SCHOOLS		GIRLS' SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	65.2	----	59.9	----	57.5	----
1976-77	66.9	+2.6	72.5	+3.7	58.0	+0.9
1977-78	68.7	+2.7	74.3	+2.5	59.7	+2.9
1978-79	69.0	+0.4	74.5	+0.3	60.3	+1.0
1979-80	69.4	+0.6	75.3	+1.1	60.2	-0.2
1980-81	70.1	+1.0	75.2	-0.1	62.3	+3.5
1981-82	70.4	+0.4	74.1	-1.5	64.9	+4.2
1982-83	67.5	-4.1	68.2	-8.0	66.1	+1.8
1983-84	68.7	+1.8	68.3	+0.1	69.2	+4.7
% Change 1975-76 to 1983-84	+5.4		-2.3		+20.3	

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 5

NUMBER OF STUDENTS PER TEACHER IN PRIMARY SCHOOLS PUNJAB,

1975-76 TO 1983-84

YEAR	ALL PRIMARY SCHOOLS		BOYS' SCHOOLS		GIRLS' SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	29.4	----	30.1	----	28.1	----
1976-77	30.2	+2.7	31.2	+3.7	28.3	+0.7
1977-78	30.7	+1.7	31.8	+1.9	28.9	+2.1
1978-79	31.0	+1.0	32.0	+0.6	29.2	+1.0
1979-80	31.4	+1.3	32.6	+1.9	29.2	0.0
1980-81	31.0	-1.3	32.2	-1.2	29.0	-0.7
1981-82	29.7	-4.2	29.9	-7.1	29.4	+1.4
1982-83	29.8	+0.3	30.0	+0.3	29.5	+0.3
1983-84	30.2	+1.3	30.0	0.0	30.5	+3.4
% Change 1975-76 to 1983-84	+2.7		-0.3		+8.5	

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 6

PRIMARY LEVEL ENROLLMENT BY LEVEL OF

EDUCATIONAL INSTITUTION, PUNJAB, 1983 - 84

	BOYS				GIRLS				BOTH SEXES			
	URBAN	% OF BOYS	RURAL	% OF BOYS	URBAN	% OF GIRLS	RURAL	% OF GIRLS	URBAN	% OF TOTAL ENROLLMENT	RURAL	% OF TOTAL ENROLLMENT
PRIMARY	507,484	20.3	1,463,700	58.6	442,191	28.7	633,763	41.2	949,675	23.5	2,097,463	52.0
MIDDLE	101,224	4.1	294,007	11.8	127,759	8.3	142,507	9.3	228,983	5.7	436,514	10.8
HIGH SCHOOL	89,848	3.6	41,559	1.6	157,838	10.3	34,623	2.3	247,686	6.1	76,182	1.9
GRAND TOTAL	698,556	28.0	1,799,266	72.0	727,788	47.3	810,893	52.7	1,426,344	35.3	2,610,159	64.7

TOTALS BY SEX:

		%
BOYS	2,497,822	61.9
GIRLS	1,538,681	38.1
BOTH SEXES	4,036,503	100.0

Source: Bureau of Education, Education Department, Government of tne Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 7

RATIO OF MALE TO FEMALE ENROLLMENTS IN PROVINCIAL PRIMARY SCHOOLS AND STUDENT/TEACHER RATIOS BY SEX, URBAN AND RURAL SCHOOLS, PUNJAB, 1983 - 84

DISTRICT	RATIO OF MALE TO FEMALE ENROLLMENT		STUDENTS PER TEACHER			
			URBAN		RURAL	
	URBAN	RURAL	MALE	FEMALE	MALE	FEMALE
ATTOCK	0.73	2.14	41.1	38.9	27.8	25.2
RAWALPINDI	1.31	1.67	44.1	37.5	30.2	27.1
JHELUM	0.86	1.65	35.9	41.3	28.2	31.2
GUJRAT	0.84	1.54	48.4	49.7	36.5	38.9
GUJRANWALA	1.76	2.40	38.4	27.8	30.8	32.5
SIALKOT	1.44	1.82	39.8	38.4	34.6	35.5
FAISALABAD	1.13	1.75	37.0	52.8	30.6	31.3
TOBA TEK SINGH	1.26	1.69	50.9	42.8	31.4	34.3
JHANG	1.31	3.24	41.3	33.5	22.1	12.6
SARGODHA	1.27	2.45	35.7	40.0	27.8	22.8
KHUSHAB	1.49	3.67	24.4	26.8	21.4	18.1
BHAKKAR	1.61	5.48	39.1	30.2	19.9	16.2
MIANWALI	1.26	3.42	31.6	25.7	17.6	12.8
LAHORE	0.80	1.66	40.1	35.2	27.3	18.7
SHEIKHUPURA	1.25	2.03	41.7	35.0	27.6	30.8
KASUR	1.47	2.37	32.1	30.0	27.8	19.4
OKARA	2.35	3.06	36.6	38.1	31.8	24.6
MULTAN	1.94	3.52	39.3	28.6	34.6	20.3
VEHARI	2.47	2.64	46.3	48.2	33.4	25.5
SAHIWAL	2.20	2.32	36.0	48.0	28.3	28.5
D.G. Khan	0.38/1	2.75	18.2	30.3	15.6	13.4
RAJAM PUR	1.64	3.60	26.7	17.7	17.1	20.2
MUZAFFARGARH	1.75	4.51	43.1	17.7	27.3	19.5
LIAYYAH	1.91	3.83	33.0	17.8	23.6	22.3
BAHAWALPUR	1.17	3.40	26.8	29.8	21.7	17.4
BAHAWALNAGAR	1.33	2.08	30.1	29.6	19.0	20.3
R.Y. KHAN	1.20	3.91	32.7	30.9	26.8	17.3

1/Based on very small boys' school enrollment: 946.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 8

NUMBER OF PRIMARY SCHOOLS, SIND, REGULAR PROGRAMME, 1974-75 TO 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL/1	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
1974-75	11,709	--	2,440	--	9,269	--	9,844	--	1,680	--	8,164	--	1,865	--	760	--	1,105	--
1975-76	11,757	+0.4	2,434	-0.2	9,823	+6.0	9,882	+0.4	1,673	-0.4	8,209	+0.6	1,875	+0.5	761	+0.1	1,114	+0.8
1976-77	11,833	+0.6	2,526	+3.8	9,307	-5.3	9,934	+0.5	1,731	+3.5	8,203	-0.1	1,899	+1.3	795	+4.5	1,104	-0.9
1977-78	11,900	+0.6	2,502	-1.0	9,398	+1.0	9,981	+0.5	1,717	-0.8	8,264	+0.7	1,919	+1.1	785	-1.3	1,134	+2.7
1978-79	11,974	+0.6	2,526	+1.0	9,448	+0.5	10,047	+0.7	1,735	+1.0	8,312	+0.6	1,927	+0.4	791	+0.8	1,136	+0.2
1979-80	12,046	+0.6	2,580	+2.1	9,466	+0.2	10,182	+0.1	1,854	+6.9	8,328	+0.2	1,864	-3.3	726	-8.2	1,138	+0.2
1980-81	12,667	+5.2	2,705	+4.8	9,962	+5.2	10,509	+3.2	1,933	+4.3	8,576	+3.0	2,158	+15.8	772	+6.3	1,386	+21.8
1981-82	13,038	+2.9	2,820	+4.3	10,218	+2.6	10,733	+2.1	2,011	+4.0	8,722	+1.7	2,305	+6.8	809	+4.8	1,496	+7.9
1982-83	13,478	+3.4	3,016	+7.0	10,462	+2.4	10,878	+1.4	1,965	-2.3	8,913	+2.2	2,600	+12.8	1,051	+29.9	1,549	+3.5
1983-84	14,007	+3.9	3,307	+9.6	10,700	+2.2	11,384	+4.7	2,256	+14.8	9,128	+2.4	2,623	+0.9	1,051	0.0	1,572	+1.5
1984-85	14,109	+0.7	3,348	+1.2	10,761	+0.6	11,471	+0.8	2,275	+0.8	9,196	+0.7	2,638	+0.6	1,073	+2.1	1,565	-0.4
Annual compound rate of increase 1974-45 to 1984-85	1.88		3.21		1.50		1.54		3.08		1.20		3.53		3.51		3.54	

1/Not including mosque/mohallah schools under special priority development programme, 1982-83. Included are 1095 mosque schools under regular programme.

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 9

PRIMARY SCHOOL ENROLLMENTS, SIND, 1974-75 TO 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1974-75	986,482	----	592,197	----	394,285	----	700,908	----	354,974	----	345,934	----	285,574	----	237,223	----	48,351	----
1975-76	1,043,889	+5.8	622,549	+5.1	421,340	+6.9	739,478	+5.5	370,468	+4.4	369,010	+6.7	304,411	+6.6	252,081	+6.3	52,330	+8.2
1976-77	1,093,538	+4.8	667,806	+7.3	425,732	+1.0	773,529	+4.6	394,868	+6.6	378,661	+2.6	320,009	+5.1	272,938	+8.3	47,071	-10.0
1977-78	1,152,323	+5.4	701,945	+5.1	450,378	+5.8	809,481	+4.6	411,915	+4.3	397,566	+5.0	342,842	+7.1	290,030	+6.3	52,812	+12.2
1978-79	1,216,133	+5.5	733,277	+4.5	482,856	+7.2	854,702	+5.6	429,766	+4.3	424,936	+6.9	361,431	+5.4	303,511	+4.6	60,687	+14.9
979-80	1,291,943	+6.2	773,157	+5.4	518,786	+7.4	908,544	+6.3	452,732	+5.3	455,812	+7.3	383,399	+6.1	320,425	+5.6	62,974	+3.8
1980-81	1,378,962	+6.7	809,474	+4.7	569,508	+9.8	963,759	+6.1	474,955	+4.9	488,804	+7.2	415,223	+8.3	334,519	+4.4	80,704	+28.2
1981-82	1,457,571	+5.7	853,309	+5.4	604,262	+6.1	1,032,087	+7.1	515,251	+8.5	516,836	+5.7	425,484	+2.5	338,058	+1.1	87,426	+8.3
1982-83	1,515,997	+4.0	897,045	+5.1	618,952	+2.4	1,067,557	+3.4	539,681	+4.7	527,876	+2.1	448,440	+5.4	355,364	+5.1	91,076	+4.2
1983-84	1,593,165	+5.1	935,145	+4.2	658,020	+6.3	1,118,254	+4.7	553,499	+2.6	564,755	+7.0	474,911	+5.9	381,646	+7.4	93,265	+2.4
1984-85	1,650,699	+3.6	959,053	+2.6	691,646	+5.1	1,153,387	+3.1	559,300	+1.0	594,087	+5.2	497,312	+4.7	399,753	+4.7	97,559	+4.6
Annual compound rate of increase 1974-45 to 1984-85	5.28		4.94		5.78		5.11		4.65		5.56		5.70		5.35		7.27	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

142

TABLE 10

PRIMARY SCHOOL TEACHERS, SIND, 1974-75 to 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
1974-75	39,045	--	20,868	--	18,177	--	25,156	--	8,815	--	16,341	--	13,889	--	12,053	--	1,836	--
1975-76	39.327	+0.7	20,666	-1.0	18,661	+2.7	25,278	+0.5	8,515	-3.4	16,731	+2.4	14,049	+1.1	12,151	+0.8	1,898	+3.4
1976-77	39,780	+1.2	21,379	+3.5	18,401	-1.4	25,428	+0.6	8,705	+2.2	16,723	0.0	14,352	+2.2	12,674	+4.3	1,678	-11.6
1977-78	40,113	+0.8	21,556	+0.8	18,557	+0.8	25,530	+0.4	8,724	+0.2	16,856	+0.8	14,533	+1.3	12,832	+1.2	1,701	+1.4
1978-79	40,254	+0.4	21,620	+0.3	18,634	+0.4	25,276	-1.0	8,772	+0.6	16,904	+0.3	14,578	+0.3	12,848	+0.1	1,730	+1.7
1979-80	40,655	+1.0	21,919	+1.4	18,736	+0.5	25,894	+2.4	8,924	+1.7	16,970	+0.4	14,761	+1.3	12,995	+1.1	1,766	+2.1
1980-81	41,371	+1.8	22,436	+2.4	18,935	+1.1	26,213	+1.2	9,017	+1.0	17,196	+1.3	15,158	+2.7	13,419	+3.3	1,739	-1/5
1981-82	42,095	+1.8	22,701	+1.2	19,394	+2.4	26,555	+1.3	9,080	+0.7	17,475	+1.6	15,540	+2.5	13,621	+1.5	1,919	+10.4
1982-83	42,969	+2.1	23,498	+3.5	19,471	+0.4	27,479	+3.5	10,053	+10.7	17,426	-0.3	15,490	-0.3	13,445	-1.3	2,045	+6.6
1983-84	44,907	+4.5	25,267	+7.5	19,640	+0.9	28,527	+3.8	11,004	+9.5	17,523	+0.6	16,380	+5.7	14,263	+8.8	2,117	+3.5
1984-85	45,241	+0.7	25,333	+0.3	19,908	+1.4	28,698	+0.6	11,103	+0.9	17,595	+0.4	16,543	+1.0	14,230	-0.2	2,313	+9.3
Annual compound rate of increase 1974-45 to 1984-85	1.48		1.96		0.91		1.33		2.33		0.71		1.76		1.67		2.34	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 11

NUMBER OF STUDENTS PER SCHOOL, SIND, 1974-75 TO 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
1974-75	84.2	--	242.7	--	42.5	--	71.2	--	211.3	--	42.4	--	153.1	--	312.1	--	43.8	--
1975-76	88.8	+5.5	255.8	+5.4	42.9	+0.9	74.8	+5.1	221.4	+4.8	45.0	+6.1	162.4	+6.1	331.2	+6.1	47.0	+7.3
1976-77	92.4	+4.1	264.4	+3.4	45.7	+6.5	77.9	+4.1	228.1	+3.0	46.2	+2.7	168.5	+3.8	343.3	+3.7	42.6	-9.4
1977-78	96.8	+4.8	280.6	+6.1	47.9	+4.8	81.1	+4.1	239.9	+5.2	48.1	+4.1	178.7	+6.1	369.5	+7.6	46.6	+9.4
1978-79	101.6	+5.1	290.3	+3.5	51.1	+6.7	85.1	+4.9	247.7	+3.3	51.1	+6.2	187.6	+5.0	383.7	+3.8	53.4	+14.6
1979-80	107.3	+5.6	299.7	+3.2	54.8	+7.2	89.2	+4.8	244.2	-1.4	54.7	+7.0	205.7	+9.6	441.4	+15.0	55.3	+3.6
1980-81	108.9	+1.5	299.3	-0.1	57.2	+4.4	91.9	+3.0	245.7	+0.6	57.0	+4.2	192.4	-6.5	433.3	-1.8	58.2	+5.2
1981-82	111.8	+2.7	302.6	+1.4	59.1	+3.3	96.2	+4.7	256.2	+4.3	59.3	+4.0	184.6	-4.1	417.9	-3.6	58.4	+0.3
1982-83	112.5	+0.6	297.4	-1.7	59.2	+0.2	98.1	+2.0	274.6	+7.2	59.2	-0.1	172.5	-6.6	338.1	-19.1	58.8	+0.7
1983-84	113.7	+1.1	282.8	-4.9	61.2	+3.4	98.2	+0.1	245.3	-10.7	61.9	+4.6	181.1	+5.0	363.1	+7.4	59.3	+0.9
1984-85	117.0	+2.9	286.5	+1.3	64.3	+5.1	100.5	+2.3	245.8	+0.2	64.6	+4.4	188.5	+4.1	372.6	+2.6	62.3	+5.1
% Change, 1974-75 to 1984-85	+39.0		+18.0		+51.3		+41.2		+16.3		+52.4		+23.1		+19.2		+42.2	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 12

NUMBER OF STUDENTS PER TEACHER, SIND, 1974-75 TO 1984-85

	BOTH SEXES					
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1974-75	25.3	----	28.4	----	21.7	----
1975-76	26.5	+4.7	30.1	+6.0	22.6	+4.1
1976-77	27.5	+3.8	31.2	+3.7	23.1	+2.2
1977-78	28.7	+4.4	32.5	+4.5	24.3	+5.2
1978-79	30.2	+5.2	33.9	+4.0	25.9	+6.6
1979-80	31.8	+5.3	35.3	+4.1	27.7	+7.0
1980-81	33.3	+4.7	36.1	+2.2	30.1	+8.7
1981-82	34.6	+3.9	37.6	+4.2	31.2	+3.7
1982-83	35.3	+2.0	38.2	+1.6	31.8	+1.9
1983-84	35.5	+0.6	37.0	-3.1	33.5	+5.3
1984-85	36.5	+2.8	37.9	+2.4	34.7	+3.6
Percentage Change, 1974-75 to 1984-85	+44.3		+33.5		+59.9	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 13

ENROLLMENT RATIOS, STUDENTS PER TEACHER, AND PROPORTION FEMALE TEACHERS BY DISTRICT, SIND, 1984-85

PROVINCE/DISTRICT	ENROLLMENT RELATIVE TO 5-9 AGE GROUP				STUDENTS PER TEACHER		RATIO OF FEMALE TO MALE TEACHERS	
	MALE		FEMALE					
	URBAN	RURAL	URBAN	RURAL	URBAN	RURAL	URBAN	RURAL
Sind	75.6%	54.6%	57.4%	8.9%	37.9	34.7	1.28	0.13
Khairpur	50.0	70.7	21.1	9.6	42.6	32.3	0.56	0.10
Jacobabad	72.8	39.9	27.8	4.8	44.3	34.5	0.24	0.11
Sukkur	89.1	65.3	41.6	10.4	45.6	45.2	0.41	0.12
Shikarpur	96.9	51.0	85.7	10.0	47.0	36.1	0.31	0.17
Larkana	88.7	59.8	36.0	14.7	42.8	37.6	0.25	0.16
Nawabshah	83.2	50.6	43.7	9.0	47.5	41.3	0.42	0.13
Sanghar	100.3	56.3	36.7	6.4	41.7	36.7	0.37	0.13
Tharparkar	92.5	39.8	44.4	4.6	44.7	24.3	0.52	0.17
Dadu	97.7	60.5	64.9	8.1	42.1	33.7	0.49	0.10
Hyderabad	77.3	43.3	50.8	8.0	44.0	33.9	0.96	0.15
Badin	102.7	53.2	43.6	7.6	43.1	35.6	0.43	0.09
Thatta	101.6	43.4	45.0	5.7	28.6	28.5	0.35	0.13
Hyderabad Reg.	83.2	53.3	44.5	8.1	43.6	34.8	0.52	0.13
Karachi Reg.	70.5	116.2	66.0	46.8	35.0	33.0	2.05	0.15

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 14

AVAILABILITY OF PRIMARY SCHOOLS BY SEX

IN RURAL SETTLEMENTS, 1982-83, SIND

	NUMBER OF SETTLEMENTS	BOYS		GIRLS	
		WITH SCHOOLS	WITHOUT SCHOOLS	WITH SCHOOLS	WITHOUT SCHOOLS
Villages With Less Than 500 Population	3,555	2,775	780	599	2,956
Villages With 500-999 Population	2,592	1,928	664	263	2,329
Villages with Population 1,000 and Over	963	847	116	336	627

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 15

MOSQUE/MOHALLAH SCHOOLS ESTABLISHED UNDER

SPECIAL PRIORITY DEVELOPMENT PROGRAMME OF 1982-83

		1983-84	%	1984-85	%
Number of Schools,	Total	2,750	100.0	5,273	100.0
	Male	2,650	96.4	5,083	96.4
	Female	100	3.6	190	3.6
Enrollment,	Total	108,092	100.0	201,360	100.0
	Male	75,248	69.6	142,034	70.5
	Female	32,844	30.4	59,326	29.5
Teaching Staff,	Total	3,238	100.0	6,230	100.0
	Male	3,040	93.9	5,846	93.8
	Female	198	6.1	384	6.2
Students per School		39.3		38.2	
Students per Teacher		33.4		32.3	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 16

NUMBER OF GOVERNMENT PRIMARY SCHOOLS, BY SEX OF STUDENT, URBAN-RURAL, IN NWFP, 1975-76 to 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1975-76	5,323	----	NA	----	NA	----	4,093	----	NA	----	NA	----	1,230		NA	----	NA	
1976-77	5,431	+2.0	NA	----	NA	----	4,169	+1.9	NA	----	NA	----	1.262	+2.6	NA	----	NA	
1977-78	5,563	+2.4	364	----	5,199	----	4,234	+1.6	211	----	4,023	----	1,329	+5.3	153	----	1,176	
1978-79	5,709	+2.6	413	+1.3	5,296	+1.9	4,311	+1.8	245	+16.1	4,066	+1.1	1,398	+5.2	168	+9.8	1,230	+4.6
1979-80	6,042	+5.8	436	+5.6	5,606	+5.9	4,480	+3.9	251	+2.4	4,229	+4.0	1,562	+11.7	185	+10.1	1,377	+12.0
1980-81	6,320	+4.6	461	+11.6	5,859	+4.5	4,608	+2.9	255	+1.6	4,353	+2.9	1,712	+9.6	206	+11.4	1,506	+9.4
1981-82	6,712	+6.2	485	+5.2	6,227	+6.3	4,939	+7.2	268	+5.1	4,671	+7.3	1,773	+3.6	217	+5.3	1,556	+3.3
1982-83	6,900	+2.8	520	+7.2	6,380	+2.5	5,019	+1.6	278	+3.7	4,741	+1.5	1,881	+6.1	242	+11.5	1,639	+5.3
1983-84	7,170	+3.9	548	+7.3	6,622	+3.8	5,138	+2.4	279	+0.4	4,859	+2.5	2,032	+8.0	269	+11.2	1,763	+7.6
1984-85	7,622	+6.3	NA	----	NA	----	5,446	+6.0	NA	----	NA	----	2,176	+7.1	NA	----	NA	----
Average Compound Rate of Increase 1977-78 to 1983-84	4.32		7.06		4.11		3.28		4.77		3.20		7.33		9.86		6.98	
1975-76 to 1984-85	4.06						3.22						6.54					

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 17

ENROLLMENT OF STUDENTS AT PRIMARY LEVEL, BY SEX AND URBAN-RURAL STATUS, IN NWFP, 1975-76 to 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1976-76	465,903	----	NA	----	NA	----	386,561	----	NA	----	NA	----	79,342	----	NA	----	NA	----
1976-77	485,684	+4.2	NA	----	NA	----	401,953	+4.0	NA	----	NA	----	83,731	+5.5	NA	----	NA	----
1977-78	508,954	+4.8	100,395	----	408,559	----	415,597	+3.4	67,097	----	348,500	----	93,357	+11.5	33,298	----	60,059	----
1978-79	547,711	+7.6	113,444	+13.0	434,267	+6.3	447,865	+7.8	75,663	+12.8	372,202	+6.8	99,846	+7.0	37,781	+13.5	62,065	+ 3.3
1979-80	595,864	+8.8	121,199	+6.8	474,665	+9.3	485,091	+8.3	79,827	+5.5	405,264	+8.9	110,773	+10.9	41,372	+9.5	69,401	+11.8
1980-81	656,981	+10.3	128,743	+6.2	528,238	+11.3	534,746	+10.2	84,457	+5.8	450,289	+11.1	122,235	+10.3	44,286	+7.0	77,949	+12.3
1981-82	726,165	+10.5	142,612	+10.8	583,553	+10.5	589,447	+10.2	94,100	+11.4	495,347	+10.0	136,718	+11.8	48,512	+9.5	88,206	+13.2
1982-83	806,292	+10.0	154,204	+8.1	652,088	+11.7	662,297	+12.4	101,905	+8.3	560,392	+13.1	143,995	+5.3	52,299	+7.8	91,696	+4.0
1983-84	877,810	+8.9	163,729	+6.2	714,081	+9.5	719,587	+8.7	105,255	+3.3	614,332	+9.6	158,223	+9.9	58,474	+11.8	99,749	+8.8
1984-85	943,542	+7.5	NA	----	NA	----	764,594	+6.3	NA	----	NA	----	178,948	+13.1	NA	------	NA	-----
Average compound rate of increase 1977-78 to 1983-84	9.51		8.49		9.75		9.58		7.79		9.91		9.19		9.64		8.82	
1975-76 to 1984-85	8.16						7.87						9.46					

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 18

NUMBER OF PRIMARY SCHOOL TEACHERS, BY SEX AND URBAN-RURAL STATUS, IN NWFP, 1975-76 to 1984-85

YEAR	BOTH SEXES						MALE						FEMALE					
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1976-76	11,642	----	NA	----	NA	----	8,855	----	NA	----	NA	----	2,787	----	NA	----	NA	----
1976-77	11,954	+2.7	NA	----	NA	----	9,123	+3.0	NA	----	NA	----	2,831	+1.6	NA	----	NA	----
1977-78	12,389	+3.6	2,746	----	9,643	----	9,337	+2.3	1,540	----	7,797	----	3,052	+7.8	1,206	----	1,846	----
1978-79	12,563	+1.4	2,432	-11.4	10,131	+5.1	9,481	+1.5	1,343	-12.8	8,138	+4.4	3,082	+1.0	1,089	-9.7	1,993	+8.0
1979-80	13,100	+4.3	2,486	+2.2	10,614	+4.8	9,759	+2.9	1,365	+1.6	8,394	+3.1	3,341	+8.4	1,121	+2.9	2,220	+11.4
1980-81	13,633	+4.1	2,610	+5.0	11,023	+3.9	10,039	+2.9	1,344	-1.5	8,695	+3.6	3,594	+7.6	1,266	+12.9	2,328	+4.9
1981-82	15,282	+12.1	2,804	+7.4	12,478	+13.2	11,299	+2.6	1,483	+10.3	9,816	+12.9	3,983	+10.8	1,321	+4.3	2,662	+14.3
1982-83	16,171	+5.8	2,990	+6.6	13,181	+5.6	11,786	+4.3	1,564	+5.5	10,222	+4.1	4,385	+10.1	1,426	+7.9	2,959	+11.2
1983-84	17,475	+8.1	3,088	+3.3	14,387	+9.2	12,783	+8.5	1,498	-4.2	11,285	+10.4	4,692	+7.0	1,590	+11.5	3,102	+4.8
1984-85	19,613	+12.2	NA	----	NA	----	13,830	+8.2	NA	----	NA	----	5,783	+23.3	NA	-----	NA	----
Average Compound Rate of Increase 1977-78 to 1983-84	5.90		1.98		6.90		5.38		-0.45		6.36		7.43		4.71		9.04	
1975-76 to 1984-85	5.97						5.08						8.45					

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 19

NUMBER OF STUDENTS PER SCHOOL, BY SEX AND URBAN-RURAL STATUS
IN NWFP, 1975-76 TO 1984-85

	BOTH SEXES						MALE						FEMALE					
YEAR	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1975-76	87.5	----	NA	----	NA	----	94.4	----	NA	----	NA	----	64.5	----	NA	----	NA	----
1976-77	89.4	+2.2	NA	----	NA	----	96.4	+2.1	NA	----	NA	----	66.3	+2.8	NA	----	NA	----
1977-78	91.5	+2.3	275.8	----	78.6	----	98.2	+1.9	318.0	----	86.6	----	70.2	+5.9	217.6	----	51.1	----
1978-79	95.9	+4.8	274.7	-0.4	89.6	+14.0	103.9	+5.8	308.8	-2.9	91.5	+5.7	71.4	+1.7	224.9	+3.4	50.5	-1.2
1979-80	98.6	+2.8	278.0	+1.2	84.7	-5.5	108.3	+4.2	318.0	+3.0	95.8	+4.7	70.9	-0.7	223.6	-0.6	50.4	-0.2
1980-81	103.6	+5.1	279.3	+0.5	90.2	+6.5	116.0	+7.1	331.2	+4.2	103.4	+7.9	71.4	+0.7	215.0	-3.8	51.8	+2.8
1981-82	108.2	+4.4	294.0	+5.3	93.7	+3.9	119.3	+2.8	351.1	+6.0	106.0	+2.5	77.1	+8.0	223.6	+4.0	56.7	+9.5
1982-83	116.9	+8.0	296.5	+0.9	102.2	+9.1	131.6	+10.3	366.6	+4.4	118.2	+11.5	76.6	-0.6	216.1	-3.4	55.9	-1.4
1983-84	122.4	+4.7	299.8	+0.8	107.8	+5.5	140.1	+6.4	377.3	+2.9	126.4	+6.9	77.9	+1.7	217.4	+0.6	56.6	+1.3
1984-85	123.8	+1.1	NA	----	NA	----	140.4	+0.2	NA	----	NA	----	82.2	+5.5	NA	----	NA	----
Average Compound Rate of Increase 1977-78 to 1983-84	4.97		1.34		5.41		6.10		2.89		6.51		1.75		-0.02		1.69	
1975-76 to 1984-85	3.93						4.51						2.73					

Source: Bureau of Statistics, Planning and Development, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 20

NUMBER OF STUDENTS PER TEACHER, BY URBAN-RURAL STATUS,

NWFP, 1975-76 to 1984-85

YEAR	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1975-76	40.0	----	NA	----	NA	----
1976-77	40.6	+1.5	NA	----	NA	----
1977-78	41.1	+1.2	36.6	----	42.4	----
1978-79	43.6	+6.1	46.6	+27.3	42.9	+1.2
1979-80	45.5	+4.4	48.8	+ 4.7	44.7	+4.2
1980-81	48.2	+5.9	49.3	+ 1.0	47.9	+7.2
1981-82	47.5	-1.5	50.9	+ 3.2	46.8	-2.3
1982-83	49.9	+5.1	51.6	+ 1.4	49.5	+5.8
1983-84	50.2	+0.6	53.0	+ 2.7	49.6	+0.2
1984-85	48.1	-4.2	NA	----	NA	----
Average Compound Rate of Increase						
1977-78 to 1983-84	3.39		6.37		2.65	
1975-76 to 1984-85	2.07					

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 21

SELECTED DATA ON MOSQUE SCHOOLS

NWFP, 1979-80 to 1984-85

YEAR	NUMBER OF SCHOOLS	ENROLLMENT	NUMBER OF TEACHERS	ENROLLMENT PER SCHOOL	ENROLLMENT PER TEACHER
1979-80	104	3,297	127	31.7	30.0
1980-81	342	11,872	514	34.7	23.1
1981-82	615	22,612	941	36.8	24.0
1982-83	941	33,141	1,760	35.2	18.8
1983-84	1,138	44,425	1,785	39.0	24.9
1984-85	1,569	66,377	2,656	42.3	25.0

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 22
SELECTED DATA ON PRIMARY EDUCATION IN BALUCHISTAN, VARIOUS YEARS

YEAR	Number of Primary Schools			Number of Students in Primary Schools			Number of Primary Students in Middle Schools			Number of Primary Students in High Schools			Total Number of Primary Students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Grand Total
1975-76	1,833	413	2,246	64,582	16,141	80,723	18,214	7,688	25,902	16,177	4,856	21,033	98,973	28,685	127,658
1982-83	2,266	449	2,716	94,471	14,686	109,157	36,850	4,082	40,932	25,381	12,516	37,897	156,702	31,284	187,986
1984-85	2,458	467	2,925	133,721	24,637	158,358	40,765	7,699	48,464	27,300	12,560	39,860	201,786	44,896	246,682
1985-86	2,638	472	3,110[1]	176,090	27,167	203,257	45,574	8,924	54,498	29,843	13,644	43,487	251,507	49,735	301,242
Annual Compound Rate of Change															
1975-76 to 1982-83	3.08	1.20	2.75	5.58	-1.34	4.41	10.6	-8.65	6.76	6.65	14.48	8.78	6.78	1.25	5.68
1982-83 to 1985-86	5.20	1.68	4.62	23.07	22.76	23.03	7.34	29.79	10.01	5.55	2.92	4.69	17.08	16.71	17.02
1975-76 to 1985-86	3.71	1.34	3.31	10.55	5.34	9.67	9.61	1.50	7.72	6.31	10.88	7.53	9.77	5.66	8.96

	Number of Students Per Primary School		
	Male	Female	Total
1975-76	35.2	39.1	35.9
1982-83	41.7	32.7	40.2
1984-85	54.4	52.8	54.1
1985-86	66.8	57.6	65.4

[1]Plus 1,740 Mosque Schools in 1985-86
Source: Directorate of Education (Schools) Baluchistan, Quetta.

TABLE 23

SELECTED DATA ON PRIMARY SCHOOL TEACHERS IN BALUCHISTAN VARIOUS YEARS

YEAR	PTI'S			JVT'S			Total Teachers			No. of Students Per Teacher	No. of Students Qualified Teacher
	Male	Female	Total	Male	Female	Total	Male	Female	Grand Total		
1975-76	257	32	289	3,425	764	4,189	3,682	796	4,478	28.5	441.7
1982-83	409	53	462	4,974	1,161	6,135	5,383	1,214	6,597	28.5	406.9
1984-85	445	68	513	7,050	1,367	8,417	7,495	1,435	8,930	27.6	480.9
1985-86	486	74	560	7,833	1,381	9,214	8,319	1,455	9,774	30.8	537.9
	(In 1985-86 of total teachers, 5.7% were qualified)										
Annual Compound Rate of Change											
1975-76 to 1982-83	6.86	7.47	6.93	5.47	6.16	5.60	5.58	6.22	5.69	0.0	-1.17
1982-83 to 1985-86	5.92	11.77	6.62	16.3	5.95	14.52	15.6	6.22	14.0	2.62	9.75
1975-76 to 1985-86	6.58	8.74	6.84	8.62	6.10	8.20	8.49	6.22	8.12	0.78	1.99

Source: same as table XXV

TABLE 24
TOTAL RECURRING EXPENDITURE ON EDUCATION, RECURRING EXPENDITURE ON PRIMARY EDUCATION AND REAL EXPENDITURES PER PRIMARY STUDENT, 1975-76 TO 1985-86

YEAR	PUNJAB					SIND				
	Total Recurring Expenditure on Education Rs.Million	Recurring Expenditures on Primary Education Rs.Million	% of Recurring to Primary %	Real Primary Recurring Expenditure Per Student[2/] Rs.	% Change in Real Recurring Expenditure Per Student %	Total Recurring Expenditure on Education Rs.Million	Recurring Expenditures on Primary Education Rs.Million	% of Recurring to Primary %	Real Primary Recurring Expenditure per Student[2/] Rs.	% Change in Real Recurring Expenditure per Student %
1975-76	771.3	411.3	53.3	202.6	-	411.6	193.1	46.9	176.5	-
1976-77	849.1	466.0	54.9	198.4	-2.2	436.0	196.1	45.0	160.4	-9.1
1977-78	1,104.9	568.6	51.5	212.9	7.4	602.5	272.3	45.2	196.1	22.3
1978-79	1,163.1	578.1	49.7	196.2	-7.8	601.5	266.5	44.3	170.6	-13.0
1979-80	1,244.5	673.2	54.1	197.3	0.5	676.6	315.2	46.6	170.3	-0.2
1980-81	1,414.6	771.8	54.6	194.2	-1.6	727.5	341.1	46.9	154.8	-9.1
1981-82	1,563.2	866.4	55.4	189.4	-2.5	758.2	364.9	48.1	142.4	-8.0
1982-83	2,123.9	1,277.8	60.2	241.9	27.7	954.9	434.3	45.5	156.0	9.6
1983-84	2,589.0	1,407.6	54.4	232.1	-4.1	1,256.4	541.0	43.1	170.6	9.4
1984-85	3,179.3	1,630.4	51.3	N.A.	N.A.	1,329.0	612.5	46.1	173.5	1.7
1985-86[1/]	3,736.3	1,998.4	53.5	N.A.	N.A.	1,430.6	640.2	44.8	N.A.	N.A.
Annual Compound Rate of Change										
1975-76 to 1985-86	17.1	17.1				11.9	12.7			
1975-76 to 1981-82	12.5	13.2		1.7[3/]		10.0	11.2		-.19[4/]	
1981-82 to 1985-86	24.3	23.2				17.2	15.1			

[1/] Budget Estimates [2/] 1975-76 = 100 [3/] Rate for Period 1975-76 to 1983-84 [4/] Rate for Period 1975-76 to 1984-85
Source: Team Estimates from Provincial Data, Data of Ministry of Planning & Development, and Price Index from Federal Bureau of Statistics

Continued on next page

TABLE 24 (Continued)

TOTAL RECURRING EXPENDITURE ON EDUCATION, RECURRING EXPENDITURE ON PRIMARY EDUCATION AND REAL EXPENDITURES PER PRIMARY STUDENT, 1975-76 TO 1985-86

	N W F P					B A L U C H I S T A N							
Y E A R	Total Recurring Expenditure on Education	Recurring Expenditures on Primary Education	% of Recurring to Primary	Real Primary Recurring Expenditure Per Student 2/	% Change in Real Recurring Expenditure Per Student	Total Recurring Expenditure on Education	Recurring Expenditures on Primary Education	% of Recurring to Primary	Real Primary Education Expenditure per Student 2/	Total Recurrent Expenditure on Education	Recurring Expnditures on Primary Education	% of Recurring to Primary	Real Primary Recurring Expenditure Per Student
	Rs.Million	Rs.Million	%	Rs.	%	Rs.Million	Rs.Million	%	Rs.	Rs.Million	Rs.Million	%	Rs.
1975-76	184.3	69.0	37.4	148.1	-	58.0	25.4	43.8	199.1	1,425.2	698.8	49.0	190.5
1976-77	189.1	76.3	40.3	140.6	-5.1	75.6	30.7	40.6	N.A.	1,549.8	769.1	49.6	N.A.
1977-78	250.6	91.3	36.4	148.9	5.9	100.5	39.7	39.5	N.A.	2,058.5	971.9	47.2	N.A.
1978-79	280.4	94.1	33.6	133.7	-10.2	119.5	45.6	38.2	N.A.	2,164.5	984.3	45.5	N.A.
1979-80	305.4	122.7	40.2	144.8	8.3	116.5	50.5	43.3	N.A.	2,343.0	1,166.3	49.8	N.A.
1980-81	373.4	141.1	37.8	134.4	-7.2	148.0	55.2	37.3	N.A.	2,663.5	1,309.2	49.2	N.A.
1981-82	449.6	185.9	41.3	145.6	+8.3	165.6	81.7	49.3	N.A.	2,936.6	1,498.9	51.0	N.A.
1982-83	628.2	258.6	41.2	174.6	19.9	193.5	81.4	42.1	235.7	3,900.5	2,052.1	52.6	207.4
1983-84	796.7	313.9	39.4	179.7	2.9	245.5	112.9	46.0	N.A.	4,887.6	2,375.4	48.6	N.A.
1984-85	1,018.9	361.9	36.1	179.3	-0.2	334.4	148.7	44.5	281.8	5,861.6	2,753.5	47.0	N.A.
1985-86 1/	1,233.3	428.1	34.7	N.A.	N.A.	405.8	180.4	44.5	N.A.	6,806.0	3,247.1	47.7	N.A.
Annual Compound Rate of Change													
1975-76 to 1985-86	20.9	20.2				21.5%	21.7%				16.9%	16.6%	
1975-76 to 1981-82	16.0	18.0		2.1 4/		19.1	21.5				12.8	13.6	
1981-82 to 1985-86	28.7	23.2				25.1	21.9				23.4	21.3	
1975-76 to 1982-83													1.2%

1/ Budget Estimates 2/ 1975-76 = 100 3/ Rate for Period 1975-76 to 1983-84 4/ Rate for Period 1975-76 to 1984-85

Source: Team Estimates from Provincial Data, Data of Ministry of Planning & Development, and Price Index from Federal Bureau of Statistics

TABLE 25

RECURRENT EXPENDITURES ON PRIMARY, SECONDARY, AND POST SECONDARY EDUCATION

IN CURRENT AND REAL TERMS, 1975-76 TO 1983-84, PUNJAB (In RPs 1,000)

LEVEL	YEARS	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
PRIMARY										
Current		411,287	445,993	566,485	573,077	670,566	771,853	874,901	1,127,291	1,339,842
Real/1		411,287	395,489	470,190	446,078	471,466	482,982	499,116	613,759	673,186
SECONDARY										
Current		164,178	186,206	253,482	293,703	309,962	352,250	398,161	516,724	623,908
Real/1		164,178	165,120	210,393	228,616	217,930	220,418	227,144	281,333	313,474
POST-SECONDARY/2										
Current		153,229	175,570	221,483	235,892	185,563	237,919	280,258	379,054	445,983
Real		153,229	155,689	183,834	183,616	130,467	148,876	159,882	206,378	224,078

Average Annual Compound Rates of Change in Real Expenditures	1975-76 to 1981-82	1977-78 to 1982-83	1982-83 to 1983-84	1975-76 to 1983-84
PRIMARY	3.28	5.47	9.7	6.35
SECONDARY	5.56	5.98	11.4	8.42
POST-SECONDARY	0.71	2.34	8.6	4.87

1/1975-76 = 100

2/Includes universities, colleges, government arts colleges, professional colleges, technical colleges and institutes, commercial centres, technical teacher training and vocational institutes.

Source: Department of Finance, Government of Punjab and Federal Bureau of Statistics

continued on next page

Table 25 (Continued)

Participation Ratio in Class III 1984-85	N.A.	N.A.	N.A.	43.1%	59.3%	26.0%	N.A.	N.A.	N.A.	19.2%	31.5%	5.9%	N.A.	N.A.	N.A.
Population Age 9 1983-84 (000)[2]	1,378	727	653	605	310	295	362	190	172	155	80	75	2,548	1,307	1,241
Enrollment in Class V 1983-84 (000)	512	344	168	203	139	64	84	71	13	23	15	8	822	569	253
Fifth Year Passes @ 80% 1983-84 (000)	410	275	134	162	111	51	67	57	10	18	12	6	658	455	202
Ratio of Fifth Year Passes to Population Age 9 1983-84	30.0%	37.8%	20.5%	26.8%	35.8%	17.3%	18.5%	30.0%	5.8%	11.6%	18.8%	8.0%	25.8%	34.8%	16.3%
Ratio of Fifth Year Passes Primary School Enrollments 1983-84	10.2%	11.0%	8.7%	10.2%	9.9%	10.7%	7.6%	7.9%	6.4%	8.5%	7.0%	19.0%	9.6%	9.9%	8.9%

[1] Population Aged 7 = Population Aged 5-9 - 5.
[2] Population Aged 9 = Population Aged 5-9 - 5X.9

Source: Team Estimates

TABLE 26

RECURRENT EXPENDITURES ON TOTAL EDUCATION, PRIMARY EXPENDITURES AND ESTABLISHMENT CHARGES AT PRIMARY LEVEL, PUNJAB, 1980-1981 TO 1985-86

Y E A R	Recurrent Expenditure Rs.Million	%Change %	Education Total Rs.Million	% Change %	% of Recurrent %	Primary Education Rs.Million	% Change	% of Recurrent Total	% of Education Total	Primary Education Salary & Allowances Rs. Million	% of Primary Education %
1980-81	6,286.1	-	1,395.2	-	22.2	771.9	-	12.3	55.3	756.5	98.0
										(605.7)*	78.5
1981-82	7,400.1	+11.8	1,630.1	+16.8	22.0	874.9	+13.3	11.8	53.7	844.5	96.5
										(654.8)	74.8
1982-83	8,683.2	+17.3	2,035.1	+24.8	23.4	1,127.1	+28.8	13.0	55.4	1,110.0	98.6
										(713.1)	63.3
1983-84	11,683.6	+34.6	2,588.9	+27.2	22.2	1,407.6	+24.9	12.0	54.4	1,376.7	97.8
										(1,106.2)	78.6
1984-85	13,273.7	+13.6	3,179.3	+22.8	24.0	1,630.4	+15.8	12.3	51.3	1,603.3	98.3
										(1,328.1)	81.5
1985-86	15,341.1**	+15.6	3,736.6**	+17.5	24.4	1,998.4**	+22.6	13.0	53.5	1,968.6**	98.5
										(1,631.6)**	81.6

* Figures in Parenthesis Represent Salary Alone.
** Budget Estimates

Source: Government of the Punjab, Estimates of Charged Expenditure and Demands for Grants (Non-Development, Various Years)

TABLE 27

SELECTED DATA ON PRIMARY SCHOOLS OF MUNICIPAL CORPORATIONS,

PUNJAB, 1983 - 84

	M.C. ENROLLMENT (TOTAL) RELATIVE TO PROVINCIAL URBAN %	ENROLLMENT MALE	ENROLLMENT FEMALE	RATIO OF MALE TO FEMALE ENROLLMENT	STUDENTS PER TEACHER MALE	STUDENTS PER TEACHER FEMALE
ATTOCK	21.6	1,390	864	1.61	42.1	39.3
RAWALPINDI	17.8	1,891	2,851	0.66	37.1	36.6
JHELUM	40.5	1,806	2,556	0.71	36.9	39.3
GUJRAT	52.1	4,279	5,922	0.72	58.6	53.4
GUJRANWALA	68.1	10,753	9,704	1.11	47.6	46.0
SIALKOT	34.8	6,275	4,723	1.33	40.6	51.9
FAISALABAD	145.4	27,200	22,260	1.22	60.0	87.6
TOBA TEK SINGH	81.1	3,566	3,021	1.18	39.6	70.3
JHANG	70.4	9,032	5,416	1.67	48.8	63.7
SARGODHA	50.8	8,886	3,597	2.47	54.9	50.0
KHUSHAB	28.4	1,739	906	1.92	48.3	41.2
MIANWALI	41.4	2,155	1,549	1.39	34.8	45.6
LAHORE	113.8	46,856	63,557	0.73	48.9	85.4
SHEIKHUPURA	43.7	3,899	3,980	0.98	44.8	52.4
KASUR	104.0	6,255	3,724	1.68	46.7	54.0
OKARA	61.4	2,643	3,319	0.80	45.6	59.3
MULTAN	176.6	20,674	22,700	0.91	42.3	59.6
VEHARI	69.5	2,538	2,928	0.87	52.9	83.7
SAHIWAL	520.2	14,923	10,660	1.40	51.8	71.1
D.G. KHAN	227.3	4,355	3,506	1.24	44.4	39.4
MUZAFFARGARH	17.3	1,200	1,164	1.03	44.4	68.5
LIAYYAH	104.9	2,243	1,241	1.81	37.4	38.8
BAHAWALPUR	52.6	1,867	3,027	0.62	28.7	36.0
BAHAWALNAGAR	33.1	1,266	1,790	0.71	42.2	43.7
R.Y. KHAN	34.9	1,246	2,295	0.54	35.6	40.3
TOTAL ENROLLMENT		188,937	187,260	100.9		

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 28
PRIMARY AGE POPULATION, PARTICIPATION RATES, AND CLASS V PASSES
1983-84 AND 1984-85

	Punjab			Sind			NWFP			Baluchistan.					
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Population Aged 5-9, 1983-84(000)	7,667	4,041	3,626	3,360	1,720	1,640	2,010	1,053	957	860	445	415	14,003	7,284	6,720
Primary School Enrollment 1983-84(000)	4,037	2,498	1,539	1,593	1,118	475	878	720	158	213	171	42	6,855	4,597	2,258
Participation Ratio 1983-84	52.7%	61.8%	42.4%	47.4%	65.0%	29.0%	43.7%	68.1%	16.5%	24.8%	38.4%	10.1%	49.0%	63.1%	33.5%
Population Aged 5-9 1984-85 (000)	7,897	4,162	3,735	3,462	1,772	1,690	2,071	1,085	986	885	458	427	14,423	7,503	6,922
Primary School Enrollment 1984-85 (000)	N.A.	N.A.	N.A.	1,651	1,153	497	944	765	179	247	202	45	N.A.	N.A.	N.A.
Participation Ratio 1984-85	N.A.	N.A.	N.A.	47.7%	65.1%	29.4%	45.6%	70.5%	18.2%	27.9%	44.1%	10.5%	N.A.	N.A.	N.A.
Population Age 7 1983-84 (000)	1,533	808	725	672	344	328	402	211	191	172	89	83	2,779	1,452	1,327
Enrollment in Class III 1983-84 (000)	710	454	156	290	203	87	126	104	22	30	25	5	1,156	786	370
Participation Ratio in Class III 1983-84	46.3%	56.2%	35.3%	43.2%	59.0%	26.5%	31.3%	49.3%	11.5%	17.4%	28.1%	5.7%	41.6%	54.1%	27.9%
Population Age 7 1984-85 (000)	1,579	832	747	692	354	338	414	217	197	177	92	85	12,982	6,753	6,230
Enrollment in Class III 1984-85 (000)	N.A.	N.A.	N.A.	298	210	88	N.A.	N.A.	N.A.	34	29	5	N.A.	N.A.	N.A.

Continued on next page

Table 28 (Continued)

Participation Ratio in Class III 1984-85	N.A.	N.A.	N.A.	43.1%	59.3%	26.0%	N.A.	N.A.	N.A.	19.2%	31.5%	5.9%	N.A.	N.A.	N.A.
Population Age 9 1983-84 (000)[2]	1,378	727	653	605	310	295	362	190	172	155	80	75	2,548	1,307	1,241
Enrollment in Class V 1983-84 (000)	512	344	168	203	139	64	84	71	13	23	15	8	922	569	253
Fifth Year Passes @ 80% 1983-84 (000)	410	275	134	162	111	51	67	57	10	18	12	6	658	455	202
Ratio of Fifth Year Passes to Population Age 9 1983-84	30.0%	37.8%	20.5%	26.8%	35.8%	17.3%	18.5%	30.0%	5.8%	11.6%	18.8%	8.0%	25.8%	34.8%	16.3%
Ratio of Fifth Year Passes Primary School Enrollments 1983-84	10.2%	11.0%	8.7%	10.2%	9.9%	10.7%	7.6%	7.9%	6.4%	8.5%	7.0%	19.0%	9.[illegible]	9.9%	8.9%

[1]Population Aged 7 = Population Aged 5-9 - 5.
[2]Population Aged 9 = Population Aged 5-9 - 5X.9

Source: Team Estimates

TABLE 29

DEVELOPMENT EXPENDITURES AND ALLOCATIONS, EDUCATION & PRIMARY EDUCATION
BY PROVINCE, 1975-76 TO 1985-86
(RS IN MILLION)

YEAR	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Prizary Education
1975-76	243.2	64.3	26.4	60.1	10.0	16.6	67.3	11.8	17.5	22.0	1.4	6.4	392.6	87.5	22.3
1976-77	108.3	3.6	3.3	62.5	9.2	14.7	80.6	17.3	21.5	20.8	3.9	18.8	272.2	34.0	12.5
1977-78	135.9	9.3	6.8	73.3	14.0	19.1	110.4	51.1	46.3	49.0	4.2	8.6	368.6	78.6	21.3
1978-79	163.3	26.9	16.5	90.8	26.0	28.6	139.7	55.4	39.7	40.8	7.9	19.4	434.6	116.2	26.7
1979-80	101.2	19.5	19.3	90.4	17.3	19.1	141.0	67.4	47.8	31.6	5.8	18.4	364.2	110.0	30.2
1980-81	266.9	91.7	34.4	131.3	43.3	33.0	146.1	71.5	48.9	32.1	10.0	31.2	576.4	216.5	37.6
1981-82	339.7	120.0	35.3	164.3	50.7	30.9	204.6	96.1	47.0	46.9	11.7	24.9	755.5	278.5	36.9
1982-83	401.9	207.7	51.7	192.3	70.4	36.6	262.7	105.5	40.2	69.6	18.0	25.9	926.5	401.6	43.3
1983-84	464.2	83.2	17.9	121.5	47.1	38.8	270.5	123.8	45.8	85.8	24.2	28.2	942.0	278.3	29.5
1984-85	499.9	115.0	23.0	212.5	55.4	26.1	284.4	108.7	38.2	110.3	38.3	34.7	1,107.1	317.4	28.7
1985-86[1]	697.3	140.0	20.1	293.2	113.4	38.7	324.4	135.0	41.6	142.6	35.8	25.1	1,457.5	424.2	29.1

[1] Budget Estimates

Source Ministry of Planning and Development, GOP, Islamabad

TABLE 30
DEVELOPMENT OUTLAYS IN EDUCATION AND PRIMRY EDUCATION
(1984-85 REVISED) RELATIVE TO 1984-85
PROVINCIAL ADP'S
(RS. IN MILLION)

	Punjab	Sind	NWFP	Baluchistan	Total of Four Provinces
Total Provincial 1984-85 ADP	3,809.0	1,533.4	1,244.7	713.0	7,300.1
Education Sector Development Budget	499.9	212.3	284.4	858.0	1,082.4
Per cent Education Total of Total 1984-85 ADP	13.1%	13.8%	22.8%	12.0	14.8%
Primary Education Sub-Sector Development	115.0	55.4	108.7	24.2	303.3
Percent Primary Education Development of Total Education Development	23.0%	26.1%	38.2%	28.2%	28.2%
Percent Primary Education Development of Total 1984-85 ADP	3.0%	3.6%	8.7%	3.4%	4.2%

Source: Ministry of Planning & Development, GOP, Islamabad

TABLE 31
PROVINCIAL PROJECTIONS OF COSTS OF 75%
PRIMARY ENROLLMENT IN 1992-93
1985 R s.

	Punjab Million Rupees	Sind Million Rupees	NWFP Million Rupees	Baluchistan Million Rupees	Total of Four Provinces Million R s.
Total Recurring Cost 1984-85	19,198.4	7,785.8	4,830.7	2,595.0	34,409.9
Annual Average Recurring Costs 1984-85 to 1992-93	2,133.2	865.1	536.7	288.3	3,823.3
Compound Rate of Change in Recurring costs 1983-84 to 1992-93	6.99%	8.29%	10.09%	18.00%	8.47%
Total Recurring costs with 20% improvement factor 1984-85 to 1992-93	23,038.0	9,343.0	5,796.8	3,114.0	41,291.8
Annual Average Recurring costs with 20% improvement factor 1984-85 to 1992-93	2,559.8	1,038.1	644.1	346.0	4,588.0
Compound Rate of Change in Recurring costs with 20% improvement factor 1983-84 to 1992-93	9.18%	10.51%	12.34%	20.41%	10.69%
Total capital costs 1984-85 to 1992-93	2,137.4	1,220.9	968.8	580.1	4,907.2
Annual Average capital costs 1984-85 to 1992-93	237.5	135.7	107.6	64.5	545.3

Continued on next page

Table 31 (Continued)

Compound rate of change in capital costs 1983-84 to 1992-93	14.74%	16.15%	3.86%	19.63%	11.87%
Total Primary costs without improvement factor 1984-85 to 1992-93	21,335.8	9,006.7	5,799.5	3,175.1	39,317.1
Annual Average Total Primary costs without improvement factor 1984-85 to 1992-93	2,370.7	1,000.8	644.3	352.8	4,368.6
Compound Rate of change in total primary costs without improvement factor 1983-84 to 1992-93	7.42%	9.11%	8.60%	18.29%	8.87%
Total primary costs with improvement factor 1984-85 to 1992-93.	25,175.4	10,563.9	6,765.6	3,694.1	46,199.0
Annual Average total primary costs with improvement factor 1984-85 to 1992-93.	2,797.3	1,173.8	751.7	410.5	5,133.3
Compound rate of change in total primary costs with improvement factor 1983-84 to 1992-93	9.55%	11.05%	10.43%	20.27%	10.82%
Primary expenditures as % of GNP at market prices 1983-84					0.52%
Primary costs without improvement factor as % of GNP at market prices 1992-93					0.77%
Primary costs with improvement factor as % of GNP at market prices 1992-93					0.90%

continued on next page

Table 31 (Continued)

Per capita primary expenditure 1983-84	Rs. 27
Per capita primary costs without improvement factor 1992-93	Rs. 50
Per capita Primary costs with improvement factor 1992-93	Rs 59

Provincial expenditures/costs per capita	1983-84	1992-93 Without Improvement	1992-93 With Improvement
Punjab	28.1	43.9	51.8
Sind	26.8	48.9	57.4
NWFP	26.7	60.1	69.8
Baluchistan	24.6	103.7	120.24

Source: Team Estimates

TABLE 32

DISTRIBUTION OF PROVINCIAL PRIMARY SCHOOLS IN THE PUNJAB, 1983 - 84

URBAN SCHOOLS					RURAL SCHOOLS				
	BOYS		GIRLS			BOYS		GIRLS	
NUMBER OF STUDENTS PER SCHOOL	NUMBER OF SCHOOLS	CUMULATIVE DISTRIBUTION (%)	NUMBER OF SCHOOLS	CUMULATIVE DISTRIBUTION (%)	NUMBER OF STUDENTS PER SCHOOL	NUMBER OF SCHOOLS	CUMULATIVE DISTRIBUTION (%)	NUMBER OF SCHOOLS	CUMULATIVE DISTRIBUTION (%)
50 + LESS	712	35.6	362	24.2	5 + LESS	1,002	4.2	435	4.7
51 - 60	104	40.8	77	29.3	6 - 10	751	6.8	443	8.0
61 - 70	93	45.5	77	34.5	11 - 15	1,296	11.8	983	15.4
71 - 80	90	50.0	84	40.1	16 - 20	1,676	18.2	1,129	23.8
81 - 90	73	53.7	87	45.9	21 - 25	1,857	25.4	1,857	25.4
91 - 100	58	56.6	75	50.9	26 - 30	1,856	32.5	1,055	40.2
101 - 150	281	70.7	231	66.4	31 - 35	1,768	39.3	955	47.3
151 - 200	174	79.4	177	78.2	36 - 40	1.732	46.0	908	54.1
201 - 250	117	85.3	111	85.6	41 - 45	1,539	51.9	745	59.7
251 - 300	79	89.3	78	90.8	46 - 50	1,477	57.6	844	66.0
301 - 350	68	92.7	39	93.4	51 - 60	2,258	66.3	1,112	74.2
351 - 400	36	94.5	27	95.3	61 - 70	1,787	73.2	806	80.3
401 - 450	40	96.5	15	96.3	71 - 80	1,421	78.7	579	84.6
451 - 500	19	97.5	12	97.1	81 - 90	1,172	83.2	505	88.3
501 - MORE	55	100.0	44	100.0	91 - 100	943	86.9	353	91.0
					101 - 150	2,195	95.3	834	97.2
					151 - 200	736	98.2	240	99.0
					201 - MORE	479	100.0	137	100.0
TOTAL	1,999		1,496			25,945		13,412	

SOURCE: SAME AS TABLE II

CHAPTER IV.

ORGANIZATION, MANAGEMENT AND ADMINISTRATION

Crucial to the success of any enterprise, be it a business undertaking or a public social service, is the manner in which it is administered, managed and organized. In common parlance, the terms "administration," "management" and "organization" are often used interchangeably. In practice, they combine to form an integrated process in the conduct of an enterprise. Discretely, administration is "getting things done," management is the "technique of getting things done," and organization is the "structure for getting things done."

In its broadest coverage, management now includes general planning, goal setting, giving direction and guidance, organizing and staffing, budgeting, financial management and analysis, accounting records, provision and inspection of physical plant facilities and equipment, improving a product or service quality, coordination, supervision, evaluation and reporting. A management audit of a large enterprise would now normally look into such areas as long-range planning, budgetary control, organization and personnel management, inventory controls, cash and finance, procurement practices and pricing, physical plant facilities and layout, determining adequacy of equipment, publicity and promotion, networking, community relations, product or service quality control procedures, supervision and evaluation and reporting. All of these are useful indicators of the status and progress of an enterprise.

The other chapters in this assessment of primary and non-formal education make it obvious, however, that for purposes of this part of the study, it is not necessary to cover the broad field of management as indicated. It makes more sense to focus the terms administration, management and organization mainly on the structure and process of program implementation and not bother unnecessarily with the areas of planning, budgeting, finance and critical content analysis of primary education, curriculum or non-formal education, which are covered elsewhere.

The specific context of this study deals with the management of a public sector activity involving thousands of small and large, often autonomous, service delivery points throughout the length and breadth of Pakistan.

Useful areas to be examined include interpretation of national and provincial plans and policies -- particularly at the focal points of the service delivery process -- implementation of approved development schemes, participation in the planning and development process, management of physical resources, management of human resources (staffing, leadership and motivation), public/community relations, management of information (collecting and processing data), supervision, quality control and management of special projects.

A. ORGANIZATION AND MANAGEMENT STRUCTURE

The management of primary education in Pakistan is constitutionally the responsibility of the provincial departments of education and the levels of administration below them. However, the general policy guidance and planning for

curricula, standards, coordination, Islamic education and development of the country's educational system as a whole rest with the federal Ministry of Education (MOE). Libraries, museums, universities, and a number of schools in federally administered areas are also the responsibility of the MOE. A macro-picture of the organization and management structure of Pakistan's educational system is presented in Annex D-IV.1 as Chart 1.*

1. Federal Structure

Three ministries in the federal government are directly involved in the management of education. These are the Ministry of Planning and Development (P&D), the Ministry of Finance (MOF) and the Ministry of Education (MOE). The P&D Ministry has an Education Unit which reviews all educational development plans requiring federal funding. In practice, these plans are submitted pro forma in so-called PC-1s (Planning Commission Form 1). They are then consolidated into Annual Development Plans (ADPs) which are formulated during the year for implementation in the next fiscal year. Provincial ADPs are initially developed by respective planning and development units at the local levels. The Ministry of Finance, as its nomenclature signifies, is in charge of financing approved ADP projects for federal funding, either in the form of grants or loans to the provincial governments. Recently, recurring expenses which the provinces are unable to meet have been included for possible federal grant funding.

The federal Ministry of Education (MOE) is the overseer and guardian of the country's educational system. Its main responsibility is to ensure that national education policies, objectives and standards are observed and implemented by all concerned. The organizational structure of the Federal MOE (Chart No. 2) and the duties and functions of key personnel are presented and discussed in greater detail in Annex D-IV.1; hence, only a summary is presented here.

The MOE is politically headed by a Minister who serves as the guardian and spokesman for education in the cabinet. The administrative head is the Education Secretary, who has the overall responsibility of providing general direction and policy guidance. Responsible to him are nine divisions, called Wings: Administration, Planning and Development, Primary and Non-Formal Education, Higher Education, Federal Institutions, Sports and Welfare, Curriculum, Science and Technology, and International Cooperation. Each Wing is headed by a Joint Secretary/Joint Education Adviser, assisted by a number of Deputy Secretaries/Deputy Education Advisers and Section Officers or Assistant Education Advisers in charge of respective areas within the Wing. The Wings are not all located in one central complex but are scattered across the city of Islamabad. The Curriculum Wing, for instance, has its headquarters practically in a suburb away from the downtown area. The entire Ministry has about 750 professional personnel.

*Annex IV.1 to this report (Part IV), entitled "The Management Structure of the Educational System of Pakistan," is a detailed compilation of reconstructed organizational charts from the federal level to the various levels of educational management in all four provinces, together with corresponding duties and responsibilities of their offices and personnel.

The Planning and Development Wing has three sectors: (1) planning and development, (2) foreign assistance and (3) implementation and evaluation. The first deals with all matters relating to planning of education at all levels, including identification of projects, assignment of priorities and physical targets, perspective planning, and the preparation of Five Year Plans, and ADPs, appraisal of projects, processing of schemes with various agencies concerned, and analysis of data collected. The Foreign Assistance Sector is in charge of all matters related to the formulation, preparation and implementation of projects for foreign assistance and negotiations with multilateral and bilateral foreign aid donor agencies. The functions of the Implementation and Evaluation Sector relate to monitoring and evaluation of development programs and projects at primary, middle, secondary and higher education levels, including non-formal and technical education; implementation and evaluation of all projects including those of the federal and provincial governments; and, monitoring of actual implementation procedures involving autonomous bodies and national institutions. This Wing has a total of 16 professional staff.

As the designation denotes, the Primary and Non-Formal Education Wing is in the vortex of primary education management in the country. It is currently headed by an Officer on Special Duty, assisted by three Deputy Education Advisers (one for the primary and non-formal education sector, another for the Third Education Project and the third, for the Primary Education Project under World Bank assistance); a Project Director for the Experimental Pilot Project Integrating Education and Rural Development (EPPIERD), which was a project launched in 1977 in collaboration with UNESCO; and a Deputy Chief on Special Development Program. The duties and responsibilities of the Wing as a whole are multifarious and serve the whole gamut of school management in the country, including aspects of teacher and agriculture training. This Wing has a total complement of 21 professional staff.

The Curriculum Wing has four sectors: (1) Languages and Social Science, (2) Basic Science, (3) Islamic Education and (4) Textbook Development and Monitoring. Each is under a Deputy Education Adviser (DEA). The DEA for Languages and Social Science is assisted by an Assistant Education Adviser (AEA) for Urdu, an AEA for English, another AEA for Economics and an Education Officer (EO) for Arabic/Persian languages. The Basic Science Sector has AEAs in physics, chemistry, biology, mathematics and technical, vocational and agro-technology. The Islamic Education Sector has an AEA in Islamayat, and two other staff members in Islamic History and alternative courses for non Muslims. The Textbook Development and Monitoring sector has an Education Officer for Teacher Training, an AEA to work with textbook boards, another AEA for research and monitoring of projects and an administrative officer.

The duties and responsibilities of the Curriculum Wing are wide-ranging and extend to the provincial bureaus on curriculum and extension. The Wing is responsible for such tasks as vertical and horizontal articulation of curricula from Classes I-XVI (from Classes XIII-XVI in consultation with the University Grant Commission), development of curricula for teacher training programs (preservice and inservice) for primary, middle, secondary and intermediate schools; examination reforms and test development; preparation, review and publication of textbooks; collection of data for curriculum implementation. A total of 23 professionals compose the key staff of the Wing.

Attached to the federal structure just described are Semi-Autonomous Bodies which have their own internal organization, usually headed by a Director General or Chairman and assisted by administrative and technical/professional staff. These bodies include the Literacy and Mass Education Commission (LAMEC), the Academy of Educational Planning and Management (AEPAM), the Allama Iqbal Open University (AIOU), Academy of Letters, National Institute of Psychology, the University Grants Commission (UGC), and the National Education Council. Three of these attached bodies are worth noting because of their direct involvement in some aspects of primary and non-formal education, including teacher training. These are LAMEC, AEPAM, and AIOU. Since these bodies are described more fully in other chapters, only a brief review is presented here.

LAMEC was established in 1981 to evaluate strategies, develop plans and suggest measures on literacy and non-formal mass education programs, as well as to recommend improvements and arrange follow up materials for literacy. This Commission has since established provincial and district centers/offices throughout the country. It is currently in the spotlight of government efforts in the field of basic and non-formal education because of the inclusion of mass literacy programs as one of the five priority areas listed in the Prime Minister's historic speech of December 31, 1985, which lifted martial law from the country and gave focus to development efforts.

AEPAM was established in 1982 by the Ministry of Education. To this Academy were entrusted the major tasks of organizing training and research programs in the field of educational planning, management and supervision, including provision of valid, reliable and up-to-date statistical data on the educational systems. Recently, the Academy has been designated as the national center for the development of computerized Educational Management Information Systems. It will assist in identifying data requirements for planning and management, provide specialized training programs in the area of computers and management information services, develop systems and programs relating to desired output formats and initiate work on trends analysis, input and cost projections.

Since its founding, AEPAM has conducted many major training workshops/seminars and programs. These include training courses in Planning and Management of Education at District/Tehsil Level (1983); Basic Concepts and Prospects of Educational Planning, Management and Supervision for District Education Officers (Oct-Nov, 1983); Orientation Course for Educational Planners (Feb. 1984); Orientation Course for School Administrators (April-May 1984); Planning and Management for Teacher Education (May 1984); Second Workshop on Planning, Management and Supervision for District Education Officers (Aug-Sept 1984); Third Workshop for District Education Officers (April 1985); Retraining of Primary Education Personnel, Advanced Level Workshop to Cope with Dropout and Repetition Problems (May 1985); Seminar for Senior Educational Administrators in Educational Policies and Planning (Sept. 1985); and Training Course for Educational Administrators (Oct 1985). These courses have been well received by planners and decision makers.

AIOU was actually founded in 1974. Initially called "The People's Open University," it provides part-time educational facilities through correspondence

courses, tutorials, seminars, workshops, laboratories, television and radio broadcasts and other mass communication media. The University uses the distance learning model and is a multi-level and multi- method teaching institution. It has developed 104 courses which include basic functional education, secondary and intermediate level courses and both the Primary Teaching Orientation Course, and the Primary Teacher Certificate. The University covers the whole territory of Pakistan and all its activities in this regard are organized and maintained by some 15 regional study centers (including suboffices) spread throughout the country.

2. Provincial Departments of Education

Provincial Departments of Education have the basic responsibility of promoting the cause of general, technical and scientific education and implementing the educational policies formulated by the provincial and federal governments. Theoretically, they are free to develop any type of educational institution and to provide any material and content which do not come into conflict with national goals and policies. In this context, they can be said to be independent and autonomous.

The management structure of education in the provinces generally follows a basic pattern, (save for a few minor differences). Each province has a Department of Education (which, in Sind, is called the Education and Culture Department), charged with the responsibility of formulating educational policies and coordinating the activities of the various levels of educational administration in the province taking into account national objectives, policy guidelines and standards. With slight variations among the provinces, the downward hierarchy of school administration (for Classes I-XII) flows from the Department to Division, District, Tehsil/Sub-Tehsil, (Markaz in NWFP and Punjab provinces), Union Council, and to the individual schools and classrooms. A province is composed of divisions (regions in Sind); a division is divided into districts which, in turn, are composed of tehsils and sub-tehsils (called markaz in NWFP and Punjab). A tehsil consists of some 7 to 10 markaz and a markaz is composed of a similar number of union councils. Some 7 to as many as 15 villages may compose a union council.

The downward educational hierarchy in all the provinces, except Sind, consists of either a Directorate of Public Instruction or Directorate of Education (Schools) at the provincial level to which the divisional directorates of education are immediately responsible. In Sind, the regional directorates of school education are directly responsible to the Secretary of Education since there is no directorate of school education for the entire province. It should also be noted that in Baluchistan, there are currently no divisional directorates of education (except on the female side). The functional line of administration on the male side goes directly from the Directorate of Education (Schools) to the district education officers. There are plans, however, to establish divisional directorates of education offices effective July 1986, similar to those of other provinces.

These levels of public school administration form a parallel to the officially recognized units of local government, namely, Divisions and Districts

(administered by a Commissioner and Deputy Commissioner, respectively) with their sub-divisions into tehsil (called taluka in Sind), sub-tehsil (markaz in Punjab) and union councils, all of which have their own organization, representative bodies and roles to fulfill, mainly as arms of the Department of Local Government and Rural Development. These units of local government serve as convenient administrative units for the Department of Education and other departments, such as agriculture, health, and so on.

As in the case of the federal Ministry of Education, the organizational structures of the provincial departments of education are presented in great detail in Annex IV.1, Part IV. The coverage is by province and by each level of administration within the province, dovetailed by a statement of the duties and responsibilities of each category of key personnel. Allowing for slight variations, which in no way seriously alter the basic organizational patterns in all four provinces, the following discussion is a representative portrayal of existing management structures and staff duties and functions.

Each provincial Department of Education is headed by a Minister who, normally, (as in the federal level) is not an educator but a political officer and a member of the provincial governor's cabinet in charge of educational matters. The administrative head and real Chief Executive Officer is the Education Secretary, usually a professional educator and member of the Civil Service of Pakistan (CSP) corps of career administrators. As a general rule, the post is a promotional position. The Education Secretary is assisted by one or two Additional Secretaries (as in Punjab) -- one for Establishment and the other for Academic Affairs. Directly under the Additional Secretary (or under the Education Secretary in NWFP) are Deputy Secretaries for Schools, Planning and Development, Establishment or Administration. Each Deputy Secretary has Section Officers with respective areas of professional secretariat responsibilities. All are responsible to the one immediately above and, ultimately, to the Education Secretary whose responsibilities can be divided into three components, namely: (1) administrative matters, (2) professional matters, and (3) ceremonial/political matters. Chart No. 3 shows in specific context the organizational structure of the Punjab Department of Education.

3. Directorates of School Education

To the provincial structure so far described must be added the line directorates which are either attached (as part of the provincial structure itself) or autonomous bodies, which carry out field functions covering specific areas. Each is headed either by a Director or a Chairman. The most notable of these bodies is the Directorate of Education (Schools), which has supervisory powers over Divisional Directorates. In Punjab, the Directorate is actually called the Directorate of Public Instruction (DPI). It is reminded that this directorate has no counterpart in Sind province where there are only divisional directorates of education immediately and directly responsible to the Secretary of Education.

The provincial Directorate of Education (Schools) is the hub of management over primary, middle and secondary schools in the province. Chart No. 4 is an

organizational example (actually that of NWFP). A Directorate of Education (Schools) is headed by a Director whose rank is next to that of the Secretary of Education. Immediately below him (in NWFP) are a Deputy Director (Schools), another Deputy Director for Planning and Development and an Additional Directoress (Female). Supporting professional staff consists of Assistant Directors for Establishment, Physical Education (one for Male and another for Female schools), Budget and Accounts, Audit, Extension Training, Agro-Technical Education, Private Schools, General Affairs, Planning, Education and Statistics. Another office includes an administrative officer, a statistical officer and senior staff in charge of secondary schools. In Baluchistan, the line of Deputy Directors (DyD) includes one for audit and accounts, one for administration, one for planning and another, for implementation. As in NWFP, a Deputy Directoress (Female) completes the line-up. Supporting staff consists of Assistant Directors in the areas designated for the Deputy Directors. In Punjab province, one of the four deputy directors is for Teacher Training Institutions. The other three are for planning, administration (male) and administration (female).

The field components of the Directorates of Education (Schools) consist of the Divisional Directorates of Education (Schools), the District Education and Sub-Divisional Education offices. There are also slight variations among the provinces in the organizational structures at these levels, but these variations do not alter the basic pattern.

The rather lengthy and detailed presentation of the duties and responsibilities of key officials, particularly at the provincial, district and tehsil levels in each of the provinces is contained in Annex IV.2 (Part IV). The aim of this annex is to provide a clearer picture and imagery of those in the frontlines, so to speak, in the battle for improvement and expansion of primary education. The detailed descriptions of duties, responsibilities and functions of these officials is necessary for future analysis and planning.

To complete the general picture, it must be finally added that there are many schools which are run directly by the central government in federal territories and by municipal corporations, municipal committees and other autonomous bodies. These organizations have the legal personality to manage their own educational systems. (See Chapter I.) Also, within recent years, there has been a mushrooming of private schools, often advertised as English-medium schools. There are hopeful indications that they will continue to grow in number. These other features of the educational landscape will be dealt with as may be necessary in the course of further discussion.

B. STRENGTHS AND WEAKNESSES

The organizational structure and basic administrative functions of the educational system of the country just described show that there exists a relatively well established officialdom that appears to have the management capacity to mount and implement the expanded program for primary and non-formal education that is being projected in Pakistan's development plans. Just how well the administrative machinery is performing and how capable it may be to resolve the many problems

facing Pakistan's educational development are questions which need further scrutiny. For this purpose, the results of the field study may prove to be most are useful.

There are many strong points in the current organizational and management structure. Most noteworthy is its decentralized character, according to which the provinces and the various other administrations have been linked into a federal-provincial-local network and have been allocated duties and functions which at least provide them with a sense and degree of participation in the processes of decision making and implementation. There is a clear definition of federal and provincial roles, and the coordination and sharing between both are at least in theory quite sound and reasonable. Geographically and administratively the centers of are also well defined. Rules and regulations as well as sanctions are, by and large, in place. Similarly, standard operating procedures governing planning and development, organization, budget, measurement, control, orientation and leadership appear to be well established. Thus, the pillars of management are in place. The fact that each level in the hierarchy is responsible for monitoring the performance of the one immediately below helps to ensure an effective system of internal supervision and control.

There is also a relatively good infrastructure of primary teacher training colleges, curriculum bureaus and extension centers, textbook boards and production facilities, national equipment centers and the beginnings of a computerized management information system (MIS), all of which can be readily improved to enhance the capabilities of the management structure. Coordination and linkages with other nation-building departments, such as Local Government and Rural Development, Communication and Works, Health, Agriculture, and others seem also to be strong.

In most, if not all, of the major places visited, key education officials were found to be not only highly qualified and trained career professionals, but were also keenly knowledgeable and aware of the practical problems confronting education in their respective areas. Quite a number of these are at the helm of policy and planning and by their expertise and professionalism, they enhance the general caliber of administration and educational leadership in the country. This characteristic of personnel in the upper levels of the structure is complemented by a strong sense of respect, loyalty and compliance among those below. Subalterns at the middle and lower levels of management (randomly observed or interviewed during the field visits) also were found to be dedicated and hardworking but often needing specialized training. To the extent that they represent a good segment of the present staffing of the organization, they, too, add a plus in the management structure. Overall, the quality of leadership and followership in the officialdom is high. Expertise and top executives are adequate and should augur well in general for the future of education in the country.

The points of strength cited should not, however, becloud certain weaknesses which appear to be impeding efforts to achieve desired goals. Nor should they mask the inability to cope with problems due to external causes and circumstances.

The field survey found a host of problems which indicate either poor management performance nor the inability to cope with the sheer magnitude of the problem. A catalog of problems found:

- Poor conditions of school buildings and facilities; absence of water and toilet facilities in a great number of schools; unfurnished, small 16 x 18 feet classrooms; no table or chair for the teacher; children seated on mats on bare floors one after the other in rows stretching from wall to wall; and many shelterless schools not even having walls.

- Lack of equipment/teaching aids and instructional materials, including textbooks, and absence of teaching kits supposed to be in place in all schools.

- Overcrowded classrooms, some as many as 120 or more pupils in a room or two classes arranged back to back or at right angles to each other in a single room.

- Unattractive school environment and curriculum.

- High drop out and repetition rates.

- Shortage of teachers, particularly female, in rural areas; large numbers of untrained teachers.

- Women not effectively utilized, especially in rural and tribal areas.

- Single or two teacher schools accommodating as many as 300 pupils in multigrade settings, Classes I-V, resulting in pupils huddled on mats outside of classrooms, under the sun or in the rain, as luck would have it.

- Low social and cultural status of teachers; low salary scale for primary school teachers.

- Extremely low number of first line supervisors to schools resulting in impossible workloads, e.g., 80-250 schools per supervisor.

- Inadequate transport and communication facilities, particularly for female teachers.

- Too much paper work and reporting at all levels.

- Poor quality of teaching and less than desirable learning environment.

- Political pressures on recruitment, appointment and transfer of teachers. (Frequently, during the field visits, interviews with administrative officers were interrupted by calls from representatives of the legislative branch urging the appointment or transfer of particular teachers, either to reward or to punish them.)

- Low level of community involvement.

- Lack of up-to-date statistical data base for making decisions, leading to delays in preparing PC-1s as well as responding to federal government requests for additional information, sometimes recently furnished to another department.

- Delays in PC-1 review process as well as in the implementation of approved projects.

- Lack of planning and budget capabilities at the lower levels of management; budgets sometimes prepared by clerks, with an insufficient command of English.

- Faulty calculation of estimated recurring costs in budgets of proposed projects, so that current and future year budgets become unwittingly over burdened.

- Insufficiency of provincial and federal funds estimated to cover sanctioned development projects requiring, in the process of implementation, an unanticipated burden on provincial funds.

- Delays in release of funds for sanctioned and funded projects.

- Inadequate monitoring system in the implementation and follow-through of projects, resulting in perfunctory progress reports without basis and absence of evaluation reports at completion.

- Delays in procurement and purchase of goods and materials, both instructional and contractual, in relation to school construction.

- In some instances, overextended and overworked, qualified and motivated people, reluctant to delegate responsibilities for lack of competence below them.

These problems and more like them suggest, in the aggregate, that the educational management structure may need overhauling to improve and extend its capabilities and effectiveness.

From another vantage point, the educational management system could be described as inward-oriented and self-protecting, with strong allegiances to established rules and ways of administration. There is a heavy concentration of able and qualified personnel in the middle and upper levels of management but not enough professional expertise and management leadership at the lower levels. This is particularly true at the sub-tehsil and union council strata, which are the crucial points in the delivery system. It should be stressed that there is practically no formal organizational structure below the tehsil level as far as educational administration is concerned. Thus, supervision and control at the very points where most needed are weak. There are exceptions: the learning coordinators of the PEDEP are useful additions to the supervisory level and the "Center School" in the Punjab, though informal, play a leadership role viz a viz the dozen or so schools in their orbit. Then there are the headmasters and headmistresses, but they lack the kind of training necessary for effective supervision. As a result, school administration and management at the grassroots, classroom, level are distressingly poor. Thus, in terms of distribution of expertise and leadership, the provincial educational bureaucracy tends to look like a tilting inverted pyramid making difficult meaningful decentralization of duties and responsibilities.

Because of the predominance of expertise and authority at the top, plans, schemes and policies come essentially uncriticized or modified down through the bureaucratic structure where each organization below is basically a miniature of the one immediately above it. There appears to be a strong allegiance to the system rather than to participatory governance and local leadership and accepting of accountability for compliance with directives which may not always be consistent with local interests and welfare.

In general, compliance and implementation of directives in the system impose a heavy burden on administration in the form of excessive reporting and paper work. Time necessary for monitoring and supervisory functions to improve the quality of instruction and the service-delivery system is thus sacrificed. The multifarious tasks of administration required from key personnel at the district and tehsil levels also help to explain why the quality of supervision is very low. The situation is exacerbated by excessive overload of schools that a DEO or SDEO is assigned to supervise. Some DEOs and SDEOs have been found to have 120 schools or more to supervise during the year. This is an impossible task given the other duties and functions required of these personnel.

The provision of facilities as a function of management also is depressingly inadequate. As already stated, there is a critical shortage of schools, resulting in overcrowded classrooms, and lack of an environment conducive to effective teaching and learning -- no furniture, instructional materials, poor light and ventilation, and so forth. There is equally a shortage of teachers (especially women teachers) and more specifically trained teachers. Because of the shortage of teachers, the common practice is a two-teacher scheme with often 300 pupils ranging from Grades I-V. The difficulties of providing instruction in such circumstances is less than desirable.

1. Planning and Development of Provincial Annual Development Plans

   On paper, the formulation of the so-called Annual Development Plans (ADPs) involves five stages in which the Planning and Development (P&D) Department, in coordination with the Ministry of Planning and Development at the federal level, is actually the prime mover. Work on the ADP of the ensuing fiscal year (July 1-June 30) commences from the first of July. The first stage involves about 9 weeks till the first week of September. During this period, the P&D Department conducts an estimate of likely resource availabilities and determines inter-sectoral priorities.

   In September (second stage), the P&D Department sets the level of allocations by sector and notifies all departments to prepare lists of on-going and new projects for the next ADP. These are submitted on the prescribed PC-1 forms prior to the 15th of December. It is during this period that District Councils must consult with local tehsils and union councils and propose schemes to be consolidated at the divisional level. Plans then go to the respective departments for review before being submitted to the P&D Department.

   From the third week of December to mid-February, formal and informal interdepartmental meetings are held and the first edition of the ADP for the following year is finalized and printed. This edition becomes a working paper for the final round of ADP meetings in March. At this third stage, the P&D Department attempts to prepare two or three alternative plans with different estimates of resource availability so as to have options for consideration at the later stage of ADP preparation.

From the 15th of February to the 1st week of April, formal ADP meetings are held in the P&D Department with the concerned department and the Finance Department. From these meetings, a "hard core" ADP for the following year is prepared. After the approval of the Cabinet, this hard-core ADP is conveyed to all departments/implementing agencies by about the 7th of April. The object is to give the departments/implementing agencies an opportunity to refine these plans for implementation.

At the fifth stage (from 2nd week of April to the end of June), the ADP is given final shape. Several meetings are held with the federal government. Towards the end of May, the federal government usually indicates the final selection of projects and their funding allocations. Based on this indication, the final ADP (i.e., "hard-core" ADP + X) is submitted to the Assembly/Cabinet in June and, with the Governor's authentication at the end of the month, is ready to be implemented by the beginning of the next fiscal year, July 1.

Development plans and projects of the Education Department as with those of other departments go through this process. The components of primary education in the ADP usually consist of: (1) establishment of new schools, (2) consolidation/expansion of existing schools, repair and maintenance, (3) reconstruction of buildings and existing schools, and (4) the establishment of primary classes in mosque schools.

The process of ADP formulation just described may be neat on paper, but in practice, it has been found to be most dilatory and time-consuming. It is increasingly becoming a cumbersome and long drawn-out process because of procedural bottlenecks. This is exacerbated by mounting dependence of the provinces on the federal government, whose priorities may not match local needs. Interviews with planning and development officials revealed that ADPs are often poorly developed and there is usually a wide range of inconsistencies between provincial priorities and cost estimates and national priorities and development funds available. This necessitates referrals to and fro, resulting in long delays. It should be noted that approval of the "hard-core" ADP by the Cabinet does not, ipso facto, mean approval of federal funding. The ADP is still subject to final federal consideration of priorities which are not due until late May. Unapproved projects may be considered again the following year at the discretion of the provincial governments.

Other criticisms can be made of the process. While in theory, there is supposed to be strong local participation involving district education officers and assistant education officers, at the tehsil levels such participation in many instances is really not that effective. Interviews with District Education Officers and their subordinates revealed that their laborious efforts in collecting data and preparing development schemes are often negated when priorities are set at higher levels. The weakness of the process in this regard is that the lower levels must operate within guidelines and priorities established by officials who frequently do not understand local needs. Decision makers should give more attention to recommendations from local levels. This, in turn, requires better, more realistic planning on the part of lower echelon officials.

A number of background problems gathered during the field visits also underscore certain weaknesses in the current planning and development process. These are as follows:

- Inadequate levels of skills and knowledge among the planning and administration staff at divisional, district, tehsil and institutional levels. Basic concepts of planning and management are not fully understood.

- Lack of skills and capacity to translate various education plans and policies into action.

- Lack of reliable processes for gathering and using basic educational data and statistics.

- Need to combine projects into long range integrated programs which combine local needs with national priorities.

2. Implementation of PC-1 Schemes

As a rule, all development schemes are prepared on PC-1 pro forma, and a District Development Committee can approve a development project provided in the ADP costing up to 0.7 million rupees. Divisional Development Committees can approve up to 1 million rupees. Projects involving more than one million to 5 million rupees fall under the approval authority of Departmental Development Working Parties. More than 5 to 30 million rupees must be approved by the Provincial Development Working Party. Projects involving more than 30 million rupees have to seek the approval of the Central Development Working Committee. These ceilings, which may vary slightly among provinces, also basically govern the preparation and development of provincial ADPs. Schemes above 30 million rupees, whether federal or provincial, require approval by the Economic Committee of the National Economic Council (ECNEC). In each of these development committees or working parties, a representative of the education sector is always a member. In corresponding levels, these are the District Education Officer, the Division Director of Education/the Director of Public Instruction, and the Secretary of Education, who also is a member of the Provincial Development Working Party.

The approval of a project must be followed by an issue of Administrative Approval (AA). In the case of education projects, the AA is issued usually by the Office of Planning and Development of the Education Department. On issue of the Administrative Approval, funds are released by the Finance Department. It is the responsibility of District Education Officers to get schemes implemented through this process and execute them according to established rules. Currently, in all the provinces, the release of funds for the construction of small primary schools is made to the Local Government and Rural Development Department (LGRD) which undertakes the actual construction work. This Department has the engineers who can oversee and approve construction. In the case of larger buildings, e.g., high schools, the release of funds is usually made to the provincial Communication and Works Department. The funds are channeled through the Division Commissiones.

The above process of implementing PC-1 projects has not been altogether smooth in actual practice. The task of seeking actual release of funds (according to District Education Officers interviewed) often goes through "red-tapism" and even when funds have been released, construction may not be able to start until some time later because the actual site for the school may not yet have been decided upon or the LGRD may still be busy with other construction works. In the latter case, since funds for construction are released directly to the LGRD, the District Officer is left virtually without control powers and often forced to bear with unnecessary delays in the construction of schools in his district. Normally, funds (other than grants-in-aid) lapse if unused at the end of the fiscal year and are thus lost by default. Because of the time lags and procedural bottlenecks in the implementation process, projects have the tendency to clog near the end of the fiscal year. Tensions rise and feverish attempts are made to get things done. Funds have been lost in this manner. Until recently, however, attempts have been made to avoid the lapsing of funds for primary school construction by placing the fund in a so-called Personal Ledger Account (PLA) which would enable construction to continue beyond the fiscal year.

3. Procurement Systems and Practices

Procurement of materials and purchase contracting procedures are generally governed by certain rules in all the provinces. Purchase committees exist to handle these matters and the Committee for Primary and Middle Schools (for example, in Punjab) usually consists of the Assistant Commissioner of the District/Tehsil, Chairman of the Tehsil or Markaz Council, Senior-most Headmaster of the Middle School at the Tehsil headquarters and the Assistant Education Officer. In the case of Punjab, two Supervisory Committees are added to the system, whose duties are to "keep an eye on education generally in their respective jurisdictions and also attend to complaints/workings of the Purchase Committees." The composition of the purchase committees actually varies from place to place but the inclusion of members from local bodies is a common feature.

The purchase procedures require calling of tenders in the newspapers when the amount exceeds an established ceiling (e.g., Rs 20,000 in Punjab). Below this, quotations may be obtained from reputable supply firms. Complete specifications/drawings have to be attached with tenders and usually a period of at least two weeks is allowed to the tenderers to submit their quotations. All purchase proposals based on winning bids are processed and finalized by the Purchasing Committee.

Procurement procedures described above are also subject to delays. It is not always easy to convene the members of the Purchasing Committee, particularly when the Chairman is the Assistant Commissioner of the District/ Tehsil because of the latter's preoccupation with other duties. The calling and processing of tenders can also be a cumbersome process particularly when complaints are lodged. Some respondents during the field visits stated that perhaps it would expedite matters if the education offices could have their own purchasing committees, chaired by education officials.

4. Duties and Functions of District Education Officers and Staff

Probably the most beleaguered staff in the entire management structure are the District Education Officers and the Assistant Education Officers or Sub-Division Education Officers and their respective professional staff. Interviews with a number of these officers (both male and female) in all provinces revealed that they are swamped with extraneous administrative and academic responsibilities, making it difficult, if not impossible, to cope with the duties and responsibilities entrusted to them. To perform really well, a District Education Officer has to be an all-around manager/administrator with wide knowledge and strong skills in educational planning and development, management and administration, budgetary and financial management, statistics and research, modern supervision and methods of teaching, public relations, social communication, diplomacy and negotiation. These qualifications should also be possessed by the deputies and assistants, though perhaps to a lesser degree. Few, of course, already possess all these skills. Further training and professional development of these officers should be conducted periodically to improv their performance.

A typical day of a District Education Officer while in the office consists of about an hour for signing and checking bills, another hour for supervision of work accomplished by the secretarial staff, an hour for discussion with Assistant District Education Officers on problems and pedagogical issues, an hour for attending telephone calls, two hours for attending to visitors and another hour for the dictation of letters and subsequent action needed to be taken as a result of correspondence received. During tour days, time is spent mostly in inspectorial activities rather than the supervision of teaching and helping to resolve pedagogical matters.

The day of an SDEO follows basically the above pattern, except that more time is spent on signing bills and attending to arrears and advances (for subalterns), listening to complaints, trying to keep track of the teacher fund, and attending meetings. In both cases, not much supervision geared to improving the quality of teaching in schools is being done. As already noted in previous discussions, administrative duties do not leave much time for school visitations keyed to the supervision of the teaching process and pupil learning.

The addition in the supervisory structure of Assistant SDEOs at the sub-tehsil and union council levels (uniquely in the case of NWFP) has been quite advantageous from all indications and results have been decidedly better than in those areas, or union councils without ASDEOs. More and relatively better quality inspection and school visits were seen in those areas under ASDEOs. Even in these areas however, the Supervisor-School ratio was still very high. An ASDEO in NWFP said he had 113 schools to supervise. The appointment of ASDEOs at sub-tehsil levels, in any case, has been most salutary and deserves replication. (See the Personnel Chapter in Part III for surveyed visits and performance.)

During the year, the work for those entrusted with supervision and inspection follows a general pattern. April to June is devoted mainly to school start-up activities and office work, plus school visits which might be necessary during

the period. From July to September, schools are not in session so activities are generally of a mixed nature. ADP budget and PC-1 preparation occupies much time. Teacher training programs are also scheduled during the period since children do not return to school until September.

The period from October to December is supposed to be utilized for making surprise visits to schools. However, preparation of ADPs and SNEs (Schedule of New Expenditures), collection of statistical data, as well as organization of sport tournaments are major activities, consequently school visits are seldom made. January to March is usually the period for the required Annual Inspection. DEOs visit high schools which almost always include primary and middle schools on the same campus. SDEOs visit primary and middle schools. During this last quarter of the school calendar, giving examinations and testing for promotion are supposed to be conducted by these officials in all the schools under their jurisdiction. From the field interviews, it was obvious that the annual inspection is probably the only type of supervision that DEOs and SDEOs (together with their subordinate staff) strive to conduct with some degree of strict adherence. The reason for this can be summed up by an effort statement that "even after 14 to 15 hours a day, the work never finishes."

In general, the dimensions of the provincial school system presents a formidable challenge to all field supervisors. The primary schools are typically small, scattered in far-flung areas of difficult access and often headed and staffed by persons with little knowledge of either schools or classroom management. Because of the large number of schools in a given area, a field officer is frequently assigned a heavy supervisory workload that is impossible to carry out. Lack of transport facilities is a veritable problem. In far-flung areas, accommodation facilities for female supervisors is an added constraint. The implications of these for administration and management are obvious and serious.

5. Status of Teachers

The role of teachers in the management process is, in the analogy of a service or business enterprise, that of those actually in charge of performing or delivering the services to the clientele. Thus, it is extremely important that teachers possess the knowledge and skills required. Unfortunately for the teaching profession in Pakistan, the social and cultural status of teachers is generally low. A respondent, when asked whether his son had a job or not, replied "No" -- and added that his son is "only a teacher in the university." A common remark is that when all other options for employment fail, then a boy may become a teacher.

The reasons for not wanting to become a primary teacher unless other options fail stem from a combination of factors, mainly low salary, generally poor and deplorable conditions of schools, and the lack of career opportunities for advancement in the profession. Teaching in a primary school is regarded as a dead end. The mean salary of a primary school teacher (who is classified as a BS-7 in the pay scale) is Rupees 540 a month. To this sum is added some allowances (e.g., housing, transportation) which increases the monthly pay to some Rupees 750. An increment of about Rupees 10 a month (Rupees 120 in a year) is added with correspondingly slight increases in allowances for every year of service. Currently, the mean salary of a teacher including allowances

is roughly equal or below that of waiters or unskilled workers in the labor market. Is it then without reason that a job-seeker would choose teaching as the last option? There are exceptions of course, but in general the teaching profession has potentially the least gravitational attraction in the labor market. No single factor than this lack of attraction to teaching could perhaps account for the large numbers of untrained teachers who have to be hired as a matter of necessity. The mean percentage relative to the number of untrained primary teachers in all provinces varies but it is roughly from 30-40 percent of the provincial teaching force. This gives an urgent dimension to the need for preservice and inservice programs for training and staff development programs.

A teacher has both teaching and recordkeeping responsibilities. He/she has to help the Headmaster in maintaining registers, which include General Admission and Withdrawal Register, Daily Attendance Register (both for pupils and teachers), Cashbook, Statistical Register, Acquittance Roll, Bills and Acquittance Roll of Scholarship Holders, Procurement Register, Log Book, Visitor's Book, Fee Register, Order Book, Examination Register, Registry of Transfer Certificates, Catalog of Library Books, Property Register and Correspondence Register. The maintenance and keeping of these registers alone constitutes a drudgery which might cause teachers to quit the profession and turn to other jobs. Thus, the great challenge to management improvement is how to motivate teachers and make the profession competitively attractive in the open labor market. Unless something is done to improve the status of teachers, classroom management and the quality of instruction can not be expected to improve. In the final analysis, it is probably at the level of the teacher's enthusiasm and commitment that the battle for primary education will be won or lost!

In both his teaching and recordkeeping duties, the teacher is practically the ward of the ADEO or SDEO and/or their assistants in the tehsil where he is posted. Inspection reports on the school include remarks on teacher attendance, performance, attitudes and behavior. These are compiled yearly in a so-called Annual Confidential Report (ACR). The power and authority to punish or discipline teachers are usually lodged with the SDEO or ADEO, with appelate authority given to the DEO. Frequently, however, political patronage interferes in the processing of disciplinary and punishment cases.

6. Primary Testing Systems

Under the current examination system (allowing for minor variations), the pupils at every stage in the educational ladder are required to be examined by the authorities appointed for that purpose. School children at primary stage (Classes I-V) should be examined annually, usually by the SDEO or ADEO or their assistants towards the end of the school year (January - March). Two types of examinations, developed by DEOs or SDEOs, are usually conducted in each district: promotional and public scholarship (merit). The examination at the end of Class V determines whether or not the child goes to the starting class (Class VI) of the middle school or first grade of the secondary level (Class IX).

Performance in the annual promotional examination classifies the students into 3 divisions: students who score 60 out of, say, 100 items in the test are listed in the First Division; the Second Division is for those who score 44 to 49. The passing grade is 30 and all who score from 30 to 44 constitute the Third Division. Those belonging to the First Division are given a chance to sit on the Public Scholarship Examination (merit) which could mean a scholarship award for the successful examinees.

On successful completion of 5 years primary schooling, the children are awarded learning certificates for admission to Class VI. The examinations at the middle (Classes VI-VIII) and secondary stages are conducted by the heads of institutions or, in other jurisdictions, by the SDEO for the middle school and by the DEO for the high schools. In the case studies, only about 80% take the exams and about 90% of these pass (Part III).

The effectiveness of the Primary Testing System just described is difficult to assess. Some interviewees thought that it is a sound and effective one. Others had no opinions, saying merely that it is prescribed by the higher levels and therefore, "it ought to be alright." The fact, however, is that due to the heavy duties of the DEOs and SDEOs, the examinations particularly for Classes I-IV are conducted only pro forma by delegation to subordinates or other teachers. However, for the annual examination for Class V, the SDEOs usually try to make it a point to be present. The examination is inadequate as a measure of learning after five years of schooling is evident. Only three correct answers in any subject is sufficient to "pass."

The conclusion to be derived from the field observations is that the primary testing system needs to be reviewed and improved, in favor of a series of periodic tests to be administered by the teacher, who in the final analysis, should know the pupils and curriculum better than anyone else.

7. Sociological and Cultural Factors

Field observations found that the management of primary education in Pakistan is strongly conditioned, albeit in varying degrees, by prevailing social and cultural characteristics, as well as religious, economic and political factors. This is true particularly in the rural areas where currently the bulk of primary education is being carried out and where self-imposed isolation, natural barriers and ethnolinguistic differences have engendered localism and kept age-old traditions, customs and beliefs against the onslaught of modern times.

Pakistani heritage and values derive from deep-seated social and religious beliefs. Society is in the main religious, paternalistic and philanthropic. The nation's culture is an interesting mosaic of folkways, customs, beliefs and traditions, as well as behavioral patterns and outlook heavily steeped in Islam. The family represents a basic and important unit inside the social structure and both immediate family and kin play a pervasive role in daily life. Social relations follow defined lines of authority, in a hierarchical framework in which elder members exercise authority over younger ones and men are expected to guide and protect women.

Sex role learning starts early with the male sometimes being given preferential treatment over female children who become involved early with domestic tasks. As both male and female grow, the former tend to increase their association with the male world outside the house, while the latter become more involved with household chores. As the girls grow older, their experience, social contacts and freedom to move about become progressively restricted. As they approach puberty, restrictions increase on where they may go and with whom they may associate. The practice of women wearing a veil (purdah), so as not to be looked upon by men, is still very much in vogue in many areas of the country. Many of the inhibitions and restraints related to school attendance by females and the availability of female teachers for primary education in the country could be traced to this manner of rearing and upbringing.

The organization of village life is characterized in general by lifelong involvements, overlapping role relationships and deeply-rooted sentiments which engender inward orientation to tradition and simple living in which keeping children in the home to help parents earn a living is regarded as more remunerative and better for their development than sending them to school. Thus, economic reasons combine with socio-cultural and religious factors to explain why primary schools in villages may have low enrollment, high dropout and repetition rates, particularly in respect to female education. Although in general, the restraints in relation to sending girls to school are fading, some communities continue to have traditional inhibitions that still need to be understood and dealt with at the local level. One of the tasks of management is to engage in micro studies of villages geared to identifying further sources of conservative outlook with a view to removing remaining obstacles and restraints posed by socio-cultural mores. Such studies should include assessment of attitudes, behavioral traits, values, patterns of leadership, local resources, availability of schools within walking distance, constraints regarding acceptability of female teachers and coeducation in Classes I-V and so on. These studies would enable District Education Officers and all those engaged in the task of administering primary education at the grassroots level to make education more manageable and suitable to local characteristics and needs. (In the sample case study community leaders and parents were more open to girls education than the literature, or this description, suggests. See Part III.)

8. Community Participation

Within recent years, teacher relationships within the community or village have been characterized by relative social distance. Teachers have been observed to be responsible only to their superiors in the heirarchy. On the other hand, villagers have tended to classify the teacher as a "village servant" accountable to the village. Teacher-student relations are largely confined to school hours. The literature describes teachers as being "authoritarian, with strong heirarchical attitudes, known to inflict corporal punishment and to threaten students for failure to conform during the school day." Field visits and the case studies (Part III) found little evidence for most of these. The communities are gradually becoming an active component in the conduct of primary education. Documentary reviews found that inspection reports of SDEOs and ASDEOs frequently include meetings with community leaders and/or some parents.

Cases of community donations of land, time and effort in the construction of schools have been reported frequently. A visit to a female school donated by a villager in Hyderabad provided much evidence of a growing partnership between school and village. Other cases of active community participation were observed in Punjab Province where educational bodies described at length how a school was built on self-help basis through the efforts of an illiterate laborer. A small village on the outskirts of Islamabad was also instrumental in establishing a mohallah school for about 25 young girls, a sewing and stitching class for women, and an adult literacy class.

Two projects have especially helped to promote community involvement and self help schemes and have been relatively successful despite some problems. These projects are the Primary Education Project (PEP) and the Rural Education and Development Project (READ) launched under the auspices of the Primary and Non-Formal Education Wing of the federal Ministry of Education. The projects are discussed in chapters on Primary Education and Non-Formal Education.

A program that is helping to stimulate community interest and involvement in the construction of schools for primary education is currently being launched by the Local Government and Rural Development Department (LGRD) in Punjab Province. In this case, the Department has a matching fund program, in which communities or villages unable to build self-help schools for lack of adequate resources can be assisted with matching grants provided they can contribute funds, land, labor or materials toward the construction of the school. The program gives priority to those villages with the largest resources to offer so that, in effect, there is a process of bidding for the Department's matching grant. The program is stimulating interest and excitement and matching grant-in-aid schools are starting to dot the country side. It was understood from interviews with the Local Government and Rural Development in Baluchistan that a similar program is also being launched in that province.

Another program (also by the LGRD in the Punjab) is Small Village Schemes which aim at executing small schemes for rural change at the village level. Union councils are the planning and executing agencies for such schemes; the community is required to contribute at least 30% of the cost on self-help basis in the form of cash, labor, materials (land must be furnished).

The task of enlisting community participation primarily for education must fall heavily, however, on the Headmaster/Headmistress and teachers of individual schools since they constitute the day-to-day contacts with the village. It was observed and reported that in general the level of community involvement in a locale depends very much on the personalities of Headmasters/Headmistresses. The more sociable and active they are, the higher the level of participation in school activities becomes. By all standards, the level of community involvement in primary education throughout Pakistan generally still appears to be low.

An important task for management is to launch a nationwide program heavily steeped in the principles of self-help geared to mobilizing local participation and resources and convincing parents on the need to send their children to school. To attract attention, the program should use all means of mass communication under some banner or slogan. For example, "Parents as Partners in Child Education and Nation-Building" or the like would be useful. In this effort, provinces should take the lead and be responsible for the campaign in their respective jurisdictions.

9. Transport Facilities

The lack of adequate transport facilities, particularly for the supervisory personnel of primary education, in all the provinces is a critical management problem. There appear to be enough vehicles for official use at the provincial level of management (although not enough in the opinion of several respondents). However, there is a need for staff vehicles at the division, district and tehsil levels and below where the shortage becomes severe. This is true particularly in those districts and tehsils not covered by international assistance projects, such as PEP which has furnished vans, motorcycles and bicycles to hundreds of learning coordinators and project officials.

One of the unintended by-products of the PEP program in this regard is that it has created an imbalance in which the districts not covered by the project are feeling bereft of the preferential treatment and conveniences provided participating districts. The problem of vehicle use and maintenance at all levels still needs internal review by those concerned with administration.

10. Management Information Systems

So far, only the NWFP has developed a Management Information System, thanks to assistance from UNDP. The system is the responsibility of the Management Unit for Study and Training (MUST) which operates within the structure of the provincial Department of Education. The field visit to MUST found that at that time the MIS so far installed is functioning according to expectations for secondary schools. Information collected and procedures used at the primary school level still need further development in order to serve administrators and planners well with pertinent information collected on a regular and timely basis.

There is no Management Information System for Education in Sind as yet. Previous efforts to develop one have been abortive. A revised scheme is the subject of a PC-1 based on the recommendation of UNESCO consultants and the National Academy of Educational Planning and Management. The scheme is in the process of nearing implementation at a cost of Rupees 5.356 million. As planned, the system will be located in Karachi while the decentralized offices would be set up at regional headquarters in Karachi, Hyderabad and Sukkur. The project, envisaged to be under the administrative control and supervision of the Planning and Monitory Cell component of the Planning and Development Wing of the Education Department, is expected to be completed by 1988. The Punjab is planning a system with decentralization to the district level, feeding into the Bureau of Statistics.

Overall, the results of the study as presented in the foregoing pages indicate that there are a number of organizational and management areas in relation to primary education which need to be addressed, either because of apparent neglect in the past or due to the mounting problems inherent in societal growth and development. The next section concludes the study with a designation of these areas, dove-tailed by suggestions and recommendations to improve the management of primary education in the country.

C. CONCLUSIONS AND RECOMMENDATIONS

The body of information assembled in this study through review of documents and field interviews relative to the organization and management of primary education in Pakistan converge on the conclusion that the existing administrative machinery is basically sound. It appears to be capable of mounting, managing and implementing the expanded primary educational programs being projected in the country's development plans, subject of course to the availability of funds. Some "tightening of nuts and bolts" and a little redesigning of some elements in the organizational structure would be necessary, however. The areas which need to be specifically addressed can be categorized into organizational structure, management of physical resources (school construction, facilities), management of human resources (staffing personnel), efficiency management (processes and procedures), collection and processing of information, management of special projects, and community involvement and public relations. Below are suggestions and a presentation of recommendations under each category.

1. Organizational Structure

- For long-term growth and development, the federal Ministry of Education should aim at locating all of its Wings in one large modern complex provided with the necessary amenities and facilities to support effective administration/management. This would enhance horizontal communication, easy access and coordination among the offices.

- Functionally the federal Ministry of Education, as the overall guardian of education in the country, should increase its role as a facilitator. It should build an adequate roster of expertise and trainers available for consultation and support. It should increase its ability to analyze and evaluate programs and institutions. It should increase its capacity for research and dissemination of educational information.

- The enormous dimensions of primary education, and the mounting problems confronting management in the field make it necessary that all the provinces and the federal area establish a separate Directorate of Primary Education. This will help ensure that the requirements and problems of primary education can be addressed more efficiently. It will also give long overdue recognition and prominence to a segment in the educational system which had been somewhat neglected in the past. The proposed Directorate should, in coordination with the Directorate of Education (Schools) in appropriate cases, have corresponding line offices down to the local levels of development.

- The Ministry of Education, in its July 15 letter to the Mission, stated: The report has suggested a separate directorate for primary education. The number of primary schools is large, for instance, Punjab has 35,000 schools. The establishment of a directorate would have only a marginal effect. The real solution is regional decentralization. It should be handled at the district and sub-divisional level. There seems to be no need to have a provincial cadre of primary schools. The assessment team

lauds the decentralization proposal and strongly recommends that it be implemented. Education personnel in the field are also in favor of decentralization. They strongly recommended, however, that a separate directorate for primary education is needed to relieve the present impossible workload and give primary more immediate attention. These are two useful alternative proposals and both merit consideration.

- With the mushrooming of private schools, it would be advisable to form a Bureau of Private Schools in each of the provincial education departments. At this stage, a useful strategy would be to have the proposed Bureau lend a hand in encouraging the private sector to establish schools and relieve the government of some of the tremendous burden it faces in accommodating the increasing number of school-age students. Concurrently, of course, the Bureau of Private Schools would oversee and regulate school standards and fees and to ferret out fly-by-night operators and business speculators and encourage serious educational endeavors.

- The modern concept of supervision goes beyond the visit to the classroom. It includes the provision of a wide range of support services to the teacher in the form of circulars, instructional aids (e.g., films, slides, manipulations) lectures, demonstration lessons, workshops and a host of other activities related to pedagogy. To improve the institutional structure for supervision of primary education at the grassroots level, the "Center School" system (still in some parts of Punjab Province, NWFP, Baluchistan, and Sind) be developed and formally added to the management structure in all provinces. The older concept of "Center School" and the current Union Council Model School involve an arrangement whereby a centrally located school provides support services to a cluster of surrounding schools. The center serves as a forum for sharing problems, solutions, ideas, new knowledge of teaching techniques, and so forth. A formal institutionalization of the system should greatly improve the quality of improving teacher performance leading to a better quality of education. This would also fill the gap in the hierarchical structure between the schools and the tehsil level.

- To these adjustments in the organizational structure should be added support for, and strengthening of:

  - Teacher Training Institutions;
  - Allama Iqbal Open University;
  - Curriculum Wing;
  - Provincial Bureaus of Curriculum and Extension Centers; and
  - Academy of Educational Planning and Management.

The strengthening of these institutions would greatly enhance the capabilities of the administration/management machinery.

2. Physical Facilities

- The critical shortage of primary schools should mean that to the extent warranted by "marginal" populations and resources, new schools ought to be constructed. This should not, however, overshadow the wisdom of following a policy of retrenchment and consolidation rather than quantity expansion of a low quality system. Existing schools should be improved and provided with adequate size classrooms, teaching materials, necessary drinking water and toilet facilities, as well as furniture (in contrast to mats on bare floor) and other amenities to make them attractive to children and conducive to effective learning. There is no point in overextending resources to building new schools which will only perpetuate squalor and deplorable conditions. Shelterless schools with children sitting on the bare ground -- often under the blistering heat of the sun -- places a stigma on management and should be improved. Further, a maintenance program for existing schools must be launched.

- Ideally, a primary school building should be designed to have six rooms which could be constructed gradually over time as the need for a room to accommodate promotion or increased enrollment arises. One room should be for the headmaster.

- The offices of Education Officers from the division to the tehsil and sub-tehsil level should be refurbished with the necessary amenities that lend prestige and dignity and provide an efficient working environment. This would enhance respect for the officers concerned who are often socially regarded as inferior to their counterparts of the same civil service rank in other civil offices. Unless the physical plant and communication facilities for DEOs and SDEOs are improved, the image and prestige of the supervisors as monitors remain obscure. As they are useful and active actors in the education drama, their image and effectiveness must be improved.

- There is still a great need for transport facilities for supervisory personnel particularly in the far-flung areas and for accommodation facilities (e.g., hostels) for women supervisors. Travel arrangements and allowances (e.g., per diem) should be more generous to cover actual costs. These should be paid without undue delay..

3. Human Resources

- All key education officers should have formal inservice training in such areas as educational planning and development, budgeting and basic accounting, financial management, public relations and other areas of development administration. This could be covered in periodic or regular courses, seminars or workshop sessions which could be conducted by the Academy of Educational Planning and Management, the National Institute of Public Administration in Karachi, Allama Iqbal Open University, the Academy for Comprehensive Training, the universities in the provinces, or by the Curriculum Wing of the MOE and/or the provincial bureaus of

curriculum and extension centers as the case may be. Accordingly, institutional building should be complemented by capacity building in the form of establishing in each province an Institute of Educational Administration and Management which would undertake to offer and arrange regular and periodic training from the highest level of executive development to mid-management levels, for primary and other education levels.

- The heavy workload of DEOs and SDEOs requires that further appointment redeployment of staff needs to be made. The problem has to be reviewed on a case-to-case basis to see the need for new staffing or redeployment.

- The modalities and management of supervision can be improved by upgrading and integrating learning coordinators into the supervisory system. This would provide a useful tier in the improvement of the learning process.

  The services of learning coordinators, exemplified in the PEP-PEDEP program, have been found to be useful in many cases, despite some criticism to the contrary. Supervision manuals for learning coordinators have yet, however, to be revised. (See Chapter V.)

- The current training programs for teachers (preservice and inservice) deserve support and should be enriched by followup seminars. Workshops on special topics should be held as deemed necessary. The quality of teachers is vital to the education system and qualifications should as a rule be raised. The whole educational structure is only as good as the deliverers of services to its clientele. The teachers form the most important link in the structure and the success or failure of the educational system rests on their shoulders.

- Raising the status of teachers professionally and socially needs to be addressed seriously. Their salaries are dismally low. Unrest is beginning to spread among them and it would be the better part of valor to engage them in constructive dialogue and analysis of their demands. Some options in the form of tradeoffs, such as more generous retirement allowances and pension, scholarships or free education for their children, and house loans may be useful. Improved status and quality of teachers would have transcending "spin-offs" into the management structure. Needless to add, efforts to attract rural female teachers through special salary bonuses and assistance in receiving inservice training, for example, should be made. Further, an institutional career framework for primary teachers, whereby they may have the opportunity to grow professionally and look forward to the betterment of their future, is desirable.

- Finally, it should be added that the bedrock of any effective system is its human resources. No management system can be expected to work and succeed without competent and trained, adequately paid, well motivated personnel.

4. Management Efficiency

- An effective materials distribution system should be developed if schools are to reach optimum efficiency. The timely arrival of needed materials and equipment is essential. Training in the use of such materials is necessary.

- There is a need for dissemination of the research and experimental documents completed by the Academy for Educational Planning and Management and other research centers. This would assist in the upgrading of knowledge on the part of decision makers -- especially in the lower echelons of supervision and administration.

- There is also a need to provide special supervisory services to mosque schools to assure their successful inclusion in the mainstream and to assure an equal chance of success for mosque school students joining the regular classes at the 4th grade.

- The construction and maintenance work on schools is a responsibility currently shared with Local Government and Rural Development Department. In most cases, this arrangement has proven beneficial. In others, however, minor repairs would have to wait for a considerable time before being scheduled and corrected. It would be useful if such minor works (in appropriate cases) could be directly handled by District Education Offices through local contractors and the budget for this be provided by the Education Department. The provincial Department of Education in Sind has developed an Engineering division which is increasingly taking over the responsibilities in the construction of small schools. Other provinces may wish to explore the advantages of the Sind initiative.

- The processes governing the preparation of ADPs and implementation of PC-1s have been found to be repetitious and cumbersome. They deserve to be reviewed, streamlined and improved to avoid unnecessary waste of time and energy. The materials procurement procedures also need to be reviewed.

- Over the long term, the primary testing system definitely needs to be overhauled in favor of continual evaluation and periodic student progress reports prepared by teachers. Annual examinations prepared and conducted by DEOs and SDEOs might not be more meaningful and accurate than a teacher's continuous rating. The district-wide test materials also need improvement. To this task, the center or model school system suggested elsewhere should be a convenient forum for developing local test materials.

5. Collection and Processing of Information

- The Management Information System developed in NWFP and the current efforts of Sind Province deserve support. The Academy of Educational Planning and Management should work closely with them in these efforts. An MIS for Baluchistan and the Punjab is also a necessity.

6. Management of Special Projects

- The PEDEP project under World Bank sponsorship has been a relatively successful enterprise, although problems still exist here and there. With more fine tuning, the PEP/PEDEP programs should be a great boon to the management of primary education in the country.

- The Special Priority Program, otherwise known as the Mosque Schools Project in Sind, deserves attention and support. More mosque schools should be established where they are acceptable as coeducational institutions, and when Mosques offer suitable classroom space.

7. Community Involvement and Public Relations

- It is important to provide the ambience for active participation of the village or community and assign local leaders or representatives participatory roles to play in the spirit of self-help and community development. SDEOs and ASDEOs, headmasters/headmistresses and teachers, should actively interact social with the community to enlist greater participation of parents in the education of their children. SDEOs and ASDEOs should act as institutional conduits by monitoring the perceptions of local leaders and the community at large about significant educational policy and by feeding these perceptions back to the higher echelons of administration.

- This suggestion for generating more active involvement means that micro-rural area or village studies should be pursued on a continuous basis. This should be a regular task for research technical staff both in the federal and local structures. Many have been done by the universities but they appear to be shelved rather than disseminated.

- An effective public relations program and educational campaign should be initiated to inform the public of the importance of primary education and of parents sending their children to school. The campaign can be integrated with other rural development programs using mass media and other "advertising techniques."

- Local government system mechanisms, e.g., local committees, should assist but not "interfere" in the management of primary education. Healthy and cordial relations with local government officials have been found to be most useful. They could help in creating an integrated approach to community involvement and participation.

One final significant comment should be made. A basic question in regard to the task of management is whether the overall and main objective or desired outcome should also involve harnessing the potential of the local areas to develop themselves and be less dependent on central technocracy. If service delivery is the central objective, the question is whether the kind of involvement or participation envisaged for the local areas will make the service delivery more effective. But if, in fact, reducing the dependency of the local areas is also regarded as primordial, then increasing, rather than merely supporting, the effective participation of the local areas should be a main concern.

Ideally, management should aim at both outcomes: (1) increasing the effectiveness of the educational service delivery system; and (2) reducing the dependency of the local areas. Over time, the two perspectives should be made to converge. The rationale for aiming at this convergence is that services generally do not get to the local areas on a reliable basis unless there are broadly based initiatives and controls at the local level. On the other hand, local independence and control is likely to be powerless or ineffective unless provided with resources and technology from central technocracy.

Let it be said that the results of education are sometimes intangible and often long term. However and whenever accomplished, the anticipated results of many educational efforts must be viewed with a good bit of faith. More should not be expected of the results than management, its resources and the environment can reasonably be capable of delivering.

2244H

CHAPTER V.

THE FORMAL PRIMARY EDUCATION SYSTEM

The primary school is the foundation of the school system. It imparts the knowledge and skills for children to progress to the next cycle or to select out for participation in the work place of the community. Primary school education is at the crossroads in this nation, having problems attracting school age students to school and keeping them once they are enrolled. To that end, the assessment sought to identify the strengths and weaknesses of the system relative to structure, school programs, instructional materials, teaching staff, delivery systems, pupil evaluation, supervision and support services to the educational program.

A. THE STRUCTURE OF PRIMARY EDUCATION

At present, primary education is comprised of preschool in some places; Grades I-V* consisting of Stage I for children from age 5-7; and stage II from 8-9 years old. A separate stage is the middle school, providing Grades VI-VIII for school age children from 10-12. These are followed by secondary (high school) for Grades IX-X for 13-14 year olds. The intermediate stage of Grades XI and XII for students 15+ and 16+ follows, which is equated as junior college or early higher education level studies. An additional two years, Grades XIII and XIV, lead to a Baccalaureate degree for those who successfully complete the program. The Masters level is listed as Classes XV and above.

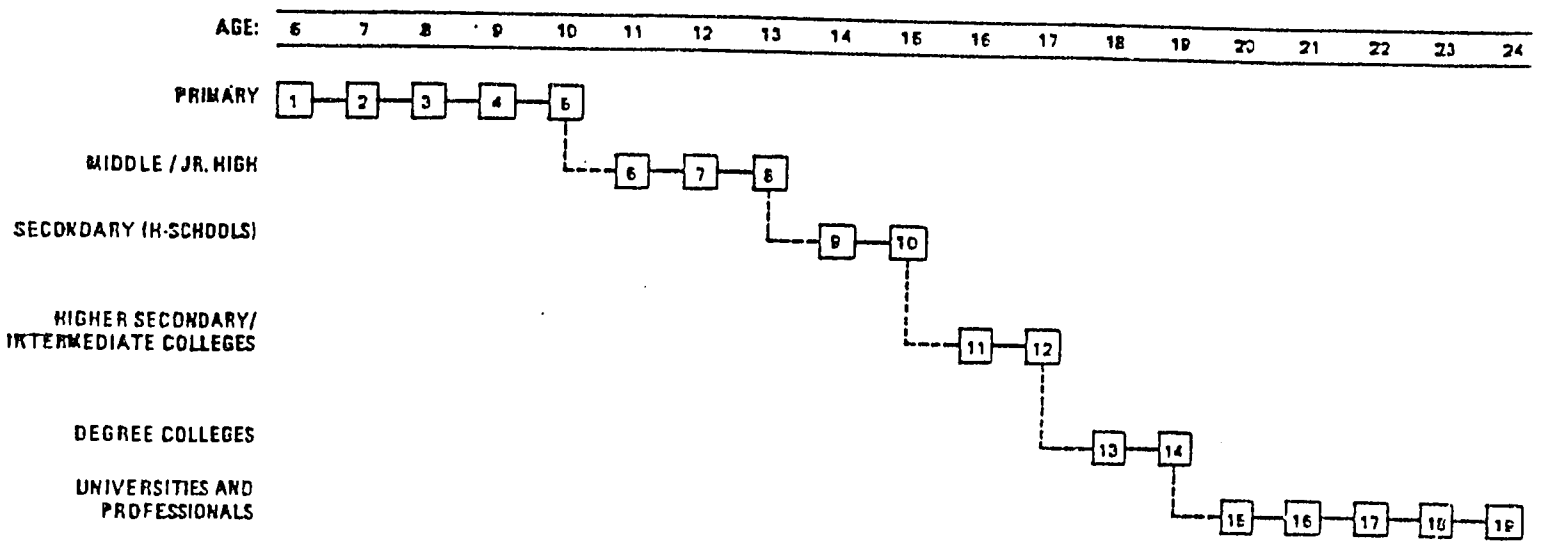
The private sector operates schools at the pre and primary levels as well as middle and secondary education. There is no government control over these schools. They are asked to register their schools with the Ministry of Education but no enforcement policy has been established. (See Annex V.1 for more on private school education, and the descriptions of the various systems in Chapter I.)

The splitting up of the former I-V primary school pattern into two stages is proposed as a result of the inclusion of the mosque school scheme into the mainstream which, because of its limited capacity, could only provide for Grades I-III. The second stage, comprising Grades IV-V has been redesigned in order to allow mosque school students as well as students from other incomplete primary programs, a smooth transition to further primary education. The main thrust of the elementary cycle is to provide the basic foundations of language learning, writing and numeracy skills. Grades IV and V pick up at the student's growth and development level attained in mosque and regular schools, and assist them to move on toward a more complex academic program of studies.

---

*Under the Ministry of Education's Action Plan for Educational Development for the Sixth Plan, 1983-88, a proposal to introduce elementary education (Grades I-III) as distinct from existing primary education was made. This lower stage elementary education has been defined as developing in children the ability to read, write, and do simple arithmetic.

THE EDUCATIONAL STRUCTURE OF PAKISTAN



Source: Ministry of Education

Since provincial schools enroll about 84% of the nation's children, this examination will concentrate on them. In most ways, the other systems are similar but operate with more resources.

1. Organization of Primary Education

The majority of primary schools is separate for males and females (see Annex V.2 for more on women's education) but mixed (coeducational) schools are increasing. The school staffing pattern follows the same scheme. One-teacher schools are common in the rural areas and present a difficult teaching situation for the teacher who must teach students with a wide range of abilities stretching over five grades. The two-teacher schools present the same problem to a lesser degree, with multi-grade teaching particularly difficult if enrollment is high.

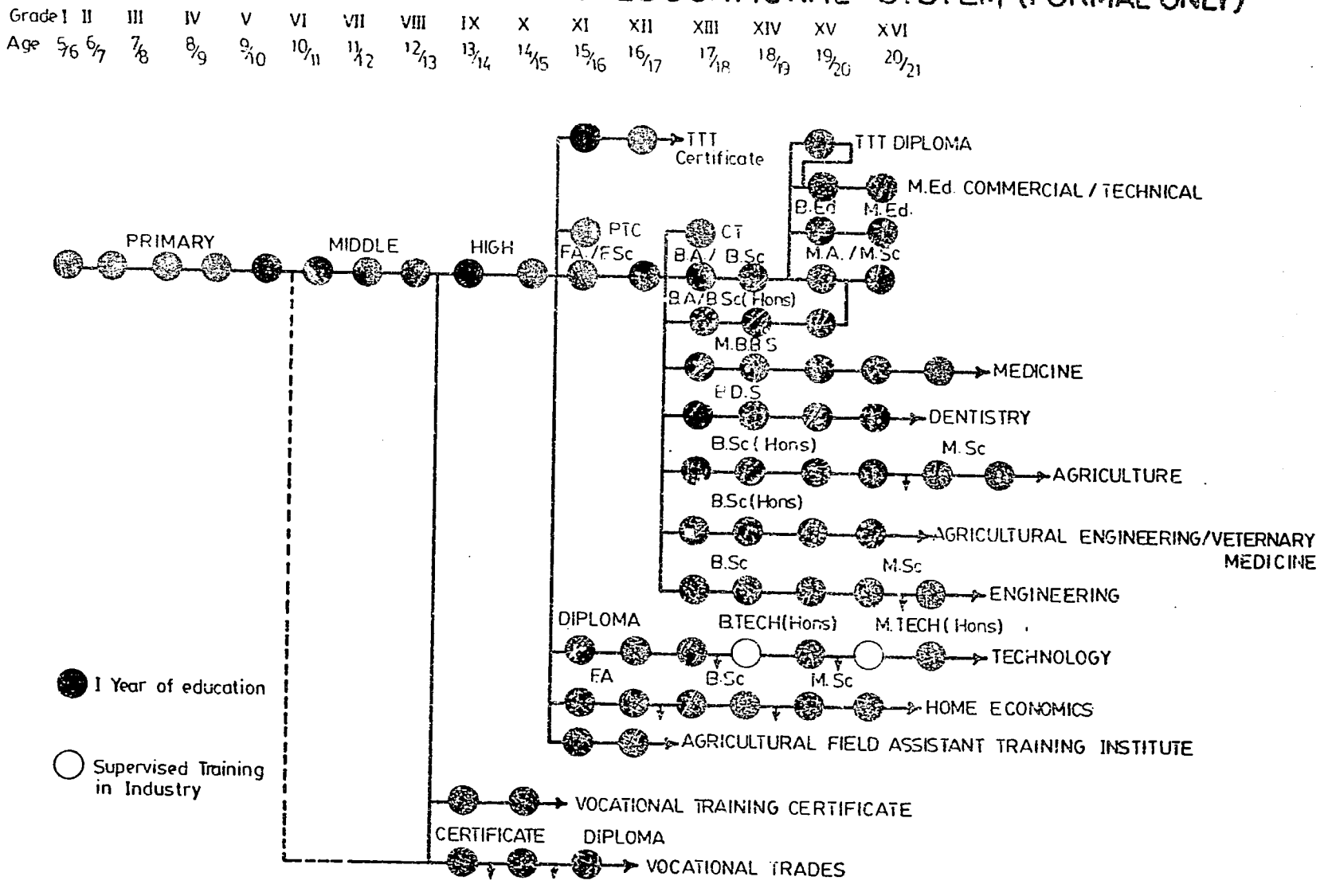
The Government is making a tremendous effort to provide widespread primary education utilizing a network of resources revitalized for use in meeting the urgent need. The Primary Education Project (PEDEP) schools have been a special feature of educational expansion with a built-in series of inputs to assure the improvement of the learning and retention rates of children. Mosque schools are dotting the primary education landscape and propose to fulfill the dreams which educators have held for a long time, that is, a school in every village. Mohallah schools are breaking into the scene and although they have flourished somewhat in urban areas, they have been more difficult in rural areas and they should be opened here because this is where the need is most crucial. The new drop in schools afford school leavers a second opportunity to complete primary schooling in late afternoons. This is only a beginning; more innovative ways of delivering primary education will emerge as the Sixth Plan goals are achieved and the system expands to meet the school-age backlog which increasingly challenges the system's capacity to keep pace. A look at the operation of this primary education scenario will be made with an eye for those glimmers of hope which will transform primary education into a vital force to save the young citizens of this nation from illiteracy

2. Preschool Education

The provision of some form of day care, nursery or kindergarten education to free female children and mothers from the responsibility of child care during large portions of the day. It provides these young children a head start in the acquisition of experiences to bring to the learning process of the early grades. For children who do not speak Urdu, preschool education is even more important.

No official policy provisions for the promotion of pre-primary education exist in Pakistan nor is there even an established office within the Primary and Non-Formal Wing of the Ministry of Education dealing with it. Whereas Pakistan is not in a position at the present time, pre-primary education should not be ignored. Some imaginative schemes to accommodate the large numbers of pre-primary (katchi) students who are already in the schools should be developed. These children often spend their time simply observing and chanting the Holy Quran due to the lack of established programs when they could be actively engaged in readiness programs. As it is, they are a tremendous burden on the already overworked first grade teachers.

STRUCTURE OF THE EDUCATIONAL SYSTEM (FORMAL ONLY)



Some schools are already experimenting with ways of incorporating the preschool child into the system through group and peer group teaching strategies. However, this should not be left to chance and deliberate plans should be elaborated to focus in on this target group with effective programs.

3. Aims of Primary Education

The aims of primary education, as set forth in the Educational Policy Statements 1978-79, are as follows:

a. To provide such education as will develop all aspects of a child's personality, moral, physical and mental.

b. To equip a child according to his abilities and aptitudes with the basic knowledge and skills which he will require as a citizen and which will permit him to pursue further education.

c. To awaken in a child a sense of citizenship and civic responsibility as well as a feeling of love for his country and ideology of Pakistan and a willingness to contribute to its development.

d. To lay a foundation for the acquisition of desirable attitudes in a child.

e. To awaken in a child a liking for physical activity and sports.

Additionally, religious education is included for primary just as it is for all other grades.

B. THE PRIMARY SCHOOL CURRICULUM

With the emergence of Pakistan as a nation in 1947, an immediate need was felt to establish school curricula which would produce manpower to move this young nation toward modernization and a place among other nations in the world. It also sought the inculcation of loyalty and respect for the new nation among its citizenry.

The Report of the National Education Commission in 1959 made an analysis of the status of the curriculum and offered suggestions for revision. This was followed by the appointment of a curriculum committee by the Ministry and charged with reforming curriculum. This was during a period when curriculum development and ongoing revision was not considered as a specialized and artful task. It was the creation of the National Bureau of Curriculum and Textbooks which introduced the concept of curriculum as a scientific and highly specialized function. Through further action by the Bureau, specialized resources were provided to meet these challenges.

The National Bureau of Curriculum and Textbooks was placed under the Curriculum Wing of the Ministry of Education. The special functions of this entity are to:

a. Regulate the content of the curricula in all schools.

b. Maintain quality and content control of textbooks in keeping with established ideology of Pakistan.

c. Provide the needed coordination for curriculum development between the Ministry of Education and Provinces.

The enactment of the law of 1976 provided the National Bureau of Curricula and Textbooks with supervisory powers over Provincial Bureaus of Curricula and Provincial Textbook Boards (see Annex V.3 for the functions of the Curriculum Wing as well as the staffing pattern).

1. Development and Revision Procedures

The Curriculum Wing provides for ongoing curriculum formulation and revision by inviting their provincial counterparts to joint meetings on matters of curriculum. The provision of broad general guidelines is the responsibility of the federal Curriculum Wing. In turn, the provinces have appointed committees to deal with curriculum matters. These committees are composed of curriculum and educational specialists. Curriculum schemes formulated are forwarded on to the Curriculum Wing by the provincial Curriculum Centers, which in turn are sent on to the National Review Committee. This committee's membership consists of specialists in each of the subject areas of the curriculum. Once the Review Committee has passed judgment on the schemes, they are sent up to the Education Secretary.

In a sense, the provincial Curriculum Bureaus are actually an extension of the federal Curriculum Wing. It is in the provincial bureaus where innovations are usually derived, formulated and sent forward for refinement, revision and ultimate approval. Provincial bureaus are also charged with the implementation and follow up of curriculum schemes.

The Joint Educational Adviser of the Curriculum Wing feels that the work of the federal Curriculum Wing is to facilitate planning, formulation, implementation and follow-up of curriculum. The Curriculum Education Adviser feels that channels are already established through the provincial Curriculum and Education Extension Centers for effective participation by supervisors, headmasters, teachers and even parents from Provincial down to Union Council levels. The curriculum personnel feel that there is a continuous flow of communications between the two entities and that the federal curriculum office is concerned with formulating the broad guidelines of the curriculum, leaving the more specific task of filling in the details and the development of materials to the provincial curriculum bureaus and textbook boards. The federal Curriculum Wing does a great deal of micro testing of prototype materials. Whenever a curriculum scheme is under consideration, it is sent to the provincial curriculum bureau for micro testing in a remote village with local teachers and pupils. This is done several times and when revisions are made, based on feedback, and after a final check is made again by the Curriculum Wing, it is given over to the provincial bureaus for use as they wish.

Curriculum guides were mass produced and distributed but no provisions were made for replacement. Therefore, it is not surprising that recent teachers into the system would not have seen curriculum guides nor use the textbook (which they also may not have) as the core of content in their teaching strategies.

The federal Curriculum Wing is aware of the problem and intends to increase the efficiency of the curriculum management system and to distribute the new, simplified curriculum guides. The simplified guide for the first three years of primary schooling will provide the needed flexibility for teachers to concentrate on language acquisition, reading, writing and basic numeracy content. Teachers may, if they wish, introduce social studies and science concepts as an integral part of this simplified curriculum. A simplified curriculum for Grades IV and V has been completed and is ready for distribution. It will suggest a return to the teaching of the required subjects of language, mathematics, science, social studies in the fourth grade and beyond, but at a much reduced conceptual level than proposed in the past.

2. Scope and Sequence

The primary school curriculum is a timely issue and teachers, supervisors and provincial officials all have their views on what should be done. Some feel that in view of the great losses of children in the early grades, that expectations for completing the 5 year cycle by everyone should be lowered. It is felt that if a large majority attend the first three grades, and if the content and skills presented in these grades are of a high quality, some measure of literacy would be achieved. Others would suggest an incentive oriented curriculum for females so that income may be generated at the same time that academic studies are pursued.

To some educators, the language issue is of serious concern. In the Province of Baluchistan there is pressure to teach Baluchi in the primary school and some already do. In provinces where two languages are taught, large periods of time are consumed at the expense of other subjects.

With the new institutions entering the mainstream of primary education, mosque, mohallah, PEDEP and drop in schools, and the high rate of wastage, the present curricular programs will have to be reviewed and revised in light of changing conditions. (See Annex V.4 for additional information on PEDEP, mosque, mohallah, and drop in schools.)

The curriculum subjects include: local language (with the exception of the Punjab), social studies, basic science, health and physical education, Islamayat, arts and first foreign language. The time devoted weekly to each subject area is 8 hours for language arts, 4 hours for mathematics, science and Islamic studies and from 2-3 hours for social studies, health and physical education. There are no special teachers in the primary school for art and physical education and the extent that activities in these areas are included in the curriculum is purely by chance and dependent upon the whim and energy of the classroom teacher. The curriculum emphasizes studies on Islamayat and Pakistan ideology.

The curriculum at the middle school level has three subjects added to those in the primary curriculum. Arabic, agro-technology and the English language, which is compulsory, are the additional areas. In the sixth grade of middle school, 4 hours weekly are devoted to learning the first language, 2.6 hours for the second language, 4 for English, which is compulsory, 4 for mathematics, 3.3 for science, 2 for social studies, 2 for health and physical education, 2.6

for Islamayat, 1.33 for art and 4 hours for agro- technical studies. In the seventh grade, the weekly instructional time is identical for the two languages (and English), 3.33 for mathematics, 2.66 for social studies, identical as in Grade VI for health and physical education, Islamiyat and the arts, and 5.33 in agro-technical studies. In the eighth grade, the time for languages remains the same, 2.6 for mathematics, 2 for science, 2 for social studies, 2 for health and physical education, 2.6 for Islamiyat, 1.33 for arts and an increase again to 6.66 for agro-technical studies. (See Annexes V.5 for the subject offerings of the primary school curriculum and the scope and sequence of each subject area.)

In its July 15, 1986, comments to the assessment team, the Ministry of Education clarified its plans for curriculum as: "We basically agree...(that the needs of some rural children are not being met and that there are too many subjects)...The curriculum of the first three years is being simplified. It would focus on language and arithmetic only. Other subjects would not be directly included. Examination and evaluation would be only for competence in language and arithmetic. At the middle school level, agro-technical curriculum has been revised. The emphasis has been shifted from a general orientation to skilled learning to the acquisition of skill in one trade only. This trade would now be the subject of examination." The assessment team commends the Ministry of these moves.

Textbook Boards in the provinces produce the textbooks to be used in the classroom in the various subjects prescribed by the curriculum. Each Board has a group of subject specialists who suggest the ordering of the scope and sequence of the content. In the case of the Textbook Board in the Province of Sind, the mass production of textbooks is done in their own printing facilities. Since Textbook Boards in the other provinces do not have this facility, they must cater to outside enterprises for these services. The task of providing these instructional materials for such enormous numbers of students and to keep them abreast of new knowledge is the job of these Boards.

3. Instruction

The methodology of teaching in the lower primary grades is essential for imparting the needed basic knowledge and skills for further study. Teaching in the primary schools, especially in the rural areas, is characterized by field personnel as rote learning and the memorization of facts to be regurgitated on internal school exams. Some of the more modern methods of teaching such as the Inquiry Method in social studies, the Process Method and Discovery in Science might be the intent of curriculum designers but lightly captured by textbook writers. It is felt by many of the field supervisors that instructional strategies have not been fully incorporated by textbook writers and therefore hopes for creative scientific attitudes and sensitive, critical thinking by young primary school graduates will not be forthcoming. The field professional educators see the lack of diverse and modern instructional practices as one of the critical problems facing primary education and among the main causes for the low performance of the system.

Perhaps the most difficult instructional challenges in the primary schools in Pakistan are the teaching of the local language and the national language

(Urdu), Arabic, and the introduction of English at the sixth grade level. The appropriate methodology to be used is the audiolingual approach. Language learning based on this approach would assume some grasp by students of the basic patterns of the language. Whereas the students might have become familiar with these basic patterns in at least two of the languages from daily use, they would be starting from the very beginning in English when it is introduced in Grade VI. Given the vast differences among Arabic, the national, local languages, and English, it is a difficult learning problem for students. This likewise demands a high proficiency level of the English language and a profound understanding and practical use of the audiolingual methodology for the teaching of any of the languages by the regular classroom teacher. As one educational leader aptly put it, "Pakistanis spend most of their lives learning the original, national, official, cultural and religious languages and this takes time and effort."

There is a general lack of teaching materials and visual aids in the primary school classrooms. Some 60,000 teaching kits have been distributed and it is not known to what extent they are actually being used by the teachers. Despite the very explicit teacher's guide on its use and workshops purported to be held by supervisors in training teachers how to use the kit, it is generally felt that its use is minimal because the teachers don't fully know how to utilize the kit in their teaching. One thing is sure, if classes are large and if a teacher is forced to use the lecture method because there is a mixed group of children from grades one to five, the use of visual aids to break the monotony of teacher talk would be an excellent teaching approach. It was generally opined by educational leaders met in the field that teachers are generally reluctant to produce their own materials and are content to use texts and to continue to be active talkers while students remain passive and attentive.

Drill and repetition is needed in the learning process and would be an essential ingredient in the dual language component of the elementary school curriculum. Needed are ways to make this part of teaching meaningful and of benefit to students. Drill and repetition with creative variation must be planned for by using simple experiments in science, games, rhymes, puzzles, stories, poems and other activities in language learning. It is felt by Punjab Provincial supervisors, for instance, that drill and repetition is made to be cumbersome, boring and unpleasant for primary school students and is a factor in discouraging students to continue in the system.

The instructional process in the primary school system is teacher oriented. The teacher is the possessor of the knowledge and through teacher talk, he/she imparts the content that teachers believe children should know. Little or no dialogue or interaction with students is encouraged and students are expected to regurgitate the same memorized factual knowledge on teacher made examinations. Textbooks are relied upon by the teacher to reinforce the knowledge base of the students.

The school week for Pakistan primary school children consists of five full and one half days. On full working days, instruction is imparted for 4 hours and 40 minutes divided into 7 periods. On half working days, 2 hours and 40 minutes of instruction are divided into 4 periods. In addition to instructional time, the school day includes a daily assembly, which lasts for 10 minutes, a recess period of 30 minutes and a ten-minute short break on full working days, and only one short ten-minute break on half days.

The official school calendar is 212 days but in practice, the number of days in actual session ranges in rural areas between 110-180. Schools in urban areas comply more rigidly to the official calendar than rural schools. A uniform school calendar from April 1, with a summer vacation of two and a half months during June-August, a winter break for two weeks at the end of December and a short spring holiday during April is observed. An exception is made for areas in the NWFP, where school is not in session during the cold months of the winter season. Baluchistan is an exception -- schools run from April through November.

4. Pupil Evaluation

In the primary schools of Pakistan, there are three main examinations in addition to monthly and weekly ones. There are two terminal examinations and an annual examination based on the academic year being divided into three terms. The aim of the annual exam is to ascertain the scholastic achievements of the pupils. Essay and objective exams are formulated, administered, and scored by the teacher. There is no established grading system but the pass percentage is 33% in each of the respective subjects.

As a consequence of results on the annual examination, the students are in a "pass" or "fail" category. Those who have passed move on to the next grade while those who fail repeat the same class. A maximum repeating rate of 10% is strongly recommended by the Ministry of Education.

The National Committee on Examinations proposed a number of changes in the examination system. These changes proposed a series of continuous evaluations by the teachers relative to the progress, attitudes, and problems faced by students. In actual practice, the teachers perform these tasks to some degree during the initial and middle stages of the school year. The Assistant Sub-Division Education Officers (ASDEOs) and District Education Officers (DEOs) or a headmaster of a middle school administer examinations they have made themselves to the students between January and March of the school year to ascertain the promotion or retention of primary school children.

5. Special Education

It is estimated that 740,000 children have severe disabilities and need special attention. Another 30,000 are likewise in need of special education due to some lesser disability. The four major disabilities are blindness, deafness, mental retardation and physical disability. The needs of such children are health education, social welfare, psychological and emotional support as well as financial aid.

These special cases need the support services of community based health centers before they enter the formal school program. Once in the school situation the program must be especially geared to the special education children's needs such as arts and crafts skills, social and academic training and a continuous program of child support training for the parents. The most important phase is the post school period and assistance in placing these students in the work world to provide them the opportunity to be useful to society. The Ministry of Health, Special Education, and Social Welfare has outlined a five year development plan for disabled children of age group 0-14. The plan calls for an expenditure of 835,225 million Rupees over a five year period, 1983/84 to

1987/88. The program envisages the expansion and revitalization of 129 existing schools and the construction of 183 new ones with the aim of reaching 56,000 disabled children by the end of the plan period. The present coverage is small, reaching but 5,000 children. Some others are educated by non-profit institutions.

The program will formulate and revise curricula, train special teachers for the various special education categories, and provide for adequate equipment to meet the requirements of established programs. The objectives of the program are as follows:

- To promote and pursue the special education and training of disabled children in the country.
- Focusing the program on assisting special education children in rural areas through the establishment of special schools/institutions at District Headquarters and nearby cities.
- Offering special attention to disabled female children.
- Provision by the federal government of the needed training for workers and teachers in the program.
- Provision of the capacity to conduct research and evaluation for the continuous study of needs and problems of disabled children.
- Experimentation of the development and production of equipment for use in the program.
- The development of employment placement services for these children and readiness points in their training.

The distribution of special education services and provision for opportunities for greater numbers is aimed at establishing one special school in each of these categories in every District Headquarters. At least 3,700 special schools will be established with an enrollment of 200 children per school (see Annex V.6, Part IV, for details of proposed plans).

Other categories of special education not covered by this comprehensive program and which cause real problems for teachers in the classroom are children with learning problems, emotionally disturbed children, children with hearing and speech problems and the gifted children. Teachers will have to contend with these problems on an individual basis. As the proposed special education network develops expertise, these institutions should provide inservice education in this special field to regular classroom teachers as well as materials for the identification of special education problems, such as reading charts and hearing devices. Teachers could begin to refer these cases at early stages for treatment as well as to plan and prepare lessons at different levels for the children with learning difficulties.

Every nation has a sizeable group of children who need special attention. Pakistan has given special attention to this problem, has conducted a needs assessment in this area and is moving forward with a solid program to meet the needs of these children.

6. Learning Kits

The Ministry of Education requested that the National Equipment Center develop a learning kit for use by primary school teachers. The Center accepted the challenge and proceeded with the assignment. A National Committee was formed to oversee and review the work of the Center. The first prototype was produced for review by a National Committee selected to scrutinize this development process. The first prototype consisted of 300 hundred items for use in Grades I-V. The subject areas to be served by the kit were science, mathematics, social studies, and languages. After appropriate feedback the original 300 item prototype was reduced to 103 items.

The final prototype for mass production was produced by the Center, but reproduction of the learning kit sets was done by outside contractors. The Center assisted by developing the dies (templates) and placing them on loan to the contractors.

Ten thousand kits were produced in the first round and were placed under testing and evaluation by the National Commission. Following this rigid inspection, 60,000 kits were purchased, stored, then packed for distribution to the schools. The distribution schedule was 150 kits per day to 29 districts in Punjab, 14 in Sind, 14 in Baluchistan, 11 in NWFP, and 4 in Azad Jammu Kashmir.* Schools were allotted Rs 50 for item replacement costs.

The learning kits have been distributed and an evaluation of teacher use is under way. There are mixed feelings about the kit. Some supervisors who don't have a particular interest in the use of this kit for teachers say that it is worthless. A teacher who is science oriented would say that the kit is indispensable for effective teaching.

The Center has produced a learning kit prototype for the middle school and it is presently in the testing stage. The Center is also providing more sophisticated items such as overhead projectors and student microscopes.

7. Health Care

Health facilities especially in rural areas are scarce, and whenever they are available they are inaccessible to many of the rural villagers. This is particularly a serious problem for females who seek medical attention when health problems are in advanced stages. The need to travel long distances in a bad state of health to seek medical assistance is a hardship. The incidence of communicable diseases is still high. A rural health center for over 190,000 rural inhabitants spreads such services quite thinly. About one-half of the children of five years of age is said to be malnourished, while another 10% is in worse condition and need immediate medical attention.

---

*Azad Jammu Kashmit is a contended area with India; Pakistan aids that nation in many ways in education.

The school children who attend schools in high risk areas are supposed to be checked by medical personnel at least once a year for identification of any oncoming health problem but no treatment is rendered. The child must report such problems to his parents who must look to the thinly spread medical network for assistance.

Arrangements for health care, both preventive and curative, within the school system becomes almost impossible because of rapid expansion of schools and students. However, there is a health care experiment underway which, if successful, has promise and optimism for the replication of better school health services in other rural areas.

C. TEACHER EDUCATION

Teachers are the most essential ingredient of a good primary school system. Poorly trained teachers hinder efforts to establish high levels of quality in the instructional process. Hence, effective teacher training college preservice programs are crucial for primary school development. There are 71 institutions for the preparation of primary and middle school teachers. There are 14 colleges and 4 university departments for graduate education studies. Only one-third of the teacher training colleges caters to the preparation of female teachers. It is therefore essential to look at some of the qualitative indicators of the preservice training program of prospective teachers to ascertain the depth of the quality of these programs. It is likewise of great importance to view opportunities of inservice education for teachers so that professional growth may occur at all stages of their teaching careers during the entire professional life of teachers entering the profession. Primary teachers in Pakistan once trained in normal schools. However, in the spirit of raising the level of these institutions to a higher education level, they were elevated to the status of colleges for elementary teachers. Two types of programs are offered, the Primary Teachers Certificate (PTC) for teaching Grades I-V and the Certificate of Teaching (CT) for Grades I-VIII. There are separate colleges for males and females. The private sector has not been invited to establish teacher training institutions. The Federal Government has decided that this must remain as a federal subject to maintain quality controls of prospective teachers.

In teacher training colleges administrative linkages are weak and not well defined. In the provinces of Sind, Baluchistan and NWFP, the Curriculum Bureaus assist with the coordination of these institutions. In the Punjab, functional coordination is with the Directorate of Schools. This results in less than quality control over the many colleges and high schools offering primary teacher training programs. In addition, the provincial officials are so preoccupied with problems of the daily running of schools that they have little or no time to be concerned with matters of these teacher training institutions. The simple matter of collecting data and determining the supply and demand of teachers would be a grand step in more efficient planning of primary teacher training.

Three of the provinces have organized a Coordination Council for primary teacher education with the purpose of:

- checking the available and actual provision of inservice training;
- checking the coordination of preservice and inservice teacher training programs; and
- collecting, updating, and analyzing teacher supply and demand.

This was a step forward, but met with less than desired expectations because of the lack of coordination responsibilities in one office and under one single official.

1. Curriculum

The PTC course consists of 39 weeks duration without any vacation periods. The class load per student is 33 hours. The week consists of 45 periods of 45 minutes each, including a 1/2 hour break for recess. The academic year is structured as follows:

First Semester

a. Classes	14 weeks
b. Preparation for and Examinations	1 week
c. Practical Component (short)	2 weeks

Second Semester

a. Classes	14 weeks
b. Preparation	1 week
c. Practical Component (long)	4 weeks
d. Practical Component evaluation	1 week
e. Winter and Spring Breaks	2 weeks
	39 weeks

The Certificate of Teaching (CT) follows the same academic calendar as the PTC program.

The PTC is for Grades I-V. The course requirements are mainly in the field of pedagogy with emphasis on the methodologies of teaching. Of ten courses offered in the preservice program, six deal with teaching methodologies, one each with child psychology, classroom organization and management and the principles of education. The student teaching practicum consists of a short and long term session. The observation and participation practicum is for a two-week period and the longer-term actual practice teaching practicum is of 4 weeks duration.

The CT program leads to the Certificate of Teaching for Grades VI-VIII. The course offerings include some general education courses in addition to methodology courses. This program offers several general education courses but falls short of providing what would actually be needed to strengthen the student's background in the general education knowledge field.

The OTC is aimed at training teachers of Persian (Farsi), Arabic, and Urdu for service in the middle and secondary grades as language teachers. The OTC course is for a 48 week period. The course offerings for gaining mastery of the languages to be taught appear to be weak in comparison to 44 to 46 credits of language training taken by language teachers in other countries.

The training program for art teachers is of 40 weeks duration. It prepares special teachers for art and drawing for the middle school. This program, although comprehensive for its short duration, falls short on course offerings which would prepare art teachers to be great performers and to bring out the fullest extent of their creative talent.

2. Alternate Curricula

The alternate curriculum was designed for experimentation in selected teacher colleges. There are some slight changes in this curriculum which tend to strengthen the overall program. These changes are as follows:

a. Health and physical education was designated as a required course for CT candidates.

b. CT candidates must choose one course from a suggested list of subjects, Urdu, social studies, Islamayat, mathematics, science, agriculture, and agro technical agriculture.

c. Practice teaching consists of 6 discussion lessons in a small group of 10-15 trainees followed by a teacher criticism session. This is the short term practicum which lasts for about three weeks. A long teaching period is completed as partial fulfillment for graduation by the PTC and CT teachers which includes 24 lessons to be taught in his/her special fields. This long term practicum is for 5 weeks.

d. In addition to the internal examinations in the CT program a comprehensive test is given over three sections of content at the end of the program.

e. The practice teaching portion is evaluated by the head of the institution with subject area specialists selected to assist with the process. (Annex V.8 contrasts the regular and alternate training programs.)

In order to provide additional teachers to meet the demands of expanding primary education, the Government has authorized the provinces to recruit teachers with an "8th grade pass" who have a commitment to undergo training at a later time. The training period can be broken up into a 5 month period followed by 2 months at a subsequent time and a final 2-month training period to complete the 10 month training program.

The teacher under recruitment can be posted having three years in which to complete the 10 month training program. The initial salary of a trained teacher is paid to the teacher upon appointment subject to full receipt of increments once the training has been completed. (See Annex V.9 for a detailed listing of program requirements for all teaching certificates.)

The qualifications for the professional staff at the teacher colleges for the preparation of primary teachers requires a high level of expertise in a particular subject field. In actual practice, however, field personnel visited felt that transfers of non-specialists are frequently made to these colleges of rejected headmasters in addition to numerous persons who have specialized in Islamayat, and languages studies such as Persian and Arabic. It was cited that even those persons who possessed little or no professional educational

qualifications were sometimes appointed to the faculties. This results in less than desirable content and ineffective instructional practices. Students are disillusioned and their own professional competencies and professional behavior are not enhanced because of the lack of dynamic teaching and the failure of the faculty to provide a role model for them. While it doesn't seem necessary to make a case for filling posts at the teacher colleges with highly qualified professional staff, it does seem essential to point out the low level of teachers that will be produced if the colleges become a refuge for rejected and disgruntled professionals.

3. The Open University

Allama Iqbal Open University provides inservice education for the primary education teachers, having served 80,000 in the last 10 years. There are many teachers on the job that are desirous of further professional growth. The Open University in its early existence captured this market quickly and has continually enriched its program qualitatively while improving its enrollment to approximately 6,000 teachers per semester, up to a high point of 9,000 for the first semester of this academic year.

The selection process for admission is nomination by the District Education Officer. A recommendation, in addition to the teachers professional portfolio, is passed on to the University for consideration for admission.

The basic qualifications for admission are completion of ten years of education and one year teaching experience. If the teacher is accepted, the following program must be chosen. The (PTC) Primary Teachers Certificate consists of the successful completion of 2&1/2 credits. This comprises two full credit courses of 18 units each, and 1/2 credit of a practical component. The practical component consists of a full week's workshop and a 3-week practice teaching experience.

The credit courses comprise a mix of theory and methodology, of teaching with knowledge from supporting disciplines such as philosophy, sociology, guidance, evaluation, testing and measurements. The prerequisite before the opening of the regular course work is to guide the teachers through the general education content contained in the primary school curriculum. Upon satisfactory completion of this task, the student is sent, via the postal service, 36 study units supplemented by 36 radio programs. In addition, four major assignments are included covering all of the course units requiring the completion of objective, short and long essay type questions. A tutor is also assigned to each student from one of the 13 regional centers. This tutor can be contacted if difficulties are encountered. Teachers may take only one course per semester. A semester can be scheduled with one academic course in addition to the practical component.

4. Inservice Training

Each province has an Education Extension Center. These centers have subject specialists and administrative staff to develop courses, materials and to provide training programs for the teachers in the provinces. Teachers on the job are supposed to be provided refresher courses at least once every five

years. Teachers apply for inservice training and are recommended for participation by District Education Officers. However, the constraints of staff, time and mostly the budget impede these centers from meeting their goals. Even with greater resources, these centers would never be able to keep pace with the training needs of teachers. (See Annex V.10 for a detailed description of the activities of the Education Extension Center in the Punjab.)

4. Professional Organizations and Trade Unions

At present professional organizations at the national level for the provision of professional growth and better working conditions for teachers are few. However, there are teachers unions which are concerned mainly with improving salaries and working conditions for teachers.

There appears to be a real need for a professional educational association and perhaps appropriate ones in special disciplines to bring the profession together and assist its rise to greater professional levels. The teaching profession must first seek to raise its own status among its fellow professions, before the public, and this will hopefully be reciprocated in respect and acknowledgment as well as incentives commensurate with the quality of their performance.

Teachers, supervisors and school administrators have no professional magazines to read in order to keep abreast of educational innovations. These would be available if such organizations were in existence and if they included professional growth as one of their main objectives.

There appears to be a yearning among professional educators for professional collegiality and for a source of current pedagogical knowledge and dissemination of research. The primary teachers appear to be the most organized group in the teaching force.

There are also some alumni organizations of Colleges of Education in some universities which try to fill this gap but the number of beneficiaries are small. There is a Scientific Society of Pakistan, which is active and has a substantial membership of science teachers.

It seems that with a teaching force so large and one which is witnessing such rapid growth, a professional organization at the national level is needed, if nothing more than to provide an information base to inform teachers of what is transpiring in educational circles in the different provinces, as well as in other countries of the world. It could be the cement which binds the diverse and talented teaching profession of this great nation.

5. Perspectives

It is felt generally by the educators that the primary teacher education program is ill placed on a week general education base of only 10 years of schooling for the Primary Teaching Certificate (PTC) and 12 for the Certificate of Teaching (CT). It is hoped that both will be extended beyond the present starting base and that more general education will be capped off with a more in-depth pedagogical treatment, including a longer practical component and a

stronger treatment in the psychology of learning. Considering the vast numbers to be trained just to keep pace with teacher demand, an upward extension of the program would make such a move financially unfeasible. Therefore, ways to strengthen the present system should be explored.

Since students come to teacher training education with such limited general education backgrounds, provision to add such courses should be made. The present PTC curriculum requires six courses in methodology. If one methodology course could serve language arts, Islamiyat and Social Studies, all of which have much in common, and one methodology course for math and science, the curriculum could be freed for offerings in general mathematics, general science and the psychology of learning. These courses would give the students more confidence in the content areas as well as assist them to gain insights and understandings in the ways children learn.

If the program could be extended to a calendar year instead of an academic year, a full semester of academic courses could be included which would strengthen both the general and professional components of future teachers. The present curriculum is overly pedagogically oriented, emphasizing the "how" and minimizing the "what" to teach. Both are essential and should be balanced in the curriculum.

It is felt that teacher behavior is not commensurate with the high ideals of the teaching profession. High rates of absenteeism and other unprofessional acts by teachers are reported in the literature. If true, they reveal the need to familiarize these future teachers with a code of professional ethics and to have them pledge a commitment to live by this code.

Faculty members of the teacher colleges are graduates from the college of education or institutes in the universities. They are assigned to posts in the teaching colleges to teach methodology courses in language arts and social studies without experience as a teacher in the elementary school. If the young teacher is to be successful and committed as a professional, he/she must know first hand the learning problems children encounter in the learning process. It is expected that faculty members of the teacher training colleges should be able to identify and suggest ways to solve problems these future teachers will encounter in their first experience as a rural primary classroom teacher.

It would seem essential that universities review their programs and offer one in primary education including a masters degree with a concentration in some special area such as reading, language arts, social studies and other specialized areas to strengthen the preparation of faculty members who must train the nation's teachers.

Recruitment of faculty must be rigid since only the best teaching can be tolerated in such institutions. Students usually teach as their professors do; therefore, assurances should be provided that only those who are the best teachers will be posted in these institutions. It is felt that the teacher college's faculties sometimes become a refuge of disgruntled headmasters and supervisors and this should not be tolerated. Since the curriculum is filled with general pedagogical studies professors should be assigned courses on the basis of credentials signifying their specialization in the respective field of pedagogy.

The laboratory school (some colleges and all universities have them) might be justified on the basis of its potential for observations by students and its development and research potential. However, actual practice teaching in nearby village schools would give students a real insight into the teaching/learning problems they will encounter, a feel for life in the village and an opportunity to upgrade the schools where practice teaching is conducted. This would require greater effort at coordination for such a program, as well as supervision from the college staff who must be willing to travel and guide the teaching practice. It would keep college faculty in charge of teaching courses in pedagogy abreast of what is happening in the village schools which would be reflected in the improvement of teaching content in his/her methodology courses.

One of the essential resources for gaining knowledge is the library. Faculty members should require that a large number of their assignments by students be done in the library. The teacher colleges provide no post for a full time librarian. The library holdings of the libraries are not commensurate with the level of the training envisioned. The budget allocations per annum would purchase 3-5 books at today's prices. This is definitely a weak feature of the teacher training program which should be given serious attention.

Good teacher training programs don't just happen they are made to be effective. Any teacher education certificate granting institution should be proud of the trust placed with them to certify future teachers. This right should be justified frequently by the institution in the form of collaborative evaluation by the Ministry of Education and a Department of Education in a reputable university. This dual evaluative arrangement could provide guidelines for the improvement of teacher colleges training programs and assure that the product will be a credit to the institution and to the nation's primary school children.

The teacher training colleges are a loosely controlled set of institutions. They should be placed under a single head with the authority to monitor each college's pre- and inservice programs.

The selection process of primary teacher education candidates should be rigid. The student's academic ability as well as his/her attitude toward teaching should be assessed. Selection out procedures should be established to counsel students out of the program if they are not suited for the profession.

D. ASSESSMENT OF PRIMARY EDUCATION

Praise and admiration must be given to the great numbers of teachers who manage large numbers of students over a wide range of content from Grades I-V with few teaching tools, furniture, instructional materials, sometimes no classroom, and time for a few breaks during the long and tiresome working day. They are doing their best under adverse conditions. It is in the interest of the betterment of these conditions that the following general observations are noted and not for a moment to discredit the noble effort of teachers who diligently try to make the best of sometimes impossible conditions.

An integration of content might be better planned for students in the new organizational pattern (Grades I-III) which has emerged. The growth and development of children in the first three grades might be more similar. The same will be true of the children in Grades VI and V. The new groupings have brought about a revision of curriculum which was needed. It proposes emphasis on language acquisition and familiarity with basic numeracy. In the first three grades this should enhance the teaching and acquisition of reading and writing skills which are extremely difficult to master when one language is spoken at home and a new language of instruction is introduced in school. It is complicated even further when two or three languages are taught in the primary school and the eventual introduction of English occurs at the sixth grade. Consequently, the reading instruction program should be consistent and strive to assist students identify words in print and to teach them to use their language abilities to facilitate word recognition and to process sentences and larger units of print.

In view of all the preschool students who come to school daily as observers it would seem that programs should be initiated to include socialization and readiness activities so that they will be strong candidates for the first grade in the near future. Since the first grade teacher has too many students to attend, the preschool students should be taught apart with a separate teacher. There is evidence that this extra year would give these students a "head start" and serious consideration should be given to restructuring the primary school to include Grades I-VI, including the Katchi students within this organizational pattern.

The one teacher school is very common in the rural areas and when enrollments are large is not conducive to the establishment of an effective primary education school system. In this situation the teacher is forced to teach all the subjects over a range of five grades. There is a wide range of differences to be addressed which is unmanageable given the limited reading materials, classroom space, furniture and teaching aids. A five grade school with one teacher for each grade would assure the quality of education needed for the children of this rapidly changing society, when that can be achieved.

Two teacher schools are also inadequate when there are many students and should be upgraded when possible. The teacher is again forced to teach to two or two and one-half grades, in all subject areas under less than desirable conditions.

Continuous experimentation should be conducted to find ways of providing more coeducation in rural areas. There are many schooling situations where coeducation has been successful. An exhaustive study should be made of the successes and ways found to replicate such practices in rural areas.

The government in an all-out effort to expand primary education to remote areas of the nation is mobilizing all possible resources. The result of this effort is a patched-up primary education system with mosque, mohallah, drop in, and other type schools to fill the gap. Whether these quick solutions can be blended into an efficient and effective primary education system will depend heavily on the level of leadership and supervision that can be provided at all educational levels.

The question of whether to consolidate and strive toward the achievement of quality at this point in time is worthy of careful deliberation. Expansion without quality has not paid off in Pakistan's experience in the past. It has resulted in the

retaking of primary education at subsequent points in the lives of young adults. This is costly and unproductive, and measures should be taken to give children one good exposure to primary education which will carry them on to something greater or help make them become more productive members of the communities in which they reside.

1. Curriculum

The curriculum should be formulated and continually revised with the needs of primary school children in mind. Unless the quality of education improves parents will not send their children to school or will withdraw them once they discover that the curriculum is not suited to their needs.

The curriculum for primary school education is formulated by the Federal Curriculum Wing with the collaboration of the provincial curriculum bureaus and is then approved for use by all schools in the nation. The textbook boards in the provinces interpret the curriculum and prepare textbooks in the various areas. In essence, the textbook becomes the curriculum for the large majority of teachers who never see a curriculum guide and hence rely on the textbook as the main tool of teaching. The curriculum guides are overloaded with content which often times appear too early at various grade levels and is beyond the ability of teachers and students. The textbooks are often inappropriate due to the language used, which is sometimes complex, creating comprehension problems between knowledge and the learner. Little interaction between teacher and students takes place. There is little or no use of teaching aids leaving the voice and blackboard as the sole means of conveying the lesson.

Some children are required to attain some level of proficiency in as many as four languages: local language, Urdu, Arabic, and English. This creates pressure on the students and the teachers to complete academic requirements in view of an already overcrowded curriculum. Pressures are brought to bear on the students to develop language skills yet a well set plan has not been devised that will bring student exposure to the identification of sounds, letter combinations, words and phrases of the printed page in an orderly and scientific fashion. An approach to the teaching of reading and writing must be developed and teachers must become familiar with its use. A teacher must be carefully guided in effective language teaching methods, especially through the first 6-8 weeks of the initial reading process, leaving nothing to chance, if the basis skills are to be well-entrenched in the children's mind.

Content should be presented to students in such a way that it stimulates the thinking process. Students need to infer, hypothesize, predict, to internalize, and to apply information. Teachers will need to organize their content and present it to students in a meaningful way that will trigger lively discussions, questions and interaction, providing greater opportunity for insights and understanding and longer retention of knowledge learned.

The social studies curriculum lends itself to rote learning methodology by the teachers as it looks at the various political divisions of local and national government. Revisions should consider broader themes which cut across many of the social science disciplines, encouraging students to be critical thinkers and to apply knowledge learned.

In order to assist students to develop an appreciation of the world of work and to help them in career choice-making decisions, the curriculum designers built into the system a series of agro-technical activities. Whereas these activities would serve to fulfill these expectations and also teach students to do practical work, the teachers never pursued these activities stressing only the theoretical portion of the curriculum without any practical application. It seems important that this be reviewed in view of the large number of students expected to attend school and to leave at various critical points in the school cycle to face the world of work without any pr tical training.

The mathematics curriculum introduced the set theory in order that students might keep pace with the latest developments in the field of technology. The teachers never felt comfortable with the content and concepts, inservice training was not capable of assisting teachers to overcome the problem resulting in non-compliance with this aspect of the curriculum. The curriculum designers are presently redesigning the mathematics requirements which will replace the set theory with general and applied math.

The relevancy of curriculum for rural and urban areas and for males and females is always a lively issue. It is felt that the present curriculum is oriented toward urban needs and should be adapted to local needs. Some educators thought that special income generating activities should be initiated in primary schools to motivate enrollment and extend the school period stay-in of females. Others felt that extra curricular activities such as student associations, sports, debates, dramatics, and subject societies should be included in the curriculum for participation by women.

The curriculum requirements have been simplified to include emphasis on language skills development and numeracy in the first three grades. Whereas this should enhance the learning of language arts the transition from the third to fourth grade is of concern. Unless the curriculum has been adjusted in grades 4 and 5 the content gap might be difficult to bridge by some students. The Curriculum Bureau should be concerned for this problem so as not to impede the chances of success for the children who will need to face this challenge.

High dropout and repeater rates result from in and out of school variables. School inputs as well as out of school variables should be carefully studied to determine the cause of high wastage. Dropouts which soar after the first two grades of primary schooling could be signalling the lack of an adequate social and emotional climate provided by the teachers in the classroom hence turning off and discouraging a large portion of the students before they even begin the second stage of their primary education studies. The reading and writing expectancies could be out of reach for many children especially when taught without an adequate readiness period to read the printed page or having developed sufficiently to manage the demands of complicated writing skills. The overcrowded schools, the inability of the teachers to provide small group or individual attention to the students having similar learning difficulties, all contribute to the children losing interest and leaving school. The less than desirable physical facilities the dearth of instructional materials, the lack of appropriate classroom furniture, and the limited ability of the teacher to contribute effectively to the learning process is in large part the cause of the low level of efficiency in the primary school system.

2. Pedagogy

Teaching in the primary school consists in large part of lectures by the teacher with heavy reliance upon the textbook. Emphasis is largely on rote learning and memorization with little creativity and little or no utilization of visual materials. Teachers cannot be concerned due to large numbers about attending to the wide range of individual differences and therefore one treatment is given to all students. Pressures on the teacher to get through the prescribed content results in rapid coverage of the material without regard for thorough comprehension. This is reflective of a teacher-centered, restrictive teaching mode without student participation and interaction.

The preservice training of teachers is inadequate. In a short period of 39 weeks the required mastery of general and professional education cannot be achieved. Upon termination of the training program the teachers may be too young and lack the experience to be effective teachers. The teacher training program must be strengthened and ways sought to professionalize the teacher.

3. Inservice Training

Primary school teachers who have been exposed to such a short training period should be reinforced by a continuous inservice training program. Although each province has its own inservice training center, the staff, facilities and training funds are insufficient to meet training needs. Teachers are entitled to one inservice training experience every five years but due to the lack of funds the opportunity is not made available. The teacher continues to do the best possible, but the learning kit is not used, new teaching methods are not utilized nor is any progress made in other aspects of classroom teaching. Other resources must be found to provide inservice training for teachers on a yearly basis.

4. School Supervision

The present workload of the supervisory staff permits nothing more than a periodic visit to check out physical facilities, student and teacher attendance. Teachers with such limited training need supervision which will assist the improvement of the learning process. Supervision might be more effective if approached on the basis of providing a variety of quality support services to teachers. These support services would be in the form of monthly bulletins on educational innovations, copies of educational articles on language arts and other important topics, lists of community resources for use in social studies and other courses, free and inexpensive materials such as maps (tourist bureau), postcards, magazines, demonstration lessons, intervisitation to PEP schools, lectures, workshops, comparative education articles, opportunities for further study (correspondence courses), and other services which would begin to build the confidence and competencies of the teacher. Classroom observation are essential but supervision should be viewed in the broader sense.

5. Textbooks and Instructional Materials

The absence of enrichment materials in the primary school classroom causes the teacher to resort to teaching for factual recall. The teacher relies on the

textbook providing little or no opportunity for exposure by students to varying styles of expression and thought. Although a significant contribution is being made by the textbook boards in the provinces the quantity and quality of reading materials is greatly limited.

There appears to be a scarcity of reading materials in Urdu. Since this is the language of instruction, there should be a wide variety of books and instructional materials for use by students. Students will become avid readers only when there are enticing books and leisure time reading materials. Although texts are the main concern of textbook production units, some consideration must be given to the provision of a greater range of reading opportunities.

6. Evaluation of Pupil Progress

The examination system is characterized as not providing a valid measure of individual ability and achievement or predictor of future performance. Teachers as well as supervisors must become more proficient in the construction and administration of tests in order to assess the total growth and development of the individual student. Some of the District Education Officers expressed the need to have test construction and evaluation specialists as part of their staff for use by classroom teachers. It seems inappropriate to burden the already overworked supervisors with the task of examining all the fifth grade students under his/her jurisdiction within such a short period of time. Perhaps the teacher who is the closest to the pupil/learning situation could make a more precise judgment of pupil progress in observing the student perform in many different roles during the school day as well as over the academic year.

Female enrollment in primary schools is low and if it is to increase some deliberate action must be taken to promote it. Life histories, case studies, autobiographies of outstanding women in Pakistan, their achievements and contributions should be the main focus of the textbooks and instructional materials. (See also two accounts of school income generation schemes in Annex V.11.)

E. RECOMMENDATIONS

Primary education in Pakistan is going through a complete overhauling in response to expansion and qualitative improvement demands for the nation's children from all parts of the country. It is aimed at strengthening the first line of defense so that the present school age children and those who come after them will be functional citizens and will contribute to the social and economic growth of this great nation.

All over this nation there are a maze of experiments, innovative schemes, pilot studies and research projects taking place which are involved in the identification and solution of problems of the primary education system. It has been of great worth to study these in detail in order to arrive at some significant observations which may be best for the nation's children.

It is viewed that the great talent and expertise in the field of education has been identified and its excellence is of the highest calibre. The vigor for change demonstrated from the federal to the markaz level provides great hope and optimism for the preservation and renewal of the primary education school system.

The information and data collection journey for this report has been arduous, exciting, challenging, and at times overwhelming. The following recommendations are humbly presented on behalf of all the suggestions provided by the professional personnel visited and interviewed at the Federal and Provincial levels.

1. General Recommendations

- The rapid pace at which primary school education will need to be pursued to meet the established quantitative targets might delay qualitative expansion for quite some time. It might therefore be wise to consolidate with the aim of raising the present performance of the primary system to a desirable quality level and then proceed onward toward a more gradual but steady course of expansion with quality.

- There appears to be a feeling of despair about primary education in the nation and perhaps even a lack of confidence relative to the educational network's ability to lift primary education to a higher level of performance. Accomplishments should be highlighted and there are many which are taking place in each of the provinces. Less favorable factors related to the performance of the primary educational system should be candidly reported but handled in such a way so that teachers, supervisors, the consumers and parents will not lose but gain confidence in primary school education, will send their children to school, and staunchly support its existence.

- Pakistan is a huge nation with all kinds of schools and learning situations filling the educational landscape. It is a fertile laboratory for educational research. Yet, very little action research relative to innovation in classrooms with children has emerged and if commenced might reflect itself in better teaching strategies as well as increased achievement gains by children. Colleges of Education and the Primary Teacher training colleges should direct their research toward teaching strategies for single teacher and multi-graded schools.

- There are many excellent research studies, experimental reports, theses (Masters and PhD), articles, reviews and countless other publications in the field of primary education being written by professional educators which should be made available to educational personnel. A clearinghouse for the collection, listing and dissemination of such publications should be established and educational officials at various levels should be included on the mailing list so that these excellent materials may be available for reading by teachers.

2. Preschool Education

- Children from disadvantaged homes make great strides when they have the opportunity to engage in a variety of experiences which can later be

directed toward the reading and writing processes. Some of this could be done at home, but due to the impoverished state of rural families, it is not accomplished. In these cases, the school setting must then provide the readiness stage for entering into the reading and writing of languages. The large numbers of preschool children now in schools should have a well designed program.

- The private sector is fully engaged in the provision of day care, nursery and kindergarten education, as well as schooling in other levels of education. The Ministry of Education should have a small body of experts with an appropriate staff at these various educational levels to provide encouragement, guidance, and technical assistance for these potential sponsors. If the private sector is to share the primary education expansion burden, especially in rural areas, they should be granted encouragement, cooperation, and assistance for an expansion of their efforts.

- The government should assist in every way possible the increased participation of the private sector in the provision of educational opportunities for rural females. It should at the same time work out an agreement of 15 to 20 free places to be reserved for girls in their schools to be matched by the same number on the part of the government.

3. Primary School Education

- Curriculum should be designed to keep pace with the social and economic needs of the rural and urban populations. A compromise between general education and related, purposeful, practical activities should be provided which will improve the capacity of students to find places in the local workplace.

- Textbooks should strive through suggested activities to encourage observation, exploration, discovery, application, experimentation, critical thinking and creative expression.

- A strong movement should be initiated relative to greater active participation by teachers, students, parents and the community at large in the curriculum, textbooks, and other educational affairs of the school.

- Provisions for some kind of non-formal or formal training should be planned for rural learners at potential exit points in the primary school system.

- Free textbooks and other required school supplies should be provided to poor children. Some additional financial assistance should be considered for uniforms as well as a matching lunch contribution to encourage school attendance and improved nutrition. (The Ministry has considered free textbooks for all children but the financial resources have not been available.)

- A library should be provided to increase the love of reading among school youth.

- Income generating activities as a part of the curriculum have experienced positive results. A needs assessment should be undertaken which would provide information relative to new kinds of small industries to benefit the students and the village community.

- In order to provide more female teachers, a campaign should be initiated to use upper primary and middle school females as class monitors. If female students were given this opportunity to be assistants to teachers, it might ignite a love for teaching, encouraging at least some of them to choose teaching as a profession.

- The majority of children speak a local language in their homes but must confront Urdu as the medium of instruction in the first grade. The reading and writing aspects of Urdu should be carefully guided by teacher training in Urdu as a second language.

- Appropriate school buildings, classrooms with light and ventilation, and furniture are vital if quality education is to be attained. The deplorable conditions in some schools must be given immediate attention.

- There is little official control of the school calendar. Provincial officials are free to formulate a school calendar to meet the needs of diverse school populations. An assessment should be made in each province to determine which activities impede school attendance.

- The number of obligatory school days is "fixed" at 212 per academic year. Strict adherence to this time period should be enforced.

- The one and two teacher schools are essential at this point in time to accommodate present enrollment. These schools should be replaced with five teacher schools where possible.

- The pupil evaluation system emphasizes the recalling of factual information. This encourages the use of the rote memorization mode of teaching and learning. The exams should be modified to stress comprehension.

- Students with learning problems, especially in the case of reading, might be obsessed with a physical defect, sight loss, hearing impairment, emotional disturbance or another similar problem. Primary teachers should be taught to administer a simple eye test via the use of an eye chart and in using other identification techniques. Referral to specialists would follow.

- One of the important functions of a school is to study its surrounding environment. This should lead to the establishment of a science corner where rocks, plant leaves, and other science related materials of the immediate environment are displayed for more indepth study. The school should implement these activities.

- The maintenance and repair of school facilities is practically non-existent. It must be provided.

- Counselling and advisement is essential to young school children and even more so with middle school youth. Teachers should be trained in this function.

- Pakistani officials should consider moving first grade to age six when development is more attuned to difficult tasks.

4. The PEDEP Project

- The PEDEP schools have made a contribution to the physical expansion and qualitative improvement of primary education. Greater efforts should be made by provinces to bring mainstream officials into the planning and implementation phases of the project.

- The supervisory staff at the district and lower levels should establish intervisitation schemes for teachers under their jurisdiction to visit PEDEP schools for the acquisition of better teaching practices.

- The PEDEP learning coordinator idea should be expanded to the other areas not covered.

5. Mosque Schools

- The mosque schools are an integral part of the primary school system and will continue to increase in numbers. Imams teach religious studies and need pedagogical training. The teacher who has been trained in a secular setting must be oriented on how to adapt to a religious setting.

- Appropriate supervision must be given to this new primary education scheme and it should not be left to chance.

- New mosque schools should not be opened unless appropriate space and shelter can be provided.

6. Mohallah Schools

- It is suggested that mohallah schools be supervised and generally be accorded financial help.

7. Teacher Education

- The teacher training colleges must be provided with equipment, libraries, and an adequate library budget.

- The Colleges of Education in the university should expand their mission to include the provision of leadership and technical assistance to upgrading the primary teacher training colleges.

- In cases where the teacher training college faculty members have not had teaching experience in a primary school, they should be given a semester's leave to obtain this experience in a village school.

- The Ministry of Education should collaborate with the colleges of education in the development of an institutional evaluation scheme which would set standards for certificate granting institutions.

- Laboratory schools at each teacher's college for research, development, and to provide observation experiences for students in conjunction with their methodology courses would be furnished where they are not now available.

- Master teachers from (these) village schools should be selected and trained to guide the practical component.

- The laboratory schools should be provided with good facilities, a good staff and essential instructional materials to become model schools to assist the training, not only of the teacher college students, but also the teachers in surrounding areas on special reading projects, use of learning kits and other similar projects.

- The teacher training colleges should establish supervision and school administration preservice courses.

- Graduates from the present teacher colleges system should be subjected to a comprehensive general education exam. If an unacceptable score of less than 30 results, a determined amount of retraining should be set before selection procedures are again applied.

8. Primary School Teachers

- The professional attitude of teachers is not conducive to the building of a strong and effective primary education system. There is a need to build their image as key builders of the nation's youth and the principal force in inculcating in youth, loyalty and love of country. Recognition of the teacher's work should receive special attention at federal, provincial and district levels down to the Tehsil level. "Teacher of the Year," "Humanitarian of the Year," and other awards should be given on an annual basis to spur teacher dedication.

- Universities should grant admission to PTC and CT holders with grade level deficiencies. These deficiencies could be integrated into a series of courses which would place these teachers at admission levels as soon as possible.

- Allama Iqbal Open University should study the PTC admission problem and prepare a series of courses to eliminate PTC and CT deficiencies through distance education.

- The salaries for teachers are low; they must be upgraded.

- There are trained, untrained, experienced and inexperienced teachers, all of whom need inservice training. The demand exceeds the budget and capacity for such training. A fleet of mobile instructional classrooms should be purchased with the aim of systematically dispensing this training in the localities where the trainees reside.

- Incentives should be offered to teachers who are regular in their school attendance.

- Many students pass through the teacher training colleges. Each college has a large alumni group. The colleges should continuously follow up these graduates, have frequent reunions, and plan activities to inculcate pride and joy in being a teacher.

- The Ministry of Education should lead the way in the development of a monthly primary school education journal which would have articles on classroom teaching written by teachers. It should be distributed to all government school teachers. The government should furnish one to each school.

9. Female Education

- Open doors should be provided for females to become trained and educated. Residential facilities should be constructed and made available to a cluster of village health, social welfare, and education professionals.

10. Supervision of Instruction

- The number of supervisors should be increased so they have no more than 30 schools each.

- Sufficient transportation must be provided.

- Leadership at the school level is essential. Headmasters/mistresses must be taught management and supervision techniques.

- The center school concept is a partial solution to the lack of full time elementary school principals. It is recommended only as a substitute until administrators can be trained.

- The District Education Office should have psychological, guidance and counseling, reading, testing and measurement, diagnostic and evaluation specialists for assignments to primary and middle schools on an appointment basis. These referral resources are vital to teachers who must assume the role of teacher, nurse, doctor and even parents.

Primary and middle school education in Pakistan, considering the many physical and budgetary constraints it suffers, has many strong points: dedicated teachers, children trying to learn, federal and provincial efforts to strengthen the program. Improvements can be made, of course, and should be. Quality education, as well as quantity of students, must be major concerns for the future. With more funding and some changes in teacher training, curriculum, more and better facilities, and adequate supervision, the nation's goals can be realized.

2221H

CHAPTER VI.

NON-FORMAL EDUCATION IN PAKISTAN

A new national policy for the promotion of literacy was announced in 1981. This was followed by the release of the Sixth Five Year Plan in 1983 which gave high priority to literacy training and spelled out the national literacy plan for meeting specific targets. The President further bolstered the new prominence with the promulgation of his well known "Ten Points on the Promotion of Literacy" in 1983. The Prime Minister reiterated this federal commitment with his Five Points speech on December 31, 1985, in which he stated a goal of 50% literacy in the country by 1990. These bold plans were to be brought to fruition with large infusions of federal money into the national literacy program.

The goals of the current Five Year Plan originally called for making 40 million individuals of the 10-24 age group literate by 1988. It was soon realized, however, that this plan was too ambitious to be accomplished and the goal was therefore spread out over two phases: Phase I, 1983-88, during which 15 million persons were to be made literate, and Phase II, 1988-93, when the remaining 25 million were to be covered.

Non-formal education, in the present assessment, concentrated on the provision of opportunities to learn to read, write, and do some mathematics. It also, however, examined those programs that teach some problem solving, home and family, and employment skills since those programs in Pakistan have generally imparted some degree of literacy with those skills.

The general analyses of documents and interviews with government and non-government organization officials quickly demonstrated that the many programs differ widely in their approaches, scopes and results in non-formal activities. The task was therefore modified to one of obtaining the basic information about the major and some representative smaller ones so that future examinations would have a reasonable base from which to work. Those contained herein do not complete the list; further research will be required to produce a catalog of those activities.

A. THE PROBLEM AND ITS IMPLICATIONS

Pakistan faces a monumental educational challenge at this juncture in its history. According to the 1981 Census of Pakistan, the ability to read and write is enjoyed by only 26.2% of the population. At this rate, Pakistan ranks below all of its Asian neighbors, as reflected in Table VI.1.

Table VI.1: Literacy Rates in Selected Asian Countries

COUNTRY	MALE	FEMALE	BOTH
Japan	99.5 %	99.5 %	99.5 %
Singapore	93.4	88.7	92.0
Philippines	90.0	87.5	89.0
Thailand	92.2	79.6	86.0
Sri Lanka	86.0	68.5	78.0
Malaysia	82.3	61.9	72.0
Burma	80.5	56.3	60.7
Indonesia	77.0	57.5	67.0
Iran	64.6	28.4	47.0
India	51.3	28.4	40.3
Pakistan	35.1	16.0	26.2

Source: Pakistan & Gulf Economist, April 20-26, 1985.

The tenacity of this illiteracy problem is highlighted in that the literacy level has climbed only from 16.4% to 26.2% in thirty years. In addition to being pervasive, illiteracy is also distributed unequally among the different areas of the country and segments of the population. The 17.33% rural rate shown in Table VI. 2 clearly shows that rural illiteracy is more serious than urban. There is also wide disparity across the provinces, ranging from a high of 31.45% in Sind to a low of 10.32% in Baluchistan.

Table VI. 2 also reveals the extent to which females are disproportionately illiterate. Only in the urban areas of Punjab, Sind, and Islamabad (56.67%) does female literacy rise to any significant level. Illiteracy is greater among rural females. In rural Baluchistan, literacy is estimated at less than 2%.

Table VI.2: Literacy Rates in Pakistan by Rural/Urban, and Sex

	NWFP	Punjab	Sind	Baluchistan	Pakistan
Males					
Urban	46.96	55.63	57.77	42.42	55.32
Rural	21.73	29.56	24.54	9.82	26.24
Females					
Urban	21.88	36.72	42.23	18.54	37.27
Rural	3.82	9.38	5.21	1.75	7.33
Both Sexes	16.70	27.42	31.45	10.32	26.27

Source: 1981 Census of Pakistan

Reducing illiteracy is difficult with Pakistan's stated population growth rate of 3%. At this rate, about two million children requiring education are added to the population every year. (See Table I.2 for the age 5-14 cohorts.) While the ranks of these new arrivals will be reduced as a result of Pakistan's infant mortality rate (estimated at 124/1,000 in 1984), the task of providing basic education to even a major portion of them is likely to overwhelm all available resources. Clearly, any reduction in the country's population growth rate will have an immediate payoff in improving the chances of making headway in reducing illiteracy.

Basic education is associated with delay of marriage and birth of the first child, as well as smaller overall family size. Participation in learning, whether in the form of primary schooling or literacy instruction, appears to elicit a sense of control that fosters planning of both the number and spacing of children. It is reasonable to conclude that engaging girls in almost any productive educational activity will yield commensurate benefits in a lower population growth rate.

Literacy is involved in the solution of several other problems which impact heavily on females. One of the crucial determinants of child survival, documented in over 24 studies in 15 countries, is the mother's level of education. For example, in Pakistan and Indonesia, the children of mothers who have had four years of schooling were found to have a 50% lower infant mortality rate than the children of illiterate mothers. It is the mother's level of education that allows her to avail herself of information about the schedules of child immunizations, the advantages of breast feeding, the importance of selecting the most nutritious foods and cooking them properly, the dangers of drinking contaminated water and handling food in an unhygienic manner.

Contrary to what might be expected, raising the child survival rate by educating the mother does <u>not</u> lead to a higher population growth. In countries such as China, Sri Lanka, the Republic of Korea, Taiwan, and the Indian state of Kerala, where almost 100% of the girls are enrolled in school, the birth rates are among the lowest in the world. Pakistan clearly can find commonalities with the experience of these countries.

Illiteracy and lack of skills deny meaningful employment and income generation opportunities to both males and females. But, invariably, it is females who are the most disadvantaged. Although males are also constrained by low levels of education, alternative avenues for acquiring marketable skills exist. Females are beginning to secure employment in many sectors of the economy but general access is still severely restricted by the lack of education.

B. THE RATIONALE FOR NON-FORMAL EDUCATION

Some special advantages of non-formal education make it well suited to certain aspects of the educational crisis in Pakistan. These include the difficulties of delivering education to problem populations, the prohibitive cost of immediately equipping all schools for their tasks, and the need for education that is responsive to the employment and market realities in the larger society.

Perhaps the most obvious problem population in Pakistan is the large and growing numbers of young people between the ages of 5 and 13 years who never entered

primary school or dropped out. With an estimated participation rate of 50% in primary schools, the size of this out-of-school population is about six million. Many of these youths eventually migrate to the cities in search of work or further education. They often join the ranks of the unemployed or under-employed, representing a potential source of social unrest.

The needs of out-of-school youth involve special considerations which the formal school system, already overcrowded, is ill-equipped to handle. Dropouts and those having never attended school can be salvaged for the formal system, if they can be enrolled or re-enrolled in an effective program. However, this requires a uniquely designed program, since few will return to primary schools. The "drop in" schools, which compress 3 to 5 years of primary school into a one or two year program, have been tried in only a few places and have had success with limited numbers. This leaves a sizeable population of youth for whom formal education is unattainable. For these individuals, non-formal education may be the only means of raising their educational level.

Non-formal education also has the potential to be less costly than an equivalent formal program. In many countries, non-formal education often draws on the services of volunteers, many of whom are committed to the cause. Non-formal education usually has a small administrative structure, thus maximizing resources. It can, and ideally does, take advantage of existing resources such as holding classes in school buildings after hours or in private homes. Finally, non-formal education can benefit from economy of scale, especially with the use of mass electronic media or other "learning packages," wherever electricity, and radios or television permit wide dissemination.

Citing all the potential advantages of deploying non-formal education in Pakistan, of course, does not imply that it has no disadvantages. Non-formally organized education is susceptible to some of the same inadequacies that beset formal schools, along with some that are peculiar to non-formal education itself. These programs do run aground at times because they are based on faulty assumptions, or are poorly designed or executed. In addition, non-formal education has the inherent problem of requiring the constant provision of followup activities in order to sustain functional literacy.

C. LITERACY PROGRAMS IN PAKISTAN

The history of mass literacy campaigns in Pakistan is discouraging since none has yet distinguished itself with any great degree of success. The Village Aid Program of the 1960s consumed a large quantity of resources on a campaign that raised the national literacy rate minimally. The various small campaigns had low government support. Little emphasis was placed on literacy training in any of the early five year plans, and few resources were committed to implement a national program.

1. Literacy and Mass Education Commission (LAMEC)

LAMEC was envisioned by its planners as both an implementation agency for its own literacy programs and a provider of support and coordination for others. To perform these functions on a national scale, LAMEC offices were established in the capital of each province and Azad Jammu Kashmir, staffed by a resident director and a field officer. Below these provincial level officers lies a hierarchy of administrative, supervisory, and training personnel.

Since its inception, LAMEC has never been given the resources to implement a full literacy campaign in the entire country. Instead, its operation has been bifurcated into what has become known as the National Program and the Selected Districts Program. LAMEC has full control of the Selected Districts and a full formation of field staff has been appointed in each of the nine districts. The staffing in the National Program is an altogether different matter. No such staff has been planned for the remaining 73 districts. The supervisory functions are assumed by part-time district literacy organizers (DLOs) who are drawn from the ranks of the local school inspectorate, assisted by part-time supervisors at the community level. LAMEC's capacity to monitor expenditures and performance in the National Program is thus severely limited.

In reviewing its 1985-1986 problems, LAMEC noted that: "The part time DLOs in non selected districts are now being replaced by whole-time DPMs. They will have a similar organization pattern as in the Selected Districts."

The LAMEC campaign is based on the assumption that little demand for literacy exists in the rural areas and that rural residents must be motivated to enroll. For this purpose, jingles extolling the virtues of literacy are aired over the radio. Officials believe that only through such a motivational campaign can literacy be "sold."

The fiscal year for GOP programs ended on June 30, after the assessment team had completed its field work. Early in July, LAMEC was able to summarize its 1985-1986 accomplishments as follows: "LAMEC has been able to achieve the targets set for the year...in the context of available resources of Rs 60 million. Against 14,000 centres, LAMEC was able to establish 15,000. Of these, five thousand centres have completed their six months course up to May 1986 and made more than 60,000 persons literate."

The MOE noted that: "LAMEC has prepared a nation wide literacy programme to achieve the target of 50 percent literacy by 1990 as declared by the Prime Minister on December 31, 1985. LAMEC plans to establish about 100,000 centres in all districts and agencies of the country to make 13.5 million people literate by 1990.

a. LAMEC National Program

Great reliance is being placed in the National Program on the literacy efforts of other organizations, both governmental and private. These institutions include provincial departments such as Social Welfare, Women's Division, Local Government, and Education; and private entities such as All Pakistan Women's Association, Adult Basic Education Society, and several Muslim societies. In this situation, the LAMEC provincial headquarters may operate the program in collaboration with the organizations, supply the primers, pay the instructor salaries, and test the students.

The stated LAMEC learning/teaching modality consists of face-to-face instruction for two hours, six days a week over a 5-6 month period. This translates into a maximum of 288 hours of total exposure. The size of the classes is 20-25 students. Local school teachers and other members of a community are recruited as instructors. These are paid, according to LAMEC, an honorarium of Rs 250 per month, but the instructors for the collaborating institutions in the survey received Rs 200.

In the early period of the National Literacy Plan, LAMEC made extensive use of the literacy primer "Naya Din," prepared by the Adult Basic Education Society. Later, primers developed by the Punjab Adult Education Directorate were adopted and still serve as the official LAMEC texts. New primers prepared by LAMEC staff members are currently being printed and are slated to be distributed in the near future.

The progress in implementing the national literacy campaign to date has been lower than expected. A number of problems have surfaced after only a few years of operation -- some endemic to mass literacy campaigns run by centralized authorities and others related directly to problems in LAMEC's organization, accountability, financing, training and followup. Taken in their totality, these problems cast serious doubt on LAMEC's capacity to implement the National Literacy Plan in the stipulated time, especially if resources are not increased.

The target of 7,000 centres in the National Program has since been scaled back to 5,000. As of March 1, 1986, 10,991 centres had been opened out of the lowered target of 14,000 nationwide, of which 3,399 are centres in the National Program. The LAMEC statement on the previous page updated these numbers to 15,000 opened and 5,000 completing a cycle.

A serious situation existed in the National Program. The responsibility for implementing and supervising the literacy effort rested with part-time District Literacy Organizers (DLOs). These individuals were not exclustive employees of LAMEC. The LAMEC plan to hire full time DPMs instead of the part-time DLOs should substantially strengthen the overall management.

b. Selected District Programs

Delays in the approval of the various phases of the literacy plan have continually plagued LAMEC. The proposed Two Year Plan of 1984-86 was approved only in September 1985, forcing the original plan to be redesignated as the Two Year 1986-88 Literacy Plan. To avoid the prospect of having to meet the five year targets in only two years, LAMEC proposed a new supplementary scheme to expand the Selected Districts Program from 9 to 17 and thereby reach the planned targets on time. This would result in 24.5 million people being literate out of a total projected population of 69.54 million persons aged 10+ by 1988, a virtual doubling of the literate population. An additional 12.4 million people would need to be made literate to have 36.9 million literates out of a total projected population of 73.9 million by 1990 - the Prime Minister's 50% literacy rate. Supplementing the information, LAMEC declared: "The present literacy programme aims at making 13 million people literate out of 50 million illiterates. The clientele is so large that in the immediate programme, it will have enough enrollment anywhere in the country."

Undaunted by the delay, LAMEC has forged ahead vigorously to put the first phase plan into action. In all the selected districts, the full formation of administrative, supervisory, training, and accounting staff has been

appointed. Many of these staff members have been in place since August 1985, even before approval of the PC-1. They quickly began establishing literacy centres, and the first cycle of classes was launched in many centres at that time.

The original target of 2,000 centres per selected district was reduced to 1,000, making 9,000 in total. As of March 1985, 7,482 were operating in the Selected Districts. The cause of this shortfall may be a combination of less money being released to LAMEC than allocated and some difficulty in attracting participants to enroll in some areas. Also, there is the problem of seasonal migration of many residents in parts of Baluchistan during the winter months, which apparently makes it difficult for the LAMEC program in Quetta District to operate two cycles a year.

Supervision in the Selected Districts is quite solidly organized. Here the full complement of supervisory personnel is available to make field visits and appears to be doing so. The district field officer and, to a lesser extent, the district project manager in one model district that was studied follow a visitation schedule three days a week and make four or five visits to each of two tehsils per month. The assistant field officers follow a four-day field schedule to visit 16 to 20 centres a month. The part time senior supervisors visit at least one centre a day.

One constraint appears to be access to transportation. In one district, one van and driver were available for the use of the officers plus three motorcycles. Two senior supervisors have their own motorcycles which they use for project duties. The demands of supervising 1,000 centres put considerable strain on these few vehicles. Travel allowance and a daily allowance of Rs 40-65 per day are given to compensate the cost of making field visits. But the part time supervisors get no assistance and must arrange their own transport. One problem that has been particularly difficult to overcome is the lack of public transportation at night when most of the male literacy classes are held.

The Commission moved forward in its plans for post literacy maintenance work. It reported in July that: "For its post literacy programme, LAMEC is in the process of printing 35 booklets on various topics of interest to the neo-literates. These booklets are being distributed:

- To the neo-literates individually.
- Being supplied to the village reading rooms which are being established in the 9 Selected Districts. So far, 150 village reading rooms have been established.
- Through box libraries which are being established by the Asia Foundation."

These are valuable additions to the program for literacy and should not only assist the neo-literates in the non-formal efforts, but should be of great utility to the children in primary schools who currently find little to read in their villages and, thus, many regress toward illiteracy.

Many of LAMEC's current problems might be overcome if greater attention were given to the training of its own personnel. To its credit, LAMEC staff includes many competent administrators and supervisors who are committed to their work. However, few of these individuals have had any direct experience in the field of literacy. Those with preparation in teaching were from primary and secondary education.

c. LAMEC Testing and Literacy

The LAMEC definition of literacy -- reading a passage and writing a letter -- is standard. The students were reported, however, to usually read from the primer, generally quite well memorized, and questions were asked. They are sometimes written from dictation. The field reports from staff and students appeared to show a lessening of the LAMEC testing requirements.

The time frame for the literacy course, 288 hours if a student is present at every session, is less than the time stated by the Experimental World Literacy program (300 to 500 hours depending upon previous preparation). The literacy teachers in the case study survey all complained that six months was too short, that the participants were only beginning to grasp the fundamentals in that time. The non-LAMEC programs in the survey all run from 9 to 18 months. (The Chapter VI Annex in Part IV and the case study report, Part III, provide further information.)

In April 1986, LAMEC reported that as of March 1986, 25,063 people had been made literate in the two programs, 23,902 from its Selected Districts program, leaving only 1,161 from the National Program. An additional number, 3,202, were listed for those studying with individual, volunteer teachers. No numbers were cited for the cooperating institutions; data from the team interviews would account for at least 20,000.

LAMEC reported on July 15 the following progress of its National Literacy Programme as of the end of May 1986:

> "First Cycle: centres opened, 14,723; centres closed, 327; centres completed, 5,125; persons graduated, 62,231; persons still learning, 184,121.
>
> Second Cycle: centres opened, 561; participants, 11,487.

In a nutshell, 257,839 participants have taken part in the literacy programme out of which 62,231 participants have already graduated."

Although it has no experience in formal education, LAMEC has recently proposed that it conduct drop in schools (accelerated primary classes) for out-of-school youth. LAMEC characterized its drop in schools programme as: "The drop in schools project is an innovative programme in the non-formal sector of education for young children of age 10-14. The purpose is to complete, in a non-formal way, primary education in two years to make such children eligible for formal education. The drop in schools programme is being launched in 9 Selected Districts where LAMEC has already established a dependable field organization."

d. Proposed LAMEC Incentive Programs

Attendance figures serve as the basis for substantial cash transfers from LAMEC/Islamabad to the field offices to pay teacher honoraria and the travel expenses of field supervisors. The potential for inflating data seems to be the reason behind the delay in the approval of the PC-1 in 1985 and the slow release of program funds since then. Planning and Development and Finance Ministry officials are currently, with LAMEC, reviewing the efficacy of the incentive system in their deliberations on LAMEC's new PC-1.

LAMEC proposed a modified system that would enable prospective literacy teachers to receive cash payments of Rs 1,000 for each person they make literate. This proposal met with skepticism from some federal and field officials who felt that such a system would invite abuse. They pointed out that at least Rs 13 billion would have to be allocated to make 13 million persons literate by 1990. The proposal has recently been rejected by Planning and Development officials.

In its place, LAMEC has proposed a result-oriented plan that adopts some of the features of the first plan but with more built-in conditions. This plan calls for literacy teachers to continue to receive their current Rs 250 per month honorarium as a base salary. In addition, a teacher would receive a bonus of Rs 200 for every person made literate by the end of training. The bonus would not apply to the first ten students made literate. For any number over 20 and up to 30, a bonus of Rs 500 per person would be given. Additional conditions would need to be met. The learner would have to be enrolled in the class from the beginning and be present throughout. This would be ascertained both by supervisor records and from a visit by the DPM after three months. Secondly, persons under 10 years of age would not count toward the bonus that applies to the twenty-first person and above. Thirdly, the DPM would need to be present at the time of testing to certify the results. The examinee would not be permitted to take a repeat test for the bonus to apply.

LAMEC officials believe that such a plan contains sufficient safeguards to minimize abuse. They concede that the plan could be potentially costly, but feel that the difficulty of meeting the conditions will probably hold costs down. The total cost of the bonus plan if up to 30 students are made literate could reach Rs 7,000 per centre per cycle. If the standard honorarium costs are factored in, the total cost comes to Rs 8,500.

e. Councils to Monitor LAMEC Operations

Federal officials have anticipated some of the accountability problems and attempted to minimize the consequences by adding a parallel advisory structure. The National Coordination Council for Literacy and Mass Education was created in 1983 to formulate policies and monitor the Commission's implementation. While the Commission is concerned directly with only the Selected Districts Program, the National Council's purview includes both programs. The National Council is composed of the federal and provincial education officials, the Secretary of the Ministry of Education, representatives of Planning and Development, Finance, Local Government, and Women's Division Ministries, the Vice-Chancellor of Allama Iqbal Open

University, and the Chairman of the Literacy and Mass Education Commission. The key figure would appear to be the Secretary of the Ministry of Education, who sits on both the National Council and the Commission.

Similarly, Literacy and Mass Education Councils have been set up in the four provinces during 1985 and 1986. The provincial councils are charged with the comparable responsibility of overseeing the provincial operations of LAMEC. Included in the membership of the provincial councils are the provincial Minister of Education, who acts as the chair, the provincial Secretaries of Education, Finance, Local Government, Planning and Development and Social Welfare Departments, and the Resident Director, who serves as its Secretary. It is too early to tell whether the provincial councils will function effectively as watchdogs over the programs. Experience to date suggests that the Councils have not yet become particularly active in this regard. The Punjab Provincial Council, for example, was convened for the first time in April 1986 -- one month before this report was written.

A second organizational development is LAMEC's directive to set up district literacy committees as advisory bodies to the model district programs. It is intended to extend this advisory role further down with the creation of literacy sub-committees in the union councils. The latter would be presided over by the chairman of the union council and would include the local Imam and two other respected persons. If these committees function well, they may give LAMEC a grassroots supervisory presence that it has lacked up to now. Thus far only the Sind Province LAMEC has pushed ahead vigorously in creating the district literacy committees and the union council literacy sub-committees.

Supervision originates at the lowest level of the hierarchy - the Local Supervisors. Because these individuals are recruited from the communities in which the literacy centres have been established, they are known personally to those who serve as the teachers. This, together with their part-time status and meager compensation, may have a tendency to weaken their authority and affect the reliability of their reports.

Supervision at the next level, the Senior Supervisor, is considered to be more reliable. Individuals at this level supervise 15-20 part-time local supervisors, giving them a certain degree of detachment from community dynamics. Local supervisors' commitment to the national literacy effort may be enhanced by improving their training and negotiating a system for community accountability of the literacy program. Literacy subcommittees at the union council level composed of elders from the villages might strengthen the position of the local supervisor.

Decisions as to how new literates are to be tested have, until very recently, been left to the discretion of the resident directors. This has resulted in a lack of uniformity in testing procedures from province to province. LAMEC headquarters realizes this and has recently issued a directive that literacy should be tested through both written and oral means.

2. All Pakistan Women's Association (APWA)

The oldest continuously operating literacy program in the nation is that run by APWA. Beginning almost immediately after independence, it has provided literacy training for perhaps 100,000 girls and women. Most of that program during the first 25 years was a part of the Association's general uplift for girls, taking them far enough fast enough to enable them to enroll in APWA's colleges or upper skills program, and that is still a major aim.

The effort was severely hampered with the nationalization of most of its institutions, not all of which have been returned. The loss also discouraged many members, bringing about reductions in contributions and volunteers. A partial solution has been collaboration with other programs for continuing uplift of women: the provincial departments of social welfare, municipal corporations and local governments, factories, businesses, LAMEC, and Muslim societies.

The APWA literacy work begins with 2 to 4 hour sessions per day, depending on the setting. Classes are kept small, possible through a combination of paid and volunteer staff. The LAMEC primer, plus a commercial arithmetic book are used during the first few months. When the students have mastered these, they move, on an individualized basis, into higher level government and commercial books. Enrollment varies from 9 to 18 months, depending upon how much schooling, if any, they have had before. Most speak a language other than Urdu, and require a longer period to master the materials. APWA expects the women to perform at a fifth grade level and reports that, with time, they all do.

The APWA staff and volunteers have years of experience and that furnishes solid training for new instructors and volunteers, not only before they begin but with frequent assistance all through the classes. In some programs, LAMEC furnishes its primer, some other supplies, and pays the instructors Rs 200/month for two daily sessions. (Some in the survey had not been paid for 3-5 months.) Other organizations, when they can, help pay the salary; in others, it is paid by APWA. All other materials, supplies, the site, supervision, and orientation for the women is provided by APWA. In the APWA-Social Welfare collaboration, much of the guidance is given by the professionals in the department.

APWA currently has just over 5,000 girls and women enrolled in the literacy part of their programs, an increase over last year. Renewed and new participation by women in the Association is increasing and, as it grows, so will the programs of this private, non-profit organization.

3. Adult Basic Education Society (ABES)

The Adult Basic Education Society is a non-governmental organization that operates a small literacy and adult education program. The ABES literacy program in 110 literacy centres serves about 2,000 students per cycle in the Gujranwala area of the Punjab. This number represents the maximum effective scale that is possible given the face-to-face teaching and its capacity to supervise the centres properly. ABES opens centres only when community leaders request them. A committee must be formed to obtain teachers and a meeting place, and to resolve problems that may arise.

Centres are organized according to a "circle" of six villages clustered so they will be easy to supervise. The circle consists of a mix of villages that are located in familiar areas as well as those that are new. The present program is managed by a central staff of four persons and eight local supervisors. The local supervisors monitor twelve centres instead of six due to some villages having as many as three teachers. The close contact between supervisors and centres is an important part of the system.

Teachers in the ABES program are drawn from the local primary teachers, shopkeepers, or other persons with some education. They are trained through a short initial course followed by monthly refresher sessions. Training consists of the specific method for teaching with the primer and to use the teaching aids of flip charts, flashcards, and the blackboard. The teaching method follows the principle of easy to difficult, the known to the unknown, and self-felt needs to observed needs.

In addition to the primer, 150 other simple, topical booklets on useful subjects have been developed to provide followup material. In the health area, for example, these cover such topics as child health, pre-natal care, principles of nutrition, various diseases, and first aid. Other topics include vegetable growing, finding jobs, dowry, the danger of going into debt, and good farming techniques. A periodic newsletter is published to share news among the information literates. Learners must purchase their own books.

Since its first pilot project in 1963, ABES has increased the number of participants in its program from 285 to the present 2,000 per cycle. It reports a lowering of the drop-out rate from 80% to a low of 7% for the face-to-face program. Since 1978, when comprehension tests were begun, ABES reports the pass rate (from its own testing) in a range of 75 to 90%. In a 1978 internal literacy retention study, a sample of 537 women and 477 men who had participated in the 1975-76 literacy program was interviewed and tested. Sixty-four percent of the subjects still had a fair to good reading ability. Fifty percent said they made use of their writing skills for letters and keeping accounts. Ninety-two percent felt that they had derived some advantage from their literacy.

Some years ago, ABES cooperated with the Pakistan Television Corporation in a mass literacy program in which television served as one of the the vehicles of instruction. The program consisted of 156 half hour televised literacy lessons produced by Pakistan Television Corporation, broadcast between 1975 and 1983. Learners saw the telecast lessons in organized groups in 137 Community Viewing Centres throughout the country where 15,784 individuals watched the program. Instructors worked with the groups before and after the telecast.

An internal evaluation of the first pilot reported that the technique could, with a good field component, teach literacy to a mass audience. On a post test of reading, writing, arithmetic, and comprehension of concepts, 95.6% of those taking the test passed where pass was defined as a score of 50% or more. This was accomplished with a reported drop-out rate of 13.6%. The literacy facilitators were trained in techniques of group learning. The teachers spent the second half of the learning session repeating elements of the televised lesson, assisting students in practicing their skills and answering questions. Per-student costs of the televised series were estimated at Rs 144.12 ($14.41) in 1977 (Rs 230.59 at the May 1986 rate).

The program was terminated in 1983 due to commercial competition for air time and because of difficulty in raising enough revenue to keep the program on the air. Attempts to revive the program have not been successful and probably will have to await the advent of the proposed educational television channel in 1987.

4. Basic Functional Education Programme (BFEP)

The BFEP was an outgrowth of a former, experimental program, the Functional Education Project for Rural Areas (FEPRA), which operated from 1982 through 1985. The present operation began in July 1985. The experimental program was undertaken by the Allama Iqbal Open University to develop and field test an effective instructional package and outreach system for delivering appropriate education to the illiterate populations. It was predicated on the assumption that a relatively large audience could be reached at relatively low cost by a distance education institution.

The subjects to be covered were: health problems caused by polluted water and poor hygiene; institutional deficiencies; agricultural problems related to lack of credit; improper animal husbandry; and hazards brought on by the electrification of villages. These and other community concerns were identified through extensive field surveys and needs assessments conducted in the project area. Specific bodies of information and skill necessary to improve conditions were elaborated. Out of this planning and design process emerged a set of six courses: 1) Child Care; 2) Sanitation; 3) Livestock; 4) Poultry; 5) Agricultural Credit; and 6) Electricity. These became the core of FEPRA's instructional package.

The low level of literacy necessitated the communication of useful information without reliance on the printed medium. FEPRA employed audio-cassette presentations combined with flip charts, picture handouts, and group discussions. This was supplemented by visits of subject experts in the form of local extension personnel from several departments.

FEPRA was implemented on a limited experimental basis because of AIOU's lack of experience. A cluster of 40-50 villages in the Kharian Tehsil of the Punjab, located about 150 miles from Islamabad, was selected as site for the experiment. Group leaders from the villages were identified by the AIOU field team and given training in the course content and in group facilitation techniques.

One course cycle was completed over a period of 6-8 weeks. Learning sessions were held twice a week, lasting one hour or a little longer. Although the course length is relatively brief, only two course cycles could be held a year due to the farmers' work during the growing season.

An external evaluation done of the three year experience of this project concluded that FEPRA had developed both an effective instructional package and a successful outreach strategy. Post tests of the participant comprehension and retention revealed that more than 50% of the residents knew the correct answers. Although no study has been made of the degree to which new behavior has been adopted, the evaluators noted that "there was much evidence to show that a large number of small changes of practice have taken place as a result of the courses."

UNICEF/Punjab has apparently utilized some of FEPRA's materials for its courses on nutrition. Pak-German Basic Education in NWFP is also adapting them for their own non-formal educational program.

BFEP has the potential for much greater expansion in Pakistan. AIOU's system of fourteen regional centres offers a ready infrastructure to manage such an expansion. Moreover, there are indications that exposure to a first course may set the stage for a followup literacy program, and AIOU is planning such a synthesis of the basic functional education approach and literacy with possible funding from UNICEF for a trial in Baluchistan. A proposal from AIOU to develop a functional literacy approach in collaboration with several US literacy resource programs is now before the USIA. If developed, such initiatives would appear to enhance AIOU's capacity to develop an effective followup program to its basic functional education model.

5. Integrated Functional Education (IFE)

A followup activity to the functional education model of FEPRA/BFEP is the Integrated Functional Education project of Allama Iqbal Open University. The project is to be launched in June 1986; it is a reconstituted version of a one-year-old literacy project just concluded. It was justified from a recognition that its basic literacy develops insufficient skill to be sustained without a post activity, and that women must also acquire skills that will result in savings and earnings if they are to progress satisfactorily.

The first goal of the project is to assist young females who have learned to read and write to reinforce their skills as part of a process of continuing education. The program thus acts as a functional literacy program and as a non-formal parallel to the primary school curriculum. The second goal of the program is to provide students with training in income saving or income generating skills. The third goal is to raise the awareness and capacity of participants to change conditions of their family and community life.

The program is to be divided into several phases beginning with a six month basic literacy program. Following that are four month phases that begin at third grade and proceed through fifth grade. Organizers anticipate that the entire sequence will take 18 months to complete. It is hoped that upon successful completion of the sequence, learners will be able to enroll in an AIOU middle school distance education program now under consideration.

Skills training will include sewing, embroidery, basket making, cooking, knitting, or others proposed by the participants. Course units from the FEPRA project will be adapted for consciousness raising.

The Integrated Functional Education project is intended for rural and urban female audiences. Female dropouts aged ten years and older are to be targeted since this population is often ignored. AIOU staff believe that the lure of skills training will motivate girls to persevere through a fairly rigorous educational experience that may ultimately lead to a middle level equivalency.

The project will be run on an experimental basis for the first three years. At the moment, plans call for ten literacy centres to be established in the Rawalpindi area, five within the city itself and five in surrounding rural areas. Close proximity to AIOU headquarters was regarded as essential for monitoring such an experiment.

The length of the sessions has been set at three hours for six days, not an inconsiderable time investment for girls whose services are needed at home. The first two hours are to be used for literacy instruction. Activity in the third hour will alternate between skills training and functional education courses. AIOU is attempting to produce its own texts in a very short time and will utilize those of other organizations if needed.

The project will be administered by a full-time manager, two field coordinators, and a support staff. Part-time teachers, recruited from the local area, will be compensated at Rs 500 per month. Teachers will take a ten day training course on methodology to be arranged in cooperation with local education institutions. Funding and collaboration are being sought from USIA and UNICEF.

6. National Institute for Communication through Education (NICE)

This institute was created recently by the federal government to harness the potential of modern communication methods for educating and developing the country. NICE was established on an experimental basis under the Primary and Non-Formal Wing of the Ministry of Education.

The genesis of the National Institute for Communication through Education can be traced to a USAID project paper in the mid1970s calling for the creation of a Development Support Communication Centre. Such an institution was felt to be necessary to "establish the integrated, coordinated use of the mass media in support of the development ministries' efforts in rural areas."

The government scheme that emerged from this early proposal assigned to NICE a more comprehensive role: to provide materials and aids for science and mathematics instruction in secondary and technical institutions; and to provide support to the learning needs of neo-literates. The former was to be accomplished through self-learning packages, while the latter was to consist of materials developed in collaboration with LAMEC. Special attention was to be given to improving the design, layout, and visual representations of existing printed materials. It is anticipated that NICE will design communication strategies that focus on health, nutrition, agriculture, population planning, and rural development. In addition, audio-cassette modules are to be developed on Islamic studies for Pakistanis living abroad.

NICE has not begun to implement most of its plans. Three staff consisting of a designer, a cameraman, and a puppeteer have been appointed. The main product so far appears to be several audio-cassette tapes on Islamic studies. At this point, NICE appears to be a promising idea with an uncertain future.

7. Rural Education and Development (READ)

Rural Education and Development (READ) is an experimental non-formal education project of the Primary and Non-Formal Education Wing of the Ministry of Education. The project was initiated in 1977 in collaboration with UNESCO under the designation of Experimental Pilot Project Integrating Education and Rural Development. A 1980 evaluation of its first four years concluded that although the project had not achieved its original potential, the basic concepts embodied deserved continued experimentation. The project was thus reorganized in 1981, along the same basic principles, under the title READ.

The philosophical roots of the project reside in the notion that the effectiveness of education in a rural context can be maximized by integrating all sources of learning in the community. The specific objectives of READ are stated as follows:

a. To organize an integrated package of non-formal education that will address the need for literacy, skills and functional knowledge;

b. To develop effective teaching/learning methods;

c. To establish non-formal educational institutions that would help to make primary education universal, raise productivity, generate income, and generally assist youth and adults to participate effectively in the local and national economy.

The institutions that were assigned this task included: mosque schools, mohallah schools, women education centres, village workshops, adult literacy centres, and community viewing centres. It was assumed that the simultaneous functioning of these formal and non-formal components would provide the comprehensive coverage needed to fill the gap created by the limited availability of primary education. READ is a combination of formal and non-formal approaches.

Thirty-two villages in the Islamabad Federal Area were selected to be the READ pilot project sites. Responsibility for the implementation and management of the READ program rests with a Ministry of Education team consisting of a project director, two senior research officers, an educational facilitator and a vocational supervisor. In addition to supervision, the education facilitator is responsible for bringing work orders and raw materials to the Women Education Centres and Village Workshops and for finding markets for the goods produced. Modest salaries are paid to the local personnel.

The women education centres and the village workshop are expected eventually to generate enough income to finance all five components of READ. This is a rather considerable burden on the skill training components, and production has not been regular or in sufficient quantity.

The effectiveness of an integrated approach such as READ depends heavily on every piece being in place. Only two of the original villages have all five components; 30 have only one. Nevertheless, the number of villages was expanded from 32 to 57. The lack of progress in implementing the full complement of components does not bode well for READ's determination to uphold its design.

If effectively implemented, READ has the potential to determine whether an integrated approach will obtain the results by addressing the multiple educational needs of a community. Closer attention to specific problems in existing sites and perhaps less concern with further expansion to new sites is advisable. Project staff is well aware of this need.

D. SKILLS WITH LITERACY

Some of the programs previously described have skills components built into them. There are many others, however, in which the vocational or living skills portions are the principal vehicle. Literacy and/or upward movement in education is seen as important in itself and vital to the acquisition of skills.

A few skills programs are well known but there are many others, mostly local, that play a useful role in educational uplift and employment generation. Finding a representative sample of these and studying their offerings and results was beyond the time allotted for this assessment. Instead, some were probed to give information on the types available and to furnish a basis for further study.

Additional data on skills/literacy programs were sought in the case studies and are presented in Part III. Some information from those has been incorporated into this chapter. Further, the interviews with parents and community leaders pointed out some issues that set the tone for the present section:

The outreach of the existing programs is weak:

- 69% said no literacy program existed for boys and 79% said there was none for girls, 15% more said "don't know." But in 60% of these communities, a program existed.

- 62% said there was no skills training for boys and 67% answered no for girls; about 14% didn't know. Some program was available in nearly half the sites studied. Of the few who knew of skills training, many described individual apprenticeships with local tradesmen.

Community perception of some known programs was favorable:

- About 80% of the known literacy programs were described as "good," a few were "too far," or with "inadequate facilities."

- Just over 90% found the skills program useful but some were described as inaccessible.

Those programs that do exist and try to furnish some help to out-of-school youth, but some do not fulfill their mission in the communities. (See Part III for more details.)

The sections that follow furnish brief sketches of some programs to illustrate the range of skills training available. Their incorporation of literacy and/or increased general educational opportunities are summarized.

1. Ministry of Labour

The most widespread skills training is provided under this government entity. The vast majority is for males but there are a few for females. These operate in special training sites, as apprenticeships, and as on-the-job skills acquisition. Few directly offer literacy instruction but all of the schools teach some mathematics and other courses directly related to the job. Many could incorporate more general education if funds were available.

2. Provincial Departments of Social Welfare

These offer some skills training for males but their offerings for females are more extensive. All of them include some literacy work and most have a regularly required set of courses for those that need them. The departments often work in collaboration with private, non-profit organizations to accomplish their goals, especially the All Pakistan Women's Association and some Muslim organizations.

Since Social Welfare works mostly with the poorest of the poor women, the skills imparted are generally at a beginning level, are those that will help women save money in the management of resources, and some help generate income on a full or part-time basis. A few programs go beyond this into secretarial, business operation, and farming skills. The institutions are most often called Ladies' Industrial Homes. Most participants rated the programs as "very useful" in the case studies and often commented that this was their only opportunity to better themselves.

3. Provincial Departments of Education

The provinces have a few lower level skills programs for out-of-school youth, some pre-vocational courses at middle level, and a wide variety of secondary vocational and technical schools. Those for boys predominate but there are some for girls. Further, some colleges offer vocational and technical courses.

The departments know their offerings are too few and are striving to increase them. These programs are expensive and, under the present tight budgets, expansion will be slow.

The regular school curriculum guides include some pre-vocational training in primary and middle school, but these are seldom implemented. Lack of funds, equipment, and trained teachers impede their realization. The agriculture components could be offered in at least a simple way, and Chapter IV urges their revitalization.

4. Private for Profit Training

All cities and some towns have from a few to many businesses that operate training schools. These include, for boys: auto mechanics, appliance repair, computer operation, and equipment operation, to name but a few; for girls, all the business courses are available plus some other skills. All charge relatively high fees and most require at least eighth grade education. They are thus not opportunities for poor primary drop-outs.

Factories often provide entry and improvement training for their employees and many of these include literacy and mathematics skills. Again, most are for boys but those in the foods and textile industries are usually open to girls. In theory, illiterates could enter these courses, but in practice, the factories prefer at least middle school preparation.

5. Comprehensive Training Academy

This organization, as an adjunct to the Capital Development Authority, has several missions in the Islamabad Federal Area, including skills training and literacy for federal employees and their families, especially the villagers displaced by the construction of the capital. The Academy may be able to offer training later in other parts of the nation.

6. National Zakat Foundation

This Muslim organization operates a number of industrial centres that cater especially to women who suffer severe economic hardships. The centres are predicated on the Islamic charity known as zakat. They resemble many other women industrial centres except that they perform a rehabilitative function for destitute females. Women are given a stipend of Rs 200 per month to support themselves while they take the 6-12 month training course. At the conclusion of training, they are usually provided with a sewing machine to help them get started. In cases where zakat centres give training to poor males, the student will be issued a set of tools to practice the trade in which he has been trained. Zakat centres are popular; the number of applicants for their programs is very large. The centres constitute a means of reaching the poorest of the poor.

7. Family Welfare Cooperative Society (FCWS)

This society is a voluntary, non-profit agency located in Lahore, Punjab Province. The Society was founded in 1957 by a group of women social workers who were committed to assisting the less fortunate women of their community. The aim of FWCS is to provide training and work that assist females to become economically independent. FWCS operates a multi-functional program consisting of an industrial home, a secretarial course, literacy centre, "clean spice" business, destitute women's hostel, health unit, health outreach program, and a marketing system. The industrial home is the nucleus for many of the other programs of the society. Like other industrial homes, FWCS provides training in the "traditionally female" skills of sewing, embroidery, knitting, crochet, and toy making. As many as 800 women participate in all of the departments. FWCS insists on high standards of quality since, unlike most industrial homes, it actively markets the products of their women workers. Girls are rewarded for outstanding skill by being given a machine for additional practice. A special incentive bonus of 20% above their regular wages is given to spur production and maintain quality. Prizes are awarded for high quality and volume of work, and good attendance. A special six-month training course leading to a certificate allows girls to secure jobs as instructors in industrial homes.

The "clean spices" unit processes and packages various herbs and spices, and also prepares various pickles, jams, and jellies. These are marketed locally providing a small income to the uneducated older women who do this work.

FWCS aggressively markets the products made by its trainees and workers at a permanent outlet in Lahore and through highly visible exhibitions every three months at hotels and other places. One recent exhibition netted Rs 42,000. While some of the proceeds of their sales are invested into the Society's programs, a generous share is apportioned to the women producing the goods. For example, a woman who makes a tablecloth that sells for Rs 795 will receive Rs 300 in compensation for her work.

FWCS also operates a secretarial school. Up to 35 girls are enrolled in the 6-9 month course which includes typing, shorthand, and bookkeeping. Although most girls come into the program with an intermediate level education, their English language skills are upgraded through a business English class. A library is also provided. The course is taught by two qualified female instructors.

FWCS assists in job placement by keeping abreast of ads and recommending their girls for jobs discovered through an informal network of employers. Trainees in the industrial home often are employed on the production line of garment factories and as instructors in industrial homes. Secretarial students find jobs as steno-typists in both government offices and private firms. A 100% employment rate is claimed for the students completing the secretarial course.

A literacy program was started in 1983. The course runs for nine months and is organized into two sections, one for younger out-of-school children from age five and another for older females in the immediate neighborhood. The teacher is paid Rs 350 per month. LAMEC was involved the first year, but then discontinued financial support. One measure of the success of the program is that FWCS manages to enroll many of it literacy students into regular primary schools. In this same regard, the Society also operates a primary school for some 200 children of workers and staff.

Accommodation is provided in a hostel for 50 economically disadvantaged females. The idea behind this is to give temporary housing to such individuals while they acquire skills that will enable them to become self-supporting. The support includes attention to their medical and nutritional needs. Residents are required to take literacy classes along with their skills training.

FWCS is endowed with good physical facilities which include, in addition to a well equipped training workshop, a large community hall, a health clinic, and a soon to be opened 80 bed maternity hospital. The Society also delivers outreach health education and care through units in two katchi abadis slum areas in Lahore.

The impact of FWCS within its effective range of coverage appears to be substantial. Assistance to 55,300 women and children was given last year and this number is expected to reach 70,000 this year. The Society's plans call for initiation of programs in new areas: establishment of a primary school and extension of health care to the katchi abadis, the construction of a health clinic in one, and a proposed cooperative bakery for residents there.

Not surprisingly, the Family Welfare Cooperative Society receives financial support from numerous individuals, businesses, and institutional contributors. Among the government and international institutions supporting FWCS are the Zakat Foundation, the Punjab Department of Social Welfare and the Women's Division, the Canadian International Development Agency, Oxfam (England), and the Algemeen Diokonaal Bureau of the Netherlands.

8. Behbud Association

This Association is a registered non-governmental organization devoted primarily, but not exclusively, to the development of education, health, and

employment of females. It originated in Rawalpindi/Islamabad in 1967 and evolved from its modest beginnings into a national organization with branches in all four provinces. Behbud conducts its multi-functional programs entirely through the services of volunteers. Its membership is open to all adult women 18 years of age or more who agree with its aims and philosophy.

Behbud's main program is skills training centered around industrial homes, consisting of the usual complex of tailoring related skills and machine and hand embroidery. Considerable emphasis is laid on high and uniform quality since Behbud markets its products to the affluent population at exhibitions and through its boutiques in Karachi, Rawalpindi, and Islamabad. At least 850 females benefit from the training and a share of the profits.

Behbud recently introduced programs in shorthand, typing, and basic English. At the moment, this training is restricted to Rawalpindi and Karachi. The Karachi branch of Behbud in particular has ambitious plans to expand into technical skill training through establishment of a polytechnical institute. This institution would be designed to provide training in skilled trades to both boys and girls who by their poverty are unable to avail themselves of existing training systems. Behbud has proposed courses in such areas as television and radio repair, welding, plumbing, leather technology, carpentry, dress design, and food technology. The institute would be set up in cooperation with Karachi University and Engineering University. Its intended focus on the low income population would presumably eliminate any possible overlaps with the already excellent programs of the Karachi Women's Polytechnic Institute. The current Behbud teacher training, which emerged from the early experiments, trains literacy teachers for three months.

9. Baldia Soakpit Project (UNICEF)

This project is an experiment in community sanitation and education in a squatter settlement of Karachi, known as Baldia. It was initiated in 1979 by UNICEF in an attempt to come to grips with health endangering sanitation problems in Baldia. It was the belief of the project's organizers that seemingly intractable problems can be surmounted by drawing on traditional resources within the community. The project, through organizing community members, made many substantial improvements in sanitation.

Success in dealing with the sanitation problem paved the way for a variety of educational activities. Once the project organizers gained access to the women for this purpose, it was possible to address the generally low level of female education in Baldia.

Home schools were set up to orient women and children on the use and maintenance of the latrines but they have now included general education. There are 107 schools serving a total enrollment of around 2,800 pupils. The schools offer approximately a primary education level, with a concentration on language arts and arithmetic.

10. Baluchistan Integrated Area Development Project (BIAD)

This project is a multi-sectoral approach to rural development, organized around the water needs of rural communities. Through funding from the

Government and UNICEF, BIAD installs water systems in villages of an experimental area and provides relevant non-formal education to females in those communities. The UNICEF non-formal education component introduces literacy training as a tool for communicating information about health, nutrition, sanitation, and for reading the Quran.

Central to the methodology is an emphasis on the development of independent reading and thinking ability. Discussion is used liberally. To break down the notion of the teacher as an authority figure, they are encouraged to sit on the floor in circles with their students. The teacher is trained to guide students in applying literacy to the solution of their problems.

ABES' "Naya Din" is used as the basic primer for the first part of the course. Interest is sustained through the use of games and clever teaching materials. Picture/word cards accompanied by a line of questioning helps to relate written symbols to objects, while number recognition ability is strengthened with flashcards. Boredom is relieved with matching word games, Urdu Bingo, and the Climbing the BIAD Ladder board game. Flip charts depicting health themes are used to evoke sentences which students learn to write. By increasing student participation, such teaching aids, however basic they may appear, promote a learner centered environment which is rare.

The original goal of the BIAD/UNICEF literacy program was to train 1,300 village women to teach basic literacy, hygiene and nutrition fundamentals to girls in 640 villages. This would enable 7,000 village females to be taught over a five year span. Women with at least a few years of schooling were to be recruited as teachers. The training and supervision of the program were to be handled by six mobile teams.

The instruction is held six days a week. Initially, sessions ran for two hours, but this was subsequently reduced to 1 1/2 hours. The time is fixed in the early weeks of instruction but later becomes more flexible. Female participants range in age from 12 to 50 years with both married women and unmarried girls in attendance. Instruction is conducted in one of the languages of Baluchistan, although teaching Urdu is a major goal of the program.

In practice, the BIAD/UNICEF literacy program has not fared as well as its organizers had hoped. At the end of 1984 an evaluation found the total number of village women trained as teachers was 15 and the total number of female students was 252. This mid-term result would hardly lead to the planned 7,000 females by the end of the project. The slow progress of the literacy program was said to be due to the low level of female education in Baluchistan, early marriages, and the subsequent relocation of girls. Plans now call for bringing the BIAD/UNICEF literacy program under the aegis of LAMEC.

11. Sample Industrial Homes

The features of two relatively small women centres are summarized below to provide information about this type of program. These include the Gunj Community Centre in Peshawar, NWFP, and the Adare Baha Lee Mustakeen Centre in Quetta, Baluchistan.

Gunj Community Centre

The Gunj Community Centre is described as a social welfare self-help centre. It's main educational activity since the opening in 1964 has been skill training for girls. About 160 girls come in morning and afternoon shifts of 80 students to learn a selection of skills including sewing, machine and hand embroidery, pin and thread design making, and carpet weaving. Girls who do not attend school come in the morning and those enrolled in school come in the afternoon.

Gunj also runs a literacy centre which began in November 1985. About 25 students enrolled at first, but up to 40 attend now. The program is run under LAMEC supervision and financial support. Girls attending the literacy class do not also attend the skill training program. The ages of the literacy students range from 10 to 40 years with the average about 25.

The centre also operates a health clinic which serves the local community. The clinic has a doctor and health assistant.

Gunj is funded by donations from the community. It also receives a Rs 25,000 year grant from the NWFP Department of Social Welfare.

Adare Baha Lee Mustakeen

The Adare Baha Lee Mustakeen Centre operates a relatively broad training program. It offers the standard training package of sewing, and hand and machine embroidery. Adare functions as a small-scale production facility making uniforms for students in a nearby school, and for police and military personnel. The orders give trainees experience in making garments which have to satisfy strict requirements of quality.

The literacy centre is run in collaboration with LAMEC. The class is composed of 20 children, 4 girls and 16 boys. None of these students participates in the other programs. The literacy classes were started in December 1985.

In addition, Adare also operates a Quranic study class and a secretarial training program. The latter presently trains 12 girls in shorthand and typing. Shorthand runs for six months and typing between 4 and 6 months. Girls learn English-based shorthand and typing. The ages of students in this program range from 16 to 40. They pay Rs 25-30 per course.

Upon completion, most students secure jobs as steno-typists. The male instructor, who also teaches at a local commercial institute, claims that steno-typists can make Rs 1000-1500 per month.

Adare also depends on substantial financial contributions from private donors. It receives a Rs 10,000 per annum grant in aid from the Department of Social Welfare and the honorarium payments from LAMEC.

E. CONCLUSIONS AND RECOMMENDATIONS

The Pakistani efforts to provide literacy training, and literacy combined with vocational and life skills, are difficult to assess because of their large number, and the varying and combined government and private sponsorship. The present assessment could not cover all of them but the larger ones, plus illustrative types of others, were reviewed.

As would be expected from such variety and size of programs, few general conclusions can be stated, but those few are important to the national effort. Beyond these, some conclusions were formulated about individual programs that led to useful recommendations about them.

1. General Conclusions and Recommendations

There is no single supervising agency for literacy and skills training nor is there a pressing requirement for one at this time since, in any event, the total provision is insufficient to the need. That may change in the future. There are some aspects to the array of programs that merit consideration now and in the near future.

a. The lack of simple information about programs, their locations, and targets impedes the expansion of literacy to the areas most in need.

Recommendation: A general registry should be considered that would compile the basic information to help planners locate new or expanded programs.

b. The team was informed that a high proportion of the literacy participants speaks little Urdu, yet only one of the surveyed programs declared any special attention to the problem.

LAMEC does not feel that teaching in Urdu is a difficulty in the attainment of its goals. Its own assessment was: "Urdu is the national language of Pakistan. Although it is not the mother tongue of a majority of people, yet it is spoken and understood by a vast majority. In fact, the whole population of the country is bilingual, speaking Urdu as one of the two languages."

Recommendation: A national conference should be called to examine the ramifications of teaching Urdu as a second language and to suggest practical methodologies for it.

c. Adult, non-formal education requires some specific approaches and methods if functional literacy is to be attained, yet few programs demonstrated this expertise in their teacher training. Too, each is doing its own training, resulting in high costs and often unsatisfactory results.

Recommendation: A core of specialists in adult literacy should be gathered or formed, probably best at Allama Iqbal Open University, who after appropriate additional preparation, would offer high quality, practical courses in the several universities and teacher colleges for literacy teachers in their area.

d. Almost all of the information and data on programs came from self-reporting; few had had external, independent evaluations.

Recommendation: Government and other sponsors, and any donors contemplating assistance to a program or programs, could improve or help improve these more effectively if reliable data could be obtained. Independent evaluations are sorely needed.

2. Specific Conclusions and Recommendations on Literacy Programs

With the present enthusiasm for literacy, there are many pressures to expand programs before they are ready and beyond their present capacity. These result in incomplete instructional packages, inadequate monitoring, and usually excessive costs. Inevitably, the target populations are incompletely or poorly served.

a. Most of the government programs have deficiencies in program operation; important aspects of this and suggested improvements for them are:

The LAMEC Selected Districts Program is limited to the experimental districts but when the local monitoring is in place, expansion, if at a reasonable pace, could profitably be accomplished.

The LAMEC National Program is inadequately staffed and funded, lacks appropriate monitoring mechanisms, and is producing few literates. No further expansion should be contemplated until the present work becomes effective. Further, this program is working in areas where other programs are operating; consideration should be given to withdrawing from these areas and consolidating the efforts in others.

As noted earlier, the Commission is revising its management as: "The national level component of NLP is now being placed under whole time staff for effective management." LAMEC is aware of the problems it faces and recently stated: "LAMEC is trying to make up the deficiencies in time by launching a follow-up programme."

Both LAMEC programs offer less than the recommended hours of instruction, whether measured by international standards or by the successful domestic ones. Appropriate testing would bear this out. Prior to any site expansion, LAMEC should increase instructional time in the basic program or put a followup program in operation. The booklet library is a valuable addition and will help as a part of follow-up. LAMEC is aware of the problems it faces and recently stated: "LAMEC is trying to make up the deficiencies in time by launching a follow up programme."

The proposed LAMEC Drop-in School Program should be developed in cooperation with the provincial departments of education.

The revised FEPRA project of Allama Iqbal Open University is just beginning but appears founded on practical principles. If it proceeds systematically, it is worthy of greater support. The University's Integrated Fund Education project to help women acquire salable skills is a necessary adjunct to basic literacy, but caution is urged to avoid over expansion and splintering of resources until BFEP is consolidated.

Rural Education and Development plans have an excellent concept but has expanded its operation before providing all the components to its first group of villages. All future resources should be devoted to completion of the existing sites.

The National Institute for Communication through Education is in such an incipient stage that no conclusions can be drawn about its operation.

The Baluchistan Integrated Area Development project has had a slow beginning, not yet reaching its targets in literacy. If its outreach improves, it will be serving a very needy population and will be worthy of assistance.

The provincial Departments of Social Welfare are operating literacy programs combined with or preparatory to skills training. To maximize their coverage, they collaborate with many private agencies, all of whom laud the cooperative effort. The combination can serve as a useful, cost effective vehicle for expanding literacy.

3. Considerations for Combined Literacy and Skills Training

Most of the private non-profit organizations with literacy programs, often combined with skills training, accomplish a great deal in their limited radius of action. Two programs have centres in many areas of the nation: All Pakistan Women's Association and the Behbud Association.

Recommendation: When private non-profit entitites present proposals for a reasonable expansion of their work into areas not now served by other agencies, they should be considered for grant monies based on a performance schedule and tied to evaluations.

Skills training, especially that targeted for the illiterates, poor, and the women among them, should receive high priority in the consideration for loans and/or grants. These could be for improving the present offerings and for expanding to larger populations when their plans demonstrate a reasoned, cost effective approach.

In summary, the need for effective literacy and skills training is enormous. The many government programs, for the most part, require a great deal of improvement in their methodology, target coverage, and cost effectiveness. Improvement is possible and selective proposals to accomplish that purpose, but rarely for expansion, are recommended. Expansion can then be contemplated without endangering the existing work. Some expansion in private non-profit provision of literacy and skills training is possible within a relatively short period of time. Care will be required to assure that such extensions do not overburden their operating capacity.

2358H

VII. SUGGESTED ILLUSTRATIVE ACTION PROGRAM

A potential project structure and the contents of a possible primary education action program are presented below, in order to crystallize in more tangible form the many recommendations that have been made throughout this report. They are basically recommendations for action suggested for Pakistan's review, analysis and consideration. What is intended is the delineation of an integrated series of projects that, taken together, should result in helping Pakistan to make substantial progress toward meeting its most serious primary education problems, as pictured in the Assessment Report. The presentation is not intended to suggest what parts of the total program presented, if any, might be appropriate for external financial or other assistance, although the desirability of such assistance in some of the project areas is implicit.

The illustrative projects have been arranged by clusters, each cluster relating to a major problem area identified in the Assessment Report and containing within it several projects bearing on the problems involved.

This illustrative program as a whole has been conceived of as an effort over six years that would begin as soon as feasible. In practical terms, this means that it might start some time in 1987 or 1988, just prior to or concurrent with the beginning of the Seventh Plan Period.

These illustratively projectized suggestions are based, first, on the principle recommended earlier -- that Pakistan should focus on improving the quality of the primary school system it already has rather than on simply expanding the number of classrooms in which the present inadequate teaching and learning practices would continue on a larger scale. Thus, no claim can be made that this illustrative program shows the way, or a way, to full solution of Pakistan's quantitative problems of achieving universal attendance and 100% literacy. The projects outlined below are not aimed at suggesting ways directly to achieve universal primary education but at suggesting ways to achieve a quality level of education worth making universal.

A. PROPOSED EXPANSION OF EXISTING PROJECT

This ongoing project, being carried out with the cooperation of the World Bank, encompasses almost all the principles and recommendations as to quality improvement that have been mentioned in this report. It has moved from experimental to substantial to larger, in some six years, yet much remains to be done in the geographic areas in which it now operates, and additional districts need to be included. In particular, the project needs closer supervision and more vigorous implementation. On balance, it is a good vehicle for melding most of the needed quality improvements into the system. Therefore, the first proposal is simply that there be a substantial increase made in the resources available to the PEDEP project as it moves to cover the Punjab and to increase its coverage in the other three provinces.

Estimated Costs of an Appropriate Supplementary Grant to the World Bank-assisted Project $ 37,500,000

The above recommendation is separate and distinct from those that follow, but it and they are deemed to be wholly compatible. It has been recommended first because it is ongoing and warrants strong support.

B. PROPOSED NEW PROJECTS

The illustrative projects that follow, while intended to be supportive of the PEDEP Program, are also supplementary to it and are conceived as stemming from an alternative though not inconsistent base. That base is a dedication to the new direction already chosen by the Ministry of Education and the Provinces to strengthen the role of the Union Councils in primary education. The final proposed project, the pilot project entitled "Beyond the Clusters," is particularly meant to reflect this new policy. The basic principles of this policy are that each Union Council would ascribe to the caveats by "consolidating" schools wherever geographic and communication networks exist, providing pre-school programs closer to home, endorsing co-education, encouraging female attendance and female teachers for Grades I-V for the coed schools, and support the development of a viable center for supervision, inservice education programs, MIS and school mapping, etc. Larger classrooms, safe drinking water and latrines should also be endorsed by the Union Councils. The program should be coordinated at this level with electricity, water, roads, and health infrastructures as recommended by the Ministry of Local Government and Rural Development. It should also include READ in some villages and draw on Distance Education (Open University) and NICE wherever possible. The 861 Union Councils that will be participants in PEDEP should be prime candidates for inclusion.

The proposed new projects are organized into eight clusters, as follows:

- A Teacher Improvement Cluster
- A Schools' Expansion and Physical Improvement Cluster
- A Non-Formal Education Cluster
- A Supervision Planning and Management Cluster
- A Curricula Improvement Cluster
- A Private Schools Enhancement Cluster
- A Student Incentives Cluster
- A Research and Experimentation Cluster

In addition, one possible project is suggested that is conceptually beyond the eight cluster framework, but which would nonetheless contribute directly to helping Pakistan achieve its primary education goals especially in light of the kinds of problems that now impede such achievement.

1. Teacher Improvement Cluster

- Establish Fourteen Superior Primary Teachers Training Colleges with research and development capability in developing curricula, teaching materials and methods; also offering Inservice Training Programs, notably one leading to a special Certificate in Primary Education after one year of residence, on full scholarship. Two such colleges would be located in Baluchistan; 3 in NWFP; 5 in the Punjab and 4 in Sind. These 14 colleges, probably based in

14 of the existing total of 78 Teachers Colleges in the country, would be turned into top quality research and teaching centers in the fullest sense. Their mission would be to produce superior teachers who would have helped devise their own curricula and teaching materials. These superior products would be provided first to the Model Schools described below and then would keep right on producing superior teachers for the balance of the school system. They would also be helping, at the same time, to upgrade all the other Teachers Colleges, while collaborating in doing so with the federal Curriculum Wing and the four provincial Curriculum Divisions and Textbook Boards.

Estimated Initial Cost @ $4 million per college:	$56,000,000
Estimated Additional Recurring Costs for First 6 Years at $2 million/year:	$12,000,000

- Establish Fourteen Experimental Primary Schools attached to each of the above 14 Colleges for practice teaching and R&D purposes. These schools, covering Grades I-VIII, would be an integral part of the greater campus of each of the colleges and there would be dormitory facilities to provide for rural students on scholarships and for students in Grades VI-VIII.

  Model school facilities above the 5th grade would be divided appropriately between boys and girls, e.g., there would be separate but equal dormitory space for girls and boys.

  Much of the work and life of the Teachers Colleges would be built around their working with the students in the Model Schools and the curriculum wings in an R&D environment.

Estimated Total Cost for Plant and Equipment at $1.6 million per unit:	$22.4 million
Estimated Recurring Costs for First Six Years at $1.5 million/year:	$ 9.0 million

- Teacher Incentives Sub-Cluster. In half the districts of the country (some 36 districts) an experiment would be tried with the objective of increasing the recruitability of teachers, especially women, for rural primary schools. A package of incentives would be provided and the results of recruitment in the 36 selected districts compared with those of the "control group" over a, say, three-year period. The package of incentives, to commence prior to employment as a part of the process of recruitment, would include provision for:

  - A rural school teaching allowance equal to the teacher's base salary to be carefully designed for accountability, equitability, and effectiveness in attracting teachers to rural schools without undue disruption of the national education compensation system. Goal is equity with urban school incentives.

  - A guarantee to the applicant that upon completion of Teachers College, s/he would be posted in or near his or her home community.

- Assurance of desirable housing provided for by the Provincial Department of Education or the District, Tehsil, or Union Council. For women teachers, this is more difficult, requiring either dormitory-apartment style accommodations for no less than five teachers in the same building, near the school or on its campus, or in a nearby urban or suburban area, in which case Department-provided daily transport would be a must.

- Scholarships for needy applicants of superior quality to attend teachers college, provided they accept "employment" on entering college and agree to teach near or in their hometowns.

Estimated Costs Over an Experimental 3-year Period: $5,000,000

2. Schools' Expansion and Physical Improvement Cluster

a. At the Village Level

- Upgrading of 10,000 mosque schools to provide for 5 grades and 5 teachers in such mosque schools. Involved is construction of separate classrooms for Grades IV and V, which would be 2 classrooms with boys and girls to continue to be mixed as in Grades I-III, or 4 classrooms if boys and girls have to be separated after Grade III (depends on locality). Four classrooms might be needed in any case to meet demand. Also involved would be assistance to the Mosque so that the existing physical structures can house Grades I-III at an adequate physical standard. Also involved would be the cost of increasing the Imam's remuneration above the $10.00 a month he now receives, and paying the teachers provided by the Department of Education salaries equal to those received by other rural primary teachers with equivalent qualifications. The cost of increased Imam and teachers emoluments are not calculated in this project outline. An estimate of the costs of the physical improvements suggested, however, is: $125,000,000

- 8,000 Technical Primary Schools of Six Grades each. 8,000 existing rural primary schools, normally 2 room schools housing five grades, would be expanded to seven rooms each, with a sixth year of schooling added. Years five and six would be dedicated to "technical" agricultural and rural development training. Male graduates of these 6-year primary schools could continue on into the 7th year of middle school, or they could leave school, secure in their possession of agricultural and related skills of value in increasing family farm productivity or in getting jobs in agro-industrial enterprises. There would be 4,000 such schools for boys and 4,000 for girls. Girls also could continue in middle school, or they could leave school having acquired appropriate agricultural, home economics, rural industrial and marketing skills.

  Estimated Cost: (does not include curriculum development or additional teachers' salaries) @ Rs. 75,000 per New Classroom: $18,750,000

b. At the Union Council Level

- 4,000 (one for each Union Council) Model or Center Schools, Grades I-V. These would be schools of superior physical quality one to each Union Council seat -- staffed by superior teachers, one or more classrooms per grade, one or more teachers per grade -- depending on grade-class size. A typical Union Council has a population of 150,000 living in some 15 villages. Where the Mosque School program noted above is functioning (or when each village otherwise has acquired a school), this would mean that each Model or Center School would in effect have some 15 satellite schools for whom it would perform a leadership and resource function.

  Each such school would also be the headquarters for the Union Council MIS program and for assistant supervisors reporting to Tehsil headquarters -- or for the Learning Coordinators in the PEDEP. Space for these varied Union Council functions should be carefully planned and provided. At one and the same time there would be introduced: (a) the concept of quality teaching centers both teaching their own students and helping the satellite schools around them to reach the same quality level; and (b) an administrative level below the Tehsil, but not too far below, while still close to the village level -- to fill the wide void that now exists between the handful of education officers at the Tehsil level and the hundreds of schools each is supposed to supervise. The Model Schools proposed do not have to be built from scratch -- they can be based on existing schools so long as they contain, or are upgraded to contain, at least 5 classrooms, 5 teachers, a principal and adequate furniture.

  Estimated Cost (GOP Estimates): $112,500,000
  Plus Estimated Costs of Adding Facilities for MIS and Supervision Programs: $40,000,000

- 4,000 Dormitory Middle Schools for Girls, one for each Union Council Headquarters, linked to the Model (Center) Schools noted above, for girls attending, Grades VI-VIII. This is the only way gifted rural girls can remain in school beyond the fifth grade which is in turn essential to their qualifying for secondary and higher education. Housing provisions would, of course, also be made (within the "campus") for the girls' teachers. Such schools at present require 5-6 teachers -- one for each grade and one for each of several specialized subjects, such as art and physical education.

  Estimated Cost @ $6,250 per School: $25,000,000

- 4,000 Technical Middle Schools for Boys. These schools would both prepare youth to enter technical education at the secondary level, or alternatively provide terminal skills training enabling graduates to perform as entrepreneurs or employees at adequate technical levels in agriculture, agribusiness, small industries, marketing etc. Although dormitory facilities might be less needed for these boys schoools, the costs of enough land and equipment to make technical training effective will more than make up for the savings on dormitories. Hence the cost estimate is the same as for the girls middle schools.

  Estimated cost @ $6,250 per School: $25,000,000

c. Non-Formal Education Cluster

The Government of Pakistan has already set in motion three non-formal education programs for the 6-15 age group that warrant increased support. These include the BFEP and IFE projects of Allama Iqbal Open University, AIOU; the READ project and NICE of the Ministry of Education, and the national literacy program of the Literacy and Mass Education Commission. It is recommended that support be tailored to these programs along the following lines:

- The Basic Functional Education Project (BFEP) and Integrated Functional Education (IFE). BFEP offers a successful model for delivering functional education to illiterate and semi-literate rural populations without reliance on literacy. It has been demonstrated in a cluster of 40-50 villages in Punjab Province. The mode of instruction has consisted of a mix of audio-visual aides and face-to-face communication supplemented by occasional inputs from field staff of nation-building departments. Development of a second test site is underway and AIOU is capable of replicating the model throughout the country using its fourteen regional offices. Support should be given to allow expansion/replication of the BFEP model to test sites in all the provinces.

  The companion IFE project is intended to follow-up the BFEP program with literacy-based functional education for females. The project will be launched on an experimental basis in 10 sites in the Rawalpindi District in 1986. It will consist of a three part program of literacy, skill training, and functional knowledge. IFE represents the second element in a planned sequence of offerings that ultimately would form a complete parallel system of distance education. It is recommended that support be given to allow additional sites to be included in the experimental test of the model.

  Estimated Cost: $ 10,000,000

- Rural Education And Development (READ). This project provides for an integrated complex of activities at community level that combines practical learning with literacy training and primary education for both children and for male and female youth. The elements are: Mohalla (neighborhood) Schools for Girls; Mosque schools for both boys and girls; Women's Education Centers for out-of-school females; Village Workshops for out-of-school males; Adult Viewing Centers for both male and female out-of-school youth and adults. The project still has not been tested as a total concept in the experimental sites, but is considered sufficiently promising as an integrated approach to rural education to merit support. It is recommended that support be directed to further development of the project as an experiment before undertaking expansion to new experimental sites.

  Estimated Cost: $ 5,000,000

- National Institute of Communication through Education (NICE). This Institute has been created to bring the methods of modern communication to the task of education and development. It would experiment with different combinations of audio-visual, mass media, print and face-to-face modes of communication to find the most effective mix for a given purpose. It is a technology development program seeking to find more effective delivery systems for distance education. One of its clients is Allama Iqbal Open University. Its many other potential clients will utilize all forms of imparting learning by non-traditional methods, with emphasis on mass media and companion "on-the-ground" programs. The methodologies NICE develops are expected to find application in both formal and non-formal education. Although still in development, NICE would appear to be sufficiently well-conceived to warrant a small grant to assist in early development of an effective model.

  Estimated Cost over a 5-Year Period: $3,500,000

- Literacy and Mass Education Commission (LAMEC) This Commission is the single government institution with the authority to run a nationwide literacy program and provide support to other institutions and private organizations running programs of their own. As such, LAMEC serves as the focal point for literacy related activity in the country. It is well-funded by direct federal grants and its program is growing rapidly. However, special support for upgrading of specific program components should be considered. It is recommended that this support be directed toward the training of LAMEC staff through appropriate collaborative arrangements with successful Asian literacy training institutions.

  Estimated Initial Cost over a 5-Year Period: $5,000,000

Non-governmental Organizations are responsible for a substantial amount of valuable non-formal education that warrants increased support. While their overall impact is not massive in comparison with the government programs, the programs of NGOs have considerable potential for expansion where they sponsor quality, innovative non-formal education programs, particularly those that benefit rural families and women.

This proposed project would make grants to qualifying non-profit non-governmental organizations through the NGO Coordinating Council, a consortium of NGOs that has recently been given a budget by the Federal Government to be distributed in small grants to its member organizations; and through the National Council of Non-governmental Women's Organizations that the Planning and Development Division has recently proposed.

Estimated Cost of Grants to Non-Governmental Organizations (Over a 5-Year Period): $10,000,000

3. Planning and Management Supervision Cluster

- Supervision. National Primary Education Supervisory Project. (Project contained in Sixth Five-Year Plan but not implemented). Calls for

appointment of one supervisor, or Learning Coordinator for each Union Council. Appointees will receive training and vehicles. To the extent that these supervisors are to be provided by the PEDEP, the need and the costs of this project are diminished.

Projected Cost over 5 Years, Including Recurring Costs (GOP Estimate): $22 million

Educational Planning, Management, and Administration Training. It is proposed that there be set up by the Departments of Education of Sind and Punjab Provinces two companion training institutions in the fields of educational planning, administration and management whose services would be made available to the other provinces and Federal Areas as well: (1) An Institute of Educational Planning, Finance, Administration and Management Training for the inservice training of District Education Officers (DEOs), Assistant District Education Officers (ADEOs), Sub-Divisional Education Officers (SDEOs) and Assistant Sub-Divisional Education Officers (ASDEOs) in a wide range of Finance, Administration and Management subjects, including Mangement Information Systems, treated from the viewpoint of the inservice training needs of the national and provincial education services. (2) A Staff College for Educational Policy and Administration, responsible for providing training and research opportunities for Senior District Education Officers; Division Education Chiefs, Directors of Schools, Directors of Colleges and Senior Staff of the provincial Departments of Education, Planning and Development, and Finance. This program would also be for Divisional Commissioners and Deputy and Assistant Commissioners playing important roles in support of education at the Division, District and Tehsil levels.

Both institutes would work closely with the National Academy of Educational Planning and Management. The Institute would have a close affiliation with the Institute of Public and Business Administration in Karachi. The Staff College would seek the close cooperation of the Administrative Staff College in Lahore.

Estimated costs: Projected tentative budget over 5 years:
Physical Plant (programs would be in large part in residence): $7 million

Equipment:	2.0 million
Library	1.0 million
Salaries & Admin.	5.2 million (for first 5 years)
Maintenance	1.1 million (for 5 years)
Stipends & Fellowships	1.8 million (for 5 years, on grant basis averaging $3,600 per person year or $300 per person month x 100 fellowships)

Total Estimated Cost: $18.1 million

Both of these programs are essential to Pakistan's educational establishment's being able to absorb and use the increased capital outlays involved in the reform and Development Program envisioned.

4. Curricular Improvement Cluster

- Development by the Curriculum Wing in cooperation with the 14 Superior Teachers Colleges of a special new Rural Primary Curriculum and corresponding teaching and learning materials, texts, and teacher guides. Program to test new materials and methods in the 14 Practice Schools and in selected PEDEP schools as well, during two academic years.

  Estimated Cost: $2.0 million

- Study Visits by Senior Curriculum Officers of the Ministry and Departments of Education to other Asian countries where they have had successful experience with the problem of making rural education relevant to rural life.

  Estimated Costs of 5 Persons for 6 Weeks or 30 Person Weeks at $700 per Week, Plus 5 x $1,500 Travel Costs: $30,000

- Subsidized Textbooks. Since 1979, it has been national education policy to provide free textbooks to all students at primary level. This policy, however, is not yet fully in effect, hardly at all in the rural areas, and it should be. The Ministry of Education already has an approved scheme but it has never been adequately funded.

  Estimated Cost to Put this Basic Policy into Effect and Keep It Going for an Initial 5 Years: $15,000,000

5. Private Schools Support Cluster

Loan Grant-Program for Private Schools (Urban and Rural). Private schools play so important a standards-setting role in Pakistan, particularly as to the quality of education, that assistance is recommended for private urban schools as well as for the more difficult rural private schools effort. Private schools, especially urban, are of course, important also for the sheer volume of their output. The World Bank estimates that private schools will soon enroll a full ten percent of all primary school students.

The proposed project would make available:

- Low-cost loans to privately owned schools;
- Grants for non-profit organizations sponsoring schools;
- Included would also be a special program of loans and grants for the re-privatization of primary schools nationalized in the 1970s, that are again available to the private sector. They are, however, seriously deteriorated. Re-opening as private schools will in each case require substantial investment.

The loan portion of the program would be eventually self-sustaining, founded on a revolving fund base with loan terms in the neighborhood of 10 years at 10% with a two-year grace period.

A fourth element in this cluster would be the creation of an Education Investment Guarantee Program in which USAID would guarantee Pakistani (or other) bank loans to sponsors of private educational institutions, profit or non-profit.

A fifth element would be a special private school development program for the rural areas. Non-governmental Organizations (NGOs) and Private Voluntary Organizations (PVOs) both indigenous and international abound in Pakistan and the environment is fertile for their nurturing and multiplication, especially Pakistani operated NGOs and PVOs. Characteristically, they lack both basic and working capital. They tend to be "Foundations" without a corpus, normally in danger of becoming a corpse without a strong continuing fund raising program. Such PVOs and NGOs tend also to focus on health and welfare projects or on integrated rural development. They characteristically and historically have paid too little attention to education, perhaps because it is harder and relatively expensive. Yet it is a preventative rather than a curative approach.

In light of this latent "natural" it is proposed that there be created a Matching Grants Fund for Rural Education to be administered by the All Pakistan Women's Association, working in cooperation with the Provincial Ministries of Education and their Departments of Education at the Division, District, Tehsil and Union Council levels. The fund would make grants to PVOs and NGOs to establish and operate primary and middle schools (Grades I-VIII) in rural areas. Preference would be given to girls schools and teacher training of women teachers for both girls and boys schools. Schools would be expected to become self-supporting during an external aid-grant period of 7-10 years. Income for the permanent life of the school would come from student fees and a growing annual donations program emphasizing a strong base of small donations, large donations from business and industry, and from large landholders. A condition of this project would be provision by the government for making these schools tax-free. Ideally, such schools would be able to obtain land on a donation basis. Such cooperation by individuals, the community, and the state, it is believed, is well within the possible if the fund is vigorously led and managed. Donated land is a realistic expectation; so is tax exemption; so is annual giving of an identifiable clientele; so are fees. In Pakistan's public primary schools the average expenditures (cost of instruction) per student is Rs 30 per month. Of course the same figures for municipal corporations are Rs 137-230 and the difference is noticeable in the quality. Private rural schools would have to charge more in fees than provincial (public) schools and therefore would be catering to the less poor as the private urban schools do. But this deals with an important piece of the problem. In any case, under a grants in aid program, such as is being suggested, the problem of promising children who are too poor to afford private schooling can be dealt with by a built-in scholarship program.

Estimated costs for a pilot project aimed at creating 240 private primary schools (approximately 3 in each of the country's districts) over an initial 6 year period can only be a semi-educated guess. Assuming that the fund would grant one-half the capital costs and one-third of the recurring costs (including the scholarship costs) for 6 years, the estimated cost per school of 200 students would be as follows:

1/2 Capital costs per school	Rs	235,000
1/3 Recurring costs (6 year period)	Rs	165,000
Total	Rs	400,000

So, approximately 400,000 x 240 =	Rs	96 million
(in dollars)=	$	6,000,000
Administration costs at 10% =	$	600,000

Estimated Costs of the Program: $ 6,600,000

(The scope of the program could, of course, be expanded or cut back at any time at the rate of $25,000 per school.)

Estimated Cost Revolving Loan Fund: Urban Schools	$40 million
Estimated Cost of Grants to Non-Profit Organizations (over 6 Year Period for Urban And Rural Schools):	$40 million
Estimated Cost of Reserve for Educational Investment Guarantees:	$ 2 million
Estimated Cost of Special Private Rural Schools:	$6.6 million
Total	$88.8 million

6. Student Incentives Cluster

- Poverty and School Attendance. So many primary school age children in Pakistan (mean per capita income $280) are so poor that poverty alone may in many cases be the real reason for non enrollment and drop-outs. To the extent that poverty prevents school attendance the problen can be remedied in part (wholly for some recipients) by an appropriate "scholarship" program for students Grades I-VIII. This matter requires further study before appropriate specific recommendations can be made or costs estimated. It is, however, recommended that such study be undertaken forthwith and that the initial program devised be a pilot one.

- Stipends for Parents. The same reasoning applies as above related, however, to the opportunity cost to parents of sending their children to school. Same recommendations as above.

7. Research and Experimentation Cluster

At least eight areas of primary education are ripe subjects for research and experimentation -- essential to sound long-range program development. They are:

- Further inquiry into all the causes of the high drop-out rate. Careful measurement of the effects and results of projects thought to be lowering the drop-out rate.

- Rationalization of curriculum content and difficulty with the realities of student life and average capabilities.

- Continuing analysis of experience with the mosque school.

- Further inquiry into means and methods for promoting female attendance.
- Experimentation with the concept of the Drop In School for older but not too old children -- restoring their once lost chance to obtain a fifth grade diploma.
- Cost relationships of primary school education and rural family incomes.
- Relationships between education and fertility.
- Relationships between education and health.

It is recommended that in order to carry out these and other relevant studies and experiments, a Special Educational Research and Experimental Projects Fund be established, to be administered by the Academy of Educational Planning and Management and the National Education Council (NEC).

Principal researchers would be scholars of the universities, particularly in Colleges and Institutes of Education. They would apply for research grants which the Academy and Council would approve, disapprove or negotiate modifications and approve. The Ministry of Education and the Provincial Departments could also "commission" research to carried out by their designees who would, however, have to apply jointly with their sponsors for the grants that could finally be approved only by the Academy and the Council.

Estimated Costs of Initial AEPAM/NEC Grant for 5 Years $ 5,000,000

C. PROPOSED INTER-PROVINCIAL PILOT PROJECT

It is proposed that there be selected a single contiguous area whose center would be the point at which the three provinces of Baluchistan, Sind and Punjab meet. There is such a point in the Indus River Basin called Kashmor. Sukkur in Sind is just to the south; Rahimyar Khan and Bahawalpur in Punjab are just to the north-northeast; Nasirabad in Baluchistan is to the north-northwest. An area forming a circle around Kashmor with a diameter of 170 miles would include Jacobabad, Khand Kot, Sukkar, Thul, Shikarpur, Rahimyar Khan, Khanpur, Rajanpur, Sui, Dera Bogti, Dera Murad Jamali, Liaqatpur, Kohlu, Sibi, Belpat, Larkhana, and Khairpur.

This contiguous area is under the jurisdiction of three separate provincial school systems. For each province its piece of the area represents a backward, rural, underdeveloped part of the province. Each piece of the area is more akin to its neighbors in the other two provinces than it is to Lahore, Karachi, or Quetta.

It is suggested that in this area, within the circle, on the available map, that there be established a cooperative "proving ground" for primary education administered by the three provinces together, along with the national Ministry of Education.


SAIDU SHARIF
MINGORA SWAT
MARDAN
SAWABI
ABBOTTABAD
HARIPUR HAZARA
ATTOCK
RAWALA KOT
PESHAWAR
WAH CANTT
ISLAMABAD
KOTLI
JAND
RAWALPINDI
MIRPUR (A.K.)
BHIMBER (A.K.)
CHAKWAL
JHELUM
KHARIAN
GUJRAT
UGOKI
MANDI BAHAUDDIN
SIALKOT
WAZIRABAD
DASKA
GUJRANWALA
PASRUR
NAROWAL
SAHIWAL
SARGODHA
MUROKAY
D.I. KHAN
KHURRIANWALA
SHEIKHUPURA
LAHORE
FAISALABAD
CHUNG
KAHNA KACHA
JHANG
KASUR
ZIARAT
TOBA TEK SINGH
PATTOKI
OKARA
QUETTA
LORALAI
MULTAN
KHANEWAL
PAKPATAN
D.G. KHAN
CHISHTIAN
NOSHKI
SIBI
BAHAWALPUR
NUKKANDI
KALAT
BALUCH
PUNJAB
KHARAN
RAHIM YAR KHAN
SUKKUR
KHUZDAR
LARKANA
KHAIRPUR
SIND
PANJGUR
DADU
TURBAT
NAWABSHAH
SHAHDADPUR
VADAR
PASNI
MIRPURKHAS
HYDERABAD
KOT GHULAM MOHAMMED
KARACHI
THATTA
BADIN

[1]KASHMOR

There would be one program, one administration, one budget, etc, but all three provinces would have a voice in its operation. The officials of all three provinces would be expected to learn from the experiences and experiments in the pilot area, and to apply them in the other rural areas in their provinces.

The basic outline and the scope of the proposed program would be as follows:

- Universal primary educational opportunity for all children in the region would be sought as rapidly as possible. How to and how long required to achieve this would be carefully measured.

- Mosque schools would be used as the primary foundation instrument -- expanded to meet the needs of the children in the first five grades.

- There would be equal opportunity and facilities for girls.

- Schools and classrooms would be physically of a high standard -- equal to the 5 grade, 6 room, 5 teacher plus principal standard discussed in the Assessment Report. There would be a middle school for girls in each Union Council Seat. The PEDEP program would apply fully within the proving ground area. There would be a minimum of two Superior Teachers Colleges within the area, each with an experimental model school as outlined in the Assessment Report. All teachers recruited as preservice candidates for the Teacher Colleges would be accepted for employment on the understanding that they would return to teach school in their Union Council or Tehsil.

- Should it be deemed important that the North West Frontier Province also take part in the experiment, though no portion of it is contiguous, D.I. Khan could be selected as the project's "Alaska" and included as an integrated part of the program.

  The project would constitute a "Department of Education" or a Directorate of Schools" owned by the 3(4) provinces together plus the national Ministry of Education.

- A final, though perhaps most crucial of all, factor to be built into the project would be the application in the project area of the principle of maximum local participation. By local participation is meant both local government and local community participation. The need in Pakistan for greater local participatory support of primary education cannot be overstated. It is too great a load for the federal and provincial governments to cope with alone, especially with their present fragmented and meager tax resource bases. It is also too great, too highly centralized a management burden on province and center.

By greater local government participation is meant a bigger role in primary education for the Deputy Commissioners -- the senior representitives of the government at the key District level, and for their subordinate Assistant Commissioners at the Tehsil level. Dating back almost a century, and almost as true today as then, the "government" to the average citizen is the Deputy Commissioner simply because he is the Government's chief executive, legislative, and judicial officer for the jurisdiction over which he presides: the District. His role in primary education within his district is at present ill defined.

District Education Officers (of the Provincial Department of Education) report vertically above to Division and Provincial units of the Education Department and function vertically down through the Assistant Education Officers of the Tehsil level. A major problem here is that "education's" vertical hierarchy is seriously underfunded, understaffed, poorly supplied, and essentially immobile for lack of transport. None of these applies to the DC Suffice it to say that he would appear to be an untapped resource in at least two respects. First, District Government could help DEOs and their staffs more than they are called upon to do. Second, the DC may well be a key, if not the key, to maximizing the local financial and participatory resources. He personally heads the District Council and has extensive powers as well as responsibilities viz a viz the Tehsil and Union Councils within his district. Who could better spearhead programs aimed at increasing local support for primary education?

Of the approximately 75 districts which make up Pakistan (exclusive of special territories) 8 or about 10% are in the proposed project area: 2 in Baluchistan, 4 in Sind, 2 in Punjab, (There are 2 districts in D.I. Khan). A pilot project of this scope would be large enough to be meaningful and small enough to be measureable.

Such a project would, of course, have to be subjected to extensive analysis and project design development before it could be judged feasible and its costs estimated. The cost projection for the present, then, is for a feasiblity study and draft project design and budget only: $96,000 (6 person-months @ $16000 per person-month, all inclusive).

D. SUMMARY OF ESTIMATED COSTS OF SUGGESTED ILLUSTRATIVE ACTION PLAN
(Figures are rounded to dollars)

General		
Support to PEDEP (World Bank) Project		$98,000,000
Eight Clusters Program		
Cluster I.	Teacher Improvement	104,000,000
Cluster II.	Curricula Improvement	17,000,000
Cluster III.	Schools Physical Improvement	346,000,000
Cluster IV.	Planning, Management & Supervision	40,000,000
Cluster V.	Non-Formal Education	34,000,000
Cluster VI.	Student Incentives	(Costs under Study)
Cluster VII.	Private Schools Support	89,000,000
Cluster VIII.	Research & Experimentation	10,000,000
Beyond the Clusters Pilot Project (Feasibility Study Costs - 96,000)		(Costs under Study)
Total Program Costs over Six Years:		$738,250,000
Average Annual Cost, Project Period:		$123,041,666

E. MINISTRY OF EDUCATION COMMENTS ON PLAN

Copies of the Assessment Team's report, in draft form, were made available to the Ministry of Education in late May 1986 and became the subject of discussions which resulted in various changes in the draft. Then on June 17, 1986, a bilateral meeting was held between the Ministry of Education and the USAID Mission, including the Assessment Team. At this meeting, chaired by the Secretary of Education, the draft report was discussed. In the words of the Secretary of Education, the meeting approved the broad outline of the report and decided that the Ministry would examine the report thoroughly and send its comments to the USAID Mission for incorporation in the final version of the report. Accordingly, on July 18 the USAID Mission forwarded to Development Associates, Inc., the Ministry's comments, contained in the Ministry's letter of July 15 to the Mission.

Development Associates, Inc., and its Team appreciate the Ministry's constructive, and instructive, comments and have incorporated them in this final version in various ways, as seemed most appropriate and useful. Where the Ministry indicated the need for correcting statements of fact or updating information, these suggestions have been quoted in the text, such as the amplification of the treatment of the Literacy and Mass Education Commission program whose FY1986 data became available after the Team had left Pakistan. All the Ministry's comments in this regard are quoted in full. Likewise the new information on curriculum development contained in the Ministry's July 15 letter is reflected in modifications in Part II, Chapter V. The Ministry's suggestion that proposed training in management and administration not be limited to primary education officials but extended to all appropriate officers "covering the entire range of education from primary to college level" has been introduced into the report. The Ministry's critique of the proposal that there be created a "Directorates of Primary Education" has now been noted in the report. The statement that such Directorates have been recomended, however, is retained and attributed to the officials of the provincial departments of education who indicated the need for relieving the pressures on the present Directorates of Schools. The report now suggests that such pressures seem to be recognized by all but that opinions vary as to how to relieve them. The view that the best solution is decentralization to districts, a persuasive one, is now duly noted in the report. The Ministry's comments agreeing with the report's treatment of private schools and community participation are appreciated.

The balance of the Ministry's comments, in fact the bulk of them, relate to the Suggested Illustrative Action Program, Chapter VII of Part II of the report. The sense of the Ministry's comments, as was that of the report's authors, is that the suggested illustrative action projects lay a concrete, tangible base for further discussion and study of next steps. Each suggested project summary is intended as a point of departure for initiating the design of a project aiming to contribute to the solution of one or more high priority problems. In this sense none of the report's original suggestions have, while in some cases modified, been entirely removed because of the Ministry's comments which by and large reflect concurrence. Where the Ministry suggested modifications or alternatives, however, such proposed modifications are recorded in this final version, as are all of the additional new ideas put forth by the Ministry.

Following, in full, are the Ministry's comments on The Suggested Illustrative Action Plan.

"Re-Structuring of Clusters

The Mission suggested the following clusters:

- A teacher improvement cluster
- A curricular improvement cluster
- A schools' physical improvement cluster
- A supervision and management cluster
- Non-formal education cluster
- Student incentives cluster
- Private schools enhancement cluster
- A research and experimental cluster"

"The Ministry suggests the modified clusters as under:

1. Primary Education Cluster (confirms Assessment Team suggestion)

   Financial inputs in the follow-on PEDEP and its expanded scope by including additional districts to be covered under the project.

2. Lower Technical Education Clusters (confirms Team suggestion)

   Opening of 8,000 technical primary schools. In the rural areas (one for boys and one for girls in each union council). These schools will have one year vocational course after Class V. There would be one school for boys and one for girls in each union council. The graduates of other primary schools may also join. The skills should be relevant to the demand pattern in the area.

   At the middle level, the Ministry is already experimenting with the concept of a technical middle school, operating in the evening. This needs to be expanded. (New idea.)

3. Non-Formal Education Cluster (confirms Team proposal)

   - N.I.C.E.
   - Drop in Schools
   - READ Project
   - AIOU Distance Education

4. Management System Cluster (confirms Team proposal)

   Establishment of management information systems in all the four provinces and Azad Jammu and Kashmir. Establishment and organization of a well-knit data collection system down to the union council level. Expansion and strengthening of the primary schools supervisory structure.

5. Other Inputs Cluster

   - Improvement of physical facilities; and

- Development and production of learning material. Improvement in the system of pre-service and inservice teachers' training (confirms Team proposals)

6. "Teacher Education (Proposes alternative to the Team's suggestion preferred by the Ministry)

The Mission suggests that at least 14 existing teacher training colleges should be upgraded as superior teacher training colleges with practising school.

The Ministry is of the view that instead of establishing superior primary teacher training colleges, the pre-service teacher training institutions may, instead, be consolidated by adding fully equipped audio visual aids centres to them and ensuring the facility of practical training through practising schools which would be a more worthwhile proposition. In the absence of such a facility, proper practice teaching is not possible. We at present have 87 normal schools and colleges for elementary teachers and 50 percent of these may be without practising schools. Hence the funds may be diverted towards provision of this essential facility to make the training more comprehensive and practible. The idea of upgrading teacher training institutes has been tried in the third education project which has not yielded desirable result. What is needed is strengthening, and not upgrading."

7. "Teacher Incentives (Suggests modifications in the Team's suggestion, while agreeing in principle)

The Mission recommends a special rural allowance equal to the urban allowance for the primary school teachers. It also recommends living accommodations for all rural school teachers.

Some of the teacher incentives such as rural allowance and 100 percent accommodation would not be feasible within the foreseeable resources. However, at the primary level the principle of pay according to qualification may ultimately have to be introduced."

8. "Scholarships and Stipends (Ministry agrees)

The Mission recommends stipends for parents to compensate for the opportunity costs for sending their children to school.

The Ministry agrees with this recommendation to the extent that such stipends should be tenable initially for girls, studying in Class IV to V in the rural areas. The experiment to be initiated in rural Baluchistan, and selected rural areas of other provinces."

9. "Mosque Schools" (The Ministry disagrees with the Team's formulation of the program to strengthen mosque schools without rejecting the idea in principle. The principal objection is questionable feasibility. The Ministry comments are persuasive, leaving issue to be resolved by further analysis and formulation of a feasible plan for appropriately strengthening mosque schools. (The Team's recommendations already partially modified in light of Ministry comments. See Chapter VII, Part II.,3a.)

Ministry's Comments: "Construction of three rooms of 20 x 30 ft. with adequate furniture and equipment should be provided in all mosque schools and that there should be a provision for its upgradation to a full fledged primary school for 5 classes.

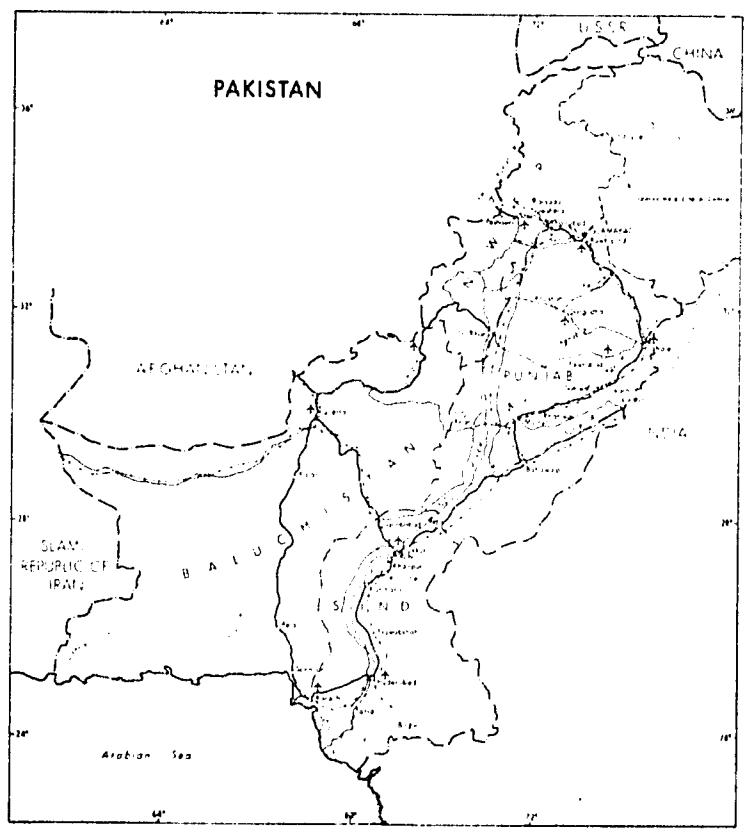
This is not feasible. Construction work at this scale cannot be carried out in the existing mosque schools. Generally no land adjacent to the mosque is available. Even if land were available the concept is questionable. It would have a highly adverse impact on co-education, and the facilities for boys and girls would have to be bifurcated. Therefore, the indirect costs of this arrangement would be enormous. If additional rooms are to be constructed, these should be in the existing primary schools as new sections. Larger staff would have a healthy effect on their quality. Dropouts would be reduced. Mosque schools should maintain their character as special local institutions oriented to literacy and numeracy skills only." These last comments misconstrue the Assessment Team's suggestion and this, again, illustrates the importance, first, of identifying the opportunity (e.g., strengthen mosque schools) and then thoroughly studying the alternatives before determining the precise course of action to be taken.

The Assessment Team appreciates and endorses the Ministry comments and suggestions. The criticisms of some of the Team's suggestions are constructive. They lay a stronger base for the continuing analysis of problem solutions that must ensure local, provincial, and federal practical considerations as well as purely professional view points, all need to be taken into account. Some of the Ministry's endorsements of the Assessment Team's suggestions come as no surprise since they were Ministry initiatives, first, found by the Team to be particularly effective responses to the problems the primary education sector faces.

Perhaps most important is the Ministry's having identified a new dimension to primary education development. This is its innovative emphasis on the addition of technical education to Grade V (or a year following Grade V) and to middle school education as a whole. The Team had proposed curriculum quality improvement and the increase of its relevance to life, especially in rural areas. The Ministry's proposals go several steps further, suggesting that primary and middle school curricula should be tailored precisely to the needs of the national development program, adjusted by geographic area and as between rural and urban but adjusted to, in effect, local, regional and national labor market demand needs. This is a very substantial and a bold contribution to the traditional thinking about primary education improvement. It constitutes major curriculum reform, not just improvement. Those to be concerned with further analysis and the refinement of the next steps in primary education in Pakistan should be especially appreciative of this conceptually new Ministry thrust for technical education at the primary and middle level, in line with national manpower development needs.

2388H

PRIMARY EDUCATION IN PAKISTAN



PART III

CASE STUDIES OF SCHOOLS IN PAKISTAN

PART III .

CASE STUDIES OF PRIMARY, MIDDLE, LITERACY, AND SKILLS EDUCATION

Earl Jones
Jamshed Bashir
Nargis Naim
Tanveer Bashir

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, Virginia 22204, USA

Submitted To:

Human Resources and Training
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
Islamabad, Pakistan

June 1986

FIELD RESEARCHERS

PUNJAB

Supervisor: Prof. Ibrahim Khalid, Institute of Educational Research, University of the Punjab

S. Sibte Hassain
Ghulam Rasool
Mohammad Iqbal Naveed
Khawaja M. Ibrahim
Qazi Mehmood Hashmi
Mian M. Fakharuddin
Zahoor Ahmed
Mushtaq Ahmad Siddiqui
Mohammad Nawaz
Kh..hwar Sultana
Mohammad Wazir Khan
Mian Nazir Ahmad
Zia ul Haq
Faqir M. Naseem
Ghulam Qadir Buzdar
Mohammad Siddique
Malik Hazoor Baksh
Malik Ghulam Hassan
Qazi Qadar Baksh
Mohammad Jamil
Wajid Aziz
Mohammad Azam
Mohammad Afzal Khan
Surraya Khalid
Muhammad Amin Quirashi
Makhdoon Amjad Hafeez
Shamsa Bano Naqvi

BALUCHISTAN

Supervisor: Prof. Maqsud H. Rizvi, Department of Social Work, University of Baluchistan

Zain ud Din
Saeed Ahmad Shah
Barkat Ali Khawary
Nasim Qureshi
Amjad Hussain
Fouzia Idris
Irfan Ahmad Beg
Edward Arthur
Sufdar Majeed
Mohammad Hassan Munji
Saeed Qamar
Javed Ahmad Beg
Muhammad Akram
Mohammad Ismail Khan

NWFP, SOUTH WAZIRISTAN AND KHYBER AGENCIES

Supervisors: Profs. Fazli Hamid, Sajjad Hussain Shah, Sarah Safdar, Mohammad Mumtaz, Department of Social Work, Peshawar University

Bad Shah Khan Khattar
Mohammad Tahir
Taj Wali Khan
Hafiz Khattak
Nasrullah Khan
Liaqat Ali
Mohammad Tawab Khan
Ajaz Ahmad Karai
Mir Fayaz Khan
Aziz Ahmad
Mohammad Karim
Mian Zaheen Akbar
Iqbal Hussain
Khar Mohammad Khan
Mohammad Israr

SIND

Coordinators: Ghazala Siraj-ul-Mulk, Zafar Ali Tipu, Sultana Javed

Aftab Alam
Razi ud-Din
M. Mansoor Ahmed
Mohammad Saleem
Nazar Mohammad
Rizwana Riaz
Nazim Ali
Ghulam Sawar
Mohammad Aktar
Rai Munir Hussain
Rukhsana Parween
Rehana Saleem
Rafi Khan

ACKNOWLEDGMENTS

The case study team acknowledges the guidance and encouragement furnished by the assessment team: Robert Culbertson, Clayton Seeley, Eliodoro Robles, Stephen McLaughlin, Charles Benson, and especially Joseph Alessandro, who edited this report. Further, it thanks Mara Morgan and Lynda Hamid for their work in the preparation of the questionnaires and this report. Mohammad Shafi, who rushed the team here and there at a moment's notice, is sincerely appreciated.

Many USAID/Islamabad officers assisted materially with the orientation and the numerous activities involved in conducting a national survey and all their help is appreciated. Jon Gant, head of Human Resources and Training, and acting head, Zahid Zaheer, cheerfully bore the brunt of the burden. Financial Management, C&R, and the Motor Pool were active partners in many phases of the work.

The USAID offices in Islamabad, Peshawar, Lahore, Quetta, Karachi, and Hyderabad were called upon for the many tasks of transportation, appointments, information, and advice. Their efforts on our behalf made an unlikely schedule happen.

None of the work could have been accomplished without the complete backing of Secretary Saeed Qureshi, Education Advisor Munir Ahmed, and Deputy Education Advisor G. A. K. Niazi, all of the Ministry of Education. The Secretaries of Education in the provinces and their staffs worked hard to form the samples and facilitate entrance to the schools. Many regional, district, subdivisional, and assistant education officers cooperated with the conduct of the case studies. Their help was beyond the call of duty and is gratefully noted.

The arrangements with the staffs of the participating universities were facilitated by their administrations. The field team thanks Vice Chancellor Muniruddin Chughtai, University of the Punjab; Vice Chancellor Kashid Tahir Kheli, Peshawar University; and Registrar Mohammad Anwar, University of Baluchistan - for their kind assistance.

The different arrangements to conduct the work in tribal areas was made easy by Home Secretary Agha Aman Shah, Baluchistan; Home Secretary Shamsher Ali Khan; Assistant Director for Education, FATA, Miraj-ud-din; Commissioner Postam Shah, D. I. Khan Division; Political Agent Asif Shah; Assistant Political Agent Syed W. Shah - South Waziristan; and the Scouts that accompanied the researchers. Very special thanks go to Deputy Secretary Khumar Khan Mahsud, States and Frontier Regions Division, Ministry of Federal Territories, for encouraging the team to include tribal areas in the study; they provided important insights into the Pakistani systems.

The general and statistical information on the United Nations High Commission for Refugees schools was provided by the Islamabad program officer, Peter Shoof, who also opened the doors for interviews in the schools. The NWFP work was aided by Col. Afridi and that in South Waziristan by Mohammad Ashrif Wazir.

Finally, although the list is far too long to include, the many officials of the organizations in the sample, the administrators and teachers of the schools, were invaluable aides; without them, the study would not have been done.

TABLE OF CONTENTS

LIST OF TABLES

FIGURE

CHAPTER I.

INTRODUCTION

The US Agency for International Development and other US organizations carried out important early primary education projects with the Government of Pakistan. Other nations and the international agencies also assisted educational development through the years. In 1972, Pakistan nationalized many private and parastatal schools and much of the external assistance ceased or was greatly curtailed. The World Bank concluded a primary education project loan agreement with Pakistan and began assisting in 1979.

Pakistan announced a great concern for primary education and proposed a larger budget for educational development in its Sixth Five Year Plan, scheduled to begin in 1983, and requested financial assistance from several agencies including USAID/Pakistan. A USAID preliminary study was conducted in 1984, followed by an overall assessment in 1985. During this stage the Government of Pakistan requested that adult literacy programs be added to the study. Some of the nationalized schools were returned to their former owners beginning in 1974; that process still continues, but many are still held by government agencies.

One small effort (5 schools and adjacent teacher quarters) was begun by USAID in North West Frontier Province (NWFP) under the Tribal Areas Development Project. A few schools are also being constructed in the Gadoon-Amazai region under the North West Frontier Area Development Project. The present study, Primary Education Assessment, was begun in March 1986 by Development Associates under contract to USAID/Pakistan, and in conjunction with the Government of Pakistan, to further the documentation on needs.

A. EDUCATION IN PAKISTAN*

Pakistan is reported to have the lowest literacy rate in Asia; quotations are from 15% to 29% but 26% is one of the most frequently cited. (The World Bank stated 24%.) It is commonly said also that the literacy rate has dropped some 2% during the last 20 years because the birth rate was greater than the increased enrollment in primary schools. It is because of this low rate of literacy that the present Government has decided to allocate higher sums of money to primary and literacy education. Indeed, the Government of Pakistan has set an official goal of reaching 50% literacy by 1990. That goal is admirable but will require a gigantic effort. The 1985 reports placed the primary participation rate at just under 50%

---

*Portions of Chapter I, Part II, are repeated herein to provide the context for the survey.

and many students do not remain in school long enough to become functional literates. Even the maintenance of the present rate is a considerable challenge. To demonstrate the enormity of the task, Table 1 compares the number of Pakistani children eligible for the first eight grades and the numbers reported as enrolled.

Table 1: Children by Single Ages in the Primary and Middle Levels, Provincial Enrollments and Percent of the Cohort Population, and Ministry of Education Enrollments and Percent, for 1984-5 (excluding the federal territories and refugees)*

Age in 84-85	Census Cohorts	Province Documents	% of Group	Ministry Documents	% of Group
5	1,689,353	1,893,280	112	2,708,814	160
6	2,820,073	1,153,596	41	1,535,573	54
7	2,770,302	939,682	34	1,229,401	44
8	2,912,063	795,865	27	1,007,882	35
9	2,843,421	667.057	23	906,534	32
Primary	13,035,212	5,449,480	42	7,388,204	57
10	3,094,741	461,352	15	723,312	23
11	2,326,874	378,650	16	586,010	23
12	3,211,900	315,844	10	495,561	15
Middle	8,633,515	1,155,846	13	1,804,883	21

* Excluded from census cohorts and enrollments

The present assessment used only those numbers for enrollment that were provided by the provinces and other areas; it made no attempt to estimate enrollments in private schools, for example, that had not been furnished. Ministry of Education enrollment numbers, however, included estimates from its study base, thus the latter are higher.

The more than 100% in both enrollment figures is, of course, not real. The potential problems with the numbers include the following:

1. The official statement on population growth is 3.1%. An examination of the numbers in the 8 cohort groups (1981 census) does not bear that out. Indeed, there is a tendency toward a decrease, not an increase. There is a question, then, about the accuracy of the census or the 3.1%.

2. The case study teams made concerted efforts to separate preschool children from those in first grade. On the whole, they were successful. The combined first and preschool (nursery, prep, Junior I) enrollment in the sample schools was 19,052, but 5,316 (28%) of these were preschool. No preschool enrollment is stated in the summary figures that exist for grade one in the federal and provincial statistics. Applying this percentage to the stated enrollments would change the picture considerably:

Province Documents	1,363,162	72%
Federal Documents	1,950,346	11.5%

This adjustment still would not explain the federal number.

3. Although the survey team did not ask for counts of over age children, there were some. The headmasters stated that promotion rates were generally about 84% and that almost all of those not promoted repeat the class. While this is not an exact measure, it might bring provincial first grade enrollment in relation to the cohort group down to 68%, which approximates the average of the respondents' estimates for their age group.

In summary, the preschool children definitely constitute a major factor in what appears to be a 104% dropout rate between first and second grade, according to federal enrollment. It still remains large even with the adjustments and is a serious problem for achieving universal literacy.

While the general numbers of enrollment in primary schools and middle schools are sufficiently alarming, those for the education of girls are far worse, especially in the rural areas. Baluchistan Province reports about 2% of the rural girls in schools. While the other provinces have higher proportions, rural enrollment for girls probably does not exceed 7%. The reality is that for the vast majority of girls, the present schools are overcrowded or there are no schools for them at all. This is a serious enough problem in its own right but when a 50% literacy rate is sought for the entire population, the task can be seen as extraordinarily difficult.

B. SCHOOL SYSTEMS IN PAKISTAN

Just as in the United States, there is no national system of education in Pakistan. Unlike the US, the federal Ministry of Education, under the direction of the Presidency and the Legislature, establishes guidelines on basic curriculum, sets a wage scale for teachers and other personnel, supplies some of the monies for the construction of educational facilities, and in some cases pays part of the recurring costs. Additionally, there are both federal and parastatal schools whose entire operation is financed through several ministries.

The provinces have departments of education and these, together with the other provincial offices, make final determinations on the implementation of curriculum, the appointment and promotion of school personnel, and through revenues, furnish the funds for most recurring costs. The provincial departments have varying supervisory duties with the private, federal and parastatal schools operating in their areas - ranging from none at all to regular inspection visits, depending on the province and on the system in question. As a generality, their work load with their own schools allows no more than cursory visits to the schools of the other entities, if any at all.

1. Provincial Schools

The schools run by the four provincial governments account for the vast majority of students enrolled. While national statistics do not break the enrollments down by the source of control, in the Punjab, for example, 84% is in provincially controlled institutions. Further, in the rural areas and small towns, the provincial facilities accommodate almost all the students. The

proportions controlled by their provincial departments are said to be somewhat less in Sind and the NWFP but even there, the estimate is at least 75%. Baluchistan is considered even higher than Punjab since there the department of education also manages the schools in the tribal areas.

2. Municipal Corporations and Committees

There are 12 municipal corporations and 118 municipal committees in the country. The corporations are in the larger cities and are headed by an elected mayor and a council. In the secondary cities, the government is via an elected council. All but one of the corporations have schools; they finance and manage the education almost entirely without federal or provincial assistance. Only about one-half of the municipal committees operate schools; most of those that do, fund and supervise them from their own resources and personnel. Both entities obtain their educational operating funds primarily from local taxation; some small supplementary monies come from school fees. (See Chapter VI in Part II for detailed amounts and sources.)

The largest of the corporations, Karachi, has 505 schools (with double and triple shifts in 240 buildings) and enrolls more than 109,000 students. The other corporations and committees in Sind Province account for another 50,000 students.

Corporations and committees are also an important part of the educational offerings in the Punjab; its largest corporation, Lahore, has 92,800 students. All the Punjab corporations and committees together enrolled 494,738 students in 1984-1985. NWFP has only one corporation and that, combined with several municipal committees, enroll about 85,000 students. In Baluchistan, the municipal corporation in Quetta has the responsibility for education and while it has only one school, which is a girls college with about 3,000 students, it adds greatly to the educational services of the city's educational system.

The estimate for the nation's corporation and committee schools (excluding town councils and others termed local government) enroll nearly one million students, approximately 70% in primary and middle grades. It is vital to note that as a generality, these are very overcrowded and getting more so every year. The revenues of the corporations and committees are severely limited and since they receive nearly no provincial or federal assistance, they face emergency situations now and in the future.

3. Local Government/Town Councils

While only 54 of these with schools were positively identified, the lack of any central organization or reporting mechanism makes estimating their contribution to education tenuous; there may be many more. Two factors have combined to keep these in educational finance and management:

- There were (and are) pressures from parents to construct and operate schools because the provincial system was insufficient or inadequate;
- Many small missionary and other private schools, during nationalization, were taken over by these bodies and, for the most part, are still controlled by local governments.

These are almost entirely primary and middle schools, and perhaps enroll as many as 100,000 students. Local taxes, donations, and fees furnish the funds; supervision varies from local council members to appointed principals and headmasters. Some of these are operated by Muslim groups, with both supervision and some funds from religious contributions. The schools are facing intense pressure to increase their enrollments and many reported severe financial straits.

4. The Federal Government and Parastatal Systems

During British times, the military and several other governmental bodies operated schools for the officers' and employees' children. The tradition continued into independent Pakistan and is still in effect today. Further, with the low investment in provincial and corporation education, the officials in other government entities, dissatisfied with the scarcity and quality of the schools, constructed and operated their own. Some of both categories were "nationalized," but in reality, the control usually was shifted from one ministry or institution to another.

Previous studies of education in Pakistan, and the orientation for the present assessment, called attention to only a few of these systems. Their discovery and sampling, then, became an additional and arduous task that was not fully accomplished within the limited time frame for the study. The present listing, therefore, is provisional.

Federal Government Educational Institutions: These schools, with a total enrollment of about 115,000 students, are those that formerly were under the control of the Cantonment Board. The administrative body was to have been civil but the Army obtained control and intended to call them the Cantonment and Garrison Schools. The headquarters is within the cantonment in Rawalpindi but the schools are located all over Pakistan where there are Army installations. The students are children of Army personnel, civilian employees, and more recently, a quota system was instituted that brought in the children of local residents, especially the poor. Many of the buildings are British built and these are well maintained and generally in better condition than provincial schools. A uniform curriculum is maintained throughout the system so that when Army personnel are transferred, their children do not suffer. The Cantonment Board is currently negotiating to have control transferred back to their jurisdiction. The budget is within that of the federal Ministry of Education.

Islamabad Federal Area: This system operates schools both in the city of Islamabad and in the villages within the Federal Area. The system is comprised of 266 primary, middle, and secondary institutions. The pertinent enrollment for this study is 4,602 preschool (Junior I), 44,015 primary, and 13,017 middle school pupils. A special federal office manages the schools with a chief education officer, and both male and female supervisors. Despite the rapid construction of schools during Islamabad's existence, most of the city schools are seriously overcrowded and even under those conditions, some parents are unable to find places for their children. As would be expected with new construction, the physical plants are in quite good condition and appear to enjoy reasonably effective maintenance.

Federally Administered Tribal Areas: Because of the internal autonomy of the tribal areas in NWFP (the Baluchistan tribal area schools are operated by the Province), a separate administration, usually abbreviated to FATA, operates the government schools in the agencies and funds them almost entirely (some contributions are made by the tribes and the land is always donated by the local authorities). A special office under the Home Secretary of NWFP administers the program and has its own supervisors.

Except for a few, the schools have been installed within the last twenty years and consist mostly of boys schools. FATA is trying to build primary schools in each village, then use area middle and high schools, but many villages and areas still lack primary school buildings. USAID is helping through school and teacher residence construction. A far greater problem in providing full education opportunities to tribal youth is the teacher situation. Despite enormous progress in the provision of schools and increased enrollments, there are still not enough tribal member teachers and many outsiders find it difficult to live in the tribal areas. The situation is more serious for girls. There are few girls middle schools and fewer secondary schools. The tribal members report that they want schools for their daughters but that outside women will not reside in the villages. The combination is a vicious circle that has not been adequately addressed.

All of the FATA schools visited were of relatively simple but adequate construction and all of them demonstrated careful attention to maintenance; indeed, as a group they were the best maintained of any system except that of private institutions. Not all of them possess satisfactory drinking water and sanitary facilities but special efforts are being made to resolve these difficulties.

While all of the outside teachers hold the appropriate teaching certificate, many of the tribal teachers do not since the urgency of the situation has caused recruitment of some with less than teacher college education. FATA conducts summer programs to help these teachers gain their teacher education and their certificates. Substantial progress is in evidence for male teachers; females, however, sometimes recruited after eighth grade, require a great deal more training. A scheme of housing teachers in a more settled area, then transporting them daily to the villages, appears to be giving good results in the few places where the experiment is being conducted.

Tribal Areas Scout Schools: These institutions, in NWFP tribal agencies, are separated from the regular FATA schools for two reasons: they are intended to provide the basic education for those likely to become Scouts, and because a high proportion of the costs is donated by the tribal leaders (70% in South Waziristan last year for the schools at Wana and Tank). The schools are under FATA supervision and that organization pays the costs not covered by the donations. The schools are solidly constructed and well maintained, and most of the teachers are certified, including many who are tribal members.

Frontier Regions: These are especially designated defense needs areas on the borders in Baluchistan and NWFP. In both, some educational opportunity is furnished by the cantonment schools in military installations. In other parts

of these regions, however, education is provided by FATA in NWFP, and is managed via the same mechanism as tribal areas. They have insufficient boys schools and a serious lack of girls schools. Many of these regions are in steep mountain areas with scant population and severe transportation problems. Furnishing education, then, is expensive since the village enrollments are often low and parents will not send their children long distances to school even when transportation is available. Transporting teachers is also being tried in the Frontier Regions. Minority languages are also reported as a stumbling block to improved education since even within a few miles, from one valley to another, the language may change. Differences among the groups also complicate the situation; sometimes they don't want their children to go to school with those of other groups. A great deal remains to be accomplished within these regions if universal primary education is to be attained.

Cadet Colleges*: These institutions, in large part commenced under the British government, are located throughout the nation. The original function was to prepare boys who would become officers in the military services but that has been expanded to include those apt for several government services. These colleges are maintained by a separate Board of Governors and are funded through the Ministry of Defence. Their total enrollment was not ascertained. An important aspect of the colleges is that when local government officials identify intelligent boys in backward and other rural areas, they may receive scholarships and thereby further their education and entry into professional life.

Defence Authority: This federal agency has schools in several defense locations. The schools are managed by a local Section in Charge within the Defence Authority and are affiliated with the Federal Board of Secondary and Intermediate Education in Islamabad. The school included in the survey was in excellent condition, well staffed; both promotions and passes on examinations were reported above 90%.

Pakistan Navy: The Navy has established a few schools along the Arabian Sea for the children of their personnel and civilian employees. They are funded and managed by Navy personnel although the teachers are all civilian. Permission to visit one of these was not granted in the allotted time for the study but it is said that they have good buildings and teachers, and that the quality of education is high.

Pakistan Air Force: Located in several parts of Pakistan, these are operated and administered by the Air Force with civilian teachers. Air Force personnel and employees' children attend. The one included as a case study was in good physical condition, the teachers were all certified and with university training, and the teachers reported that the children perform excellently on the school and national examinations.

---

*Middle, secondary, and high schools, and colleges, usually include the primary grades. The Cadel Colleges are comprised of grades 1-12 and some 1-14.

Pakistan Customs Service: These are located near the major customs houses and cater primarily to the employees of the service. None was surveyed, but secondary information proclaimed them as very good institutions. They are funded through the Customs Service budget.

Pakistan Railways: When the British built the railways in Pakistan, they also constructed housing for the employees and provided schools for the children. During nationalization, 39 of these were taken from the system but Railways still has some voice in the administration of those taken by municipal corporations and provinces since most of the students are from their employees' families. In 1986, the system operated 3 boys, 4 girls, and 2 mixed schools with a total primary enrollment of 4,864 primary and 3,609 middle, as well as specialized levels of education. An important note is that 70% of the students is female, the only system with more girls than boys. Although the buildings are old, those observed are well maintained, the teaching staff is well qualified, and the reported test performance is excellent. Overcrowding is evident in most of the schools; the employees were reported to prefer the schools directly operated by Railways.

Pakistan International Airline: A more recent addition to the school systems is that operated by PIA. As with others, they were installed to provide quality education for the employees since the overcrowding and deteriorating physical plants of many of the schools where they have offices and service centers were inadequate to their children's needs. The schools are mostly new and are reported in good condition with excellent teaching staffs.

Universities: All of the universities that offer programs in primary school education, and some that do not, operate one or more primary or primary-middle schools. In some, they provide schooling for the children of faculties and employees, but others mostly enroll local students. All are utilized for practice teaching. They are on or near the university campuses, have separate faculties, and the costs are met through university budgets and fees. Those contacted had an enrollment of about 3,000 students, all were coeducational, and most teachers were women. At least two teacher colleges also have primary laboratory schools; they reported mixed province-college funding.

Government and Other Parastatal Institutions: There are also many state and parastatal organizations that operate schools. Generally, these are termed model schools and function, in the words of two of them, both to demonstrate that quality education can be provided and to furnish schooling for their employees or a target area. Social Welfare (Ministry of Health, Special Education, and Welfare and the provincial departments), the local offices of the Ministry of Labour (mostly vocational programs including basic education), and a number of smaller parastatal and semi-government institutions are among these.

The Comprehensive Training Academy, as an example, is a new institution begun with federal assistance but that operates primarily on its own earnings. It has recently opened a primary- middle school in the industrial area of Islamabad. The school is entitled a model school and is operated to furnish quality education for federal and industrial employees' children, especially those whose land was purchased for the capital area and who are in low skills jobs. It is a part of the uplift program designed for these villagers and

their families. Funding comes from fees from those that can afford them, and from the Academy's budget. It also conducts many literacy programs in various sites in the federal area, reported to have about 3,000 adults enrolled.

The Civil Aviation Authority builds schools that are sometimes operated by a province (Baluchistan) and sometimes via its own resources. The surveyed school was nearly new and well staffed.

Social Welfare, in addition to its regular vocational programs, runs several ladies' industrial homes in urban areas, has nursery schools in many sites, and in a few, offers primary education. It carries out vocational programs for workers and the unemployed. In two of the sample programs in the case studies, the Social Welfare program was operated in conjunction with the All Pakistan Women's Association, a private organization. In both these instances, the Social Welfare operation was principally from provincial funds with some federal assistance.

Special Education: The national Ministry of Health, Special Education, and Social Welfare has relatively recently entered the field of providing education to handicapped children. It directly runs programs for the deaf, blind, and otherwise physically handicapped, and for the mentally retarded. A few orphanages also come under its jurisdiction. These include primary education.

5. Private Non-Profit Schools*

There are three important subsets of these - Christian (mostly Catholic), Muslim groups, and those operated by boards or committees purely for educational uplift of the population. Most of them charge fees, ranging from very low in the Muslim schools to very high in most of the board institutions. In addition to these three groups, other organizations offer non-profit education: the All Pakistan Women's Association, foreign governments, foundations (notably the Aga Khan Foundation), and some other philanthropic institutions. The individual schools within these groups vary so widely that they almost beg description, but some common characteristics are found.

Many, but not all, of the private non-profit schools were nationalized in 1972. Some have already been returned and provincial and federal officials are urging the groups to again take control of others. Some of the buildings were seriously damaged through abuse or lack of maintenance, thus the organizations resist the return of some without adequate compensation.

Private schools are supposed to register with the provincial governments but many do not. No one knows how many there are nor do they know much about the quality of education imparted. Punjab has made a serious effort to register them and obtain statistics on teachers and students. The Bureau of Education reported 427 private schools in the province in 1984 with 83,174 primary students and 49,993 middle school enrollees. They candidly admitted, however, those numbers were far fewer than in existence. The Karachi Region of Sind Province lists 748 private schools. They had no counts of students but it might be as many as 100,000. Again, they knew that even the number of schools

*Many private non-profit institutions provide literacy and skills training; representative types of them are described in Chapter VI, Part II.

registered was out of date. While some of these are private non-profit or claim that status, others are run principally as businesses. "Educated guesses" about private non-profit enrollments in the country place it at about 350,000 but since no adequate separation has been made between non and for profit, the number may be greater or smaller.

Christian Schools: The majority of these schools is Catholic, run by the parishes, dioceses, or orders of nuns, priests, or brothers. They are mostly in the larger cities but some smaller ones also have this source of instruction. The intended clients of the schools determine the language medium (all emphasize English, but not all teach in it). The fees charged to supplement church funding, and the level of instruction, vary widely. Some aim at the poor, especially the sweeper colonies (one of the few remaining castes), and charge nearly nothing. Others are to furnish schooling for the children of middle and upper classes and charge accordingly. Still others are to supplement the inadequate schools for girls and take in students from many economic levels.

Most try to keep classroom loads at a level that will enable quality education to take place but with the serious problem in government schools, the Catholic schools are being pressured to take more and more students, which in their judgment, is lessening quality. With the memory of nationalization still fresh, they find it difficult to resist official pressures.

There are some (number unknown) Protestant schools in existence; Seventh Day Adventist and Episcopalian were identified and one Church of Scotland was reported. None of these was available for interview.

Muslim Schools: The largest group of private non-profit schools is that operated by the several Muslim groups. They consist of two principal types - Madresa and Hadis (or Maktab). These fund their education programs from donations to the Mosques; a few receive assistance from the provinces. Almost all the Hadis are simply constructed with few amenities for imparting education. In some, the Imam and volunteers are the teachers. Almost all of these are for boys. At one time they functioned only to teach Arabic, the Quran, and the life of the Prophet but they now teach reading, writing, and arithmetic, at least, and usually a full primary school curriculum.

Some Madresa are also quite simple institutions but many were originally intended to prepare Imams and so have better buildings, equipment, libraries, and hostels. Indeed, some have progressed to full college status with an excellent curriculum. At least one, in Lahore, has recently added teacher education since so many Imams today help administer and teach in mosque schools. Still another indication of fundamental change is that the Madresa in Gujranwala is adding a full college for girls, one of he first in the nation.

Private Board Schools: Many of these are old schools begun in British times and associated with Cambridge, Oxford, or one of the other English colleges. They are called public although they are private. The ones that properly belong in this category are the non-profits, governed by a board, designed to provide very high quality education. (Care must be taken with the term "public" and alleged association with British colleges since many private

schools for profit are using these terms.) The oldest and highest regarded of these schools in Pakistan is Aitcheson College in Lahore, set up first as a chiefs college 100 years ago. It is financed by high fees and by contributions from the "old boys." There are also a good many others similar to it but with less prestige.

The Aga Khan Foundation has schools in many Muslim countries, including Pakistan. Prince Aga Khan left a sizeable fortune in investments to fund schools and hospitals, and dedicated Ismaeli Muslims have since added substantial sums to the original fund. Although built to educate Ismaeli children, they admit students of any creed. The buildings, furniture, curricula, and teachers are excellent. Most of the schools are in Sind and NWFP but there are others.

Additionally, there are other foundations, associations, factory owners and businessmen that have founded schools. Little is known about them since they represent only themselves and have no central organization or reporting system. They vary considerably but are still among the better schools in the country.

Foreign governments, usually through their embassies or consulates, also have schools in the nation. The American school is one of these. They are not registered as part of the Pakistani systems but many of the students are Pakistani. They charge fees but are also usually subsidized to some degree by home governments.

Prior to nationalization of their facilities, the All Pakistan Women's Association was a major force in providing education for girls. Only a few schools are now run by them. To continue effective work with their contributions and volunteers, that organization, abbreviated to APWA, is concentrating its efforts on literacy and skills programs. It operates some on its own, some in association with the Literacy And Mass Education Commission (LAMEC), and as joint efforts with Social Welfare, the Ministry of Labour, factories, municipal corporations, and the provinces.

Education for the Handicapped: As noted previously, the Ministry of Health, Special Education, and Social Welfare operates several specialized schools for the handicapped in Pakistan. Private non-profit institutions also work in this field; they depend mostly on donations, some from outside Pakistan, for their operating funds. The Gujranwala school for the blind and deaf, for example, receives money from the Catholic Church, the Government of the Netherlands, and local donations.

Orphanages are operated by several religious organizations, associations, and by provincial and local governments. Social Welfare has several.

6. Private for Profit

The majority of the private schools in Pakistan falls into this category. They vary from the very costly Beacon House type to simple operations in a room or rooms in a home. The quality varies widely but the public often sees them as offering better education and makes sacrifices to enter their children. The number of these schools and their students is unknown except for the indications given earlier. Too, they spring up every day, thus even just

registering them is an impossible task under the present regulations. Estimates on their enrollments range from half to a million. Since the government is encouraging private entry into education, and has imposed nearly no regulations on them, some educators see future problems that will be difficult to resolve. With the present plight of government education, however, and the enormity of the needs, the private for profit schools have a role in Pakistan.

7. United Nations Refugee Schools

Although not a part of the Pakistani educational institutions, there are large numbers of children educated by the United Nations High Commission for Refugees (UNHCR). During their five years of operation, this system has grown to the point that it operates 667 schools (most in NWFP but some in Baluchistan and a few in Punjab) with about 85,000 primary and middle school students. Most teachers are Afghanis but many Pakistanis are also employed in the work.

The program begins by conducting school in tents, then plans to progress to adobe structures, and when sufficient students and community assistance are found, construct block wall buildings. The UN provides the texts, all materials and supplies, and pays the salaries. Through other parts of its program, it furnishes health services, clothing, and food.

So far, secondary, intermediate, and university students are accommodated in the Pakistani institutions. UNHCR provides scholarships when fees are involved but in many cases, the provincial and tribal area schools admit them without extra charges.

2384H

CHAPTER II.

STUDY METHODOLOGY

USAID/Pakistan, in conjunction with the Government of Pakistan, set up the present assessment to more fully describe and quantify the several aspects of education in the country, and make recommendations for what could be done to remedy the problems. The Development Associates team of seven professionals from the United States, working in close contact with Pakistani federal, provincial, and other officials, followed a regularized set of procedures and methodologies to effect the assessment:

- The analysis of existing documentation - studies, policy statements, and statistical data;
- Indepth interviews with federal, provincial, regional, divisional, subdivisional, tehsil, and school officials, coupled with visits to many schools;
- A set of case studies of 220 schools, literacy and skills programs, and their catchment area populations: headmasters, headmistresses, principals, teachers, parents, community leaders, youth, and on site observations.

The first two approaches - document study and interviews - plus an abstract of the case studies, provided the material for Parts I and II. The present report, Part III, details the procedures and results of the case studies.

A. GENERAL APPROACH

The usual approach to a national assessment of education is to update the information and statistics from previous assessments, analyze the data in light of present policies and budgets, and formulate the new report. The previous assessments of education in Pakistan were few in number, necessarily partial because of the parameters set for them, and hampered by weaknesses in the data. The present assessment suffered from these same problems but because progress had been made in information gathering in the provinces, the available information was somewhat more complete and of better quality. Equally important, the study team worked directly with the provincial departments and many of their subordinate offices, enabling greater control.

An additional strength of the present assessment is that sufficient specialized staff was made available so that more indepth analyses could be made of each facet: policy, management, curriculum and instruction, literacy, finance, and research. The task of synthesizing the information was also enhanced by the application of specialized professional knowledge and experience to the separate fields involved.

The research specialist added three Pakistanis to form a central Islamabad team. This group helped with the preparation of the questionnaires, their pretesting, arrangements with the universities, schedules, collected general data, conducted interviews, and did the tabulations. In addition to English, they spoke Urdu, Pashtu, and Panjabi, facilitating the training of the interviewers.

B. THE CASE STUDY STRATEGIES

The scope of work for the assessment included a limited survey of representative school types (primary, middle, literacy) and areas in Pakistan to provide first hand data as corroboratory evidence to the study. The final design by the team converted the survey approach to that of case studies so that not only schools, but their catchment area clientele as well, would form the basis for the primary data. Three types of information were sought:

- Direct data on the schools, personnel, enrollment, attendance, buildings, furniture, textbooks and other supplies, sanitary facilities, and drinking water; this information was collected from the headmaster.
- Opinions of school personnel, parents, community leaders, and youth on the number and quality adequacy of the above, plus reasons for absences and dropouts, and suggestions for improving these factors.
- Observation by trained researchers on the conditions of the schools, and about the communities, helped explain the other two sets of information.

Additionally, since the subject matter specialists were concerned mainly with the central parts of the system, the survey team was charged with gathering data on the many smaller educational systems in Pakistan. That information is presented in the first chapter of the present document.

C. THE SAMPLE

The sampling procedure adopted was purposive to ensure the inclusion of those areas in each province and other areas expected by federal, provincial, and university experts to have substantial differences in population, language, physical and economic conditions, and specialized education need or provision. Approximate proportions were set for urban-rural, male-female schools, and control of the schools (this latter could not be strictly maintained for those systems with relatively few schools).

1. General Sample Distribution

The number of sampled districts was NWFP 5, Baluchistan 6, Punjab 10, and Sind 7. Two failures occurred: Thatta District teachers in Sind were on strike, the other rural district interviews were increased; the weather did not permit flights to Chitral District in NWFP, and Dir District was substituted. The Islamabad Federal Area and two tribal areas in Khyber and South Waziristan Agencies were included. The final number of the school/catchment area case studies was 220. (See the distributions in Table 2, 3, and 4.)

Table 2: Distribution of Case Studies by Area, Urban/Rural, and School/Program Control

School/Program Control	PUNJAB		NWFP		SIND		BALUCHISTAN		OTHER		TOTAL
	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	
Provincial Government	13	45	10	14	14	14	2	15			127
Municipal Corporation	11	1			8	1	1				22
Fed. Gov. Educational Institution (Cantt)	1										1
Pakistan Air Force			1								1
Pakistan Railways	1				1						2
Civil Aviation Authority					1						1
Social Welfare					1						1
Universities	1		4								5
FATA										8	8
Pakistan Defence (Federal Corporate Body)					1						1
Islamabad Federal Area									1	1	2
Private Non-Profit	4	3	2		4						13
Private For Profit	6		4	1	7	1	2	1	1		23
APWA, APWA/Social Welfare, APWA/LAMEC		2		1	1				1		5
SWA Scouts/FATA										1	1
LAMEC								1			1
UNHCR										5	5
Private Factory/LAMEC				1							1
Total, Rural/Urban	37	51	21	17	38	16	5	17	3	15	220
GRAND TOTAL	88		38		54		22		18		220

*Others include Islamabad Federal Area, tribal areas, and UNHCR; these are specified in the lefthand column.

Note: See Appendix B for the list of districts surveyed.

The total urban schools/programs was 104 and those in rural areas were 116. The proportion should have been slightly lower for the urban schools and programs. Two factors were involved:

1. Several literacy programs were combined with skills training, most in urban centers;

2. Most private and many of the parastatal schools are in cities.

Ensuring interviews with these schools and programs caused the small imbalance. The tabulations were divided for the two areas and they are reported separately when the results are different between them, thus the defect was remedied.

2. Types of Schools

The survey, because of the necessary emphasis on rural education, conducted interviews mostly in schools that consisted of some combination of first to fifth grades: 158. Those that combined primary with middle and higher counted 52. (One of the primary schools has sections that are ungraded for youth of any age; a primary-middle school is completely individualized and non-graded.) Another school operates both primary and literacy sections.

Table 3: Distribution of the Sample Schools/Programs by Level/Type

Level/Type	No.	Level/Type	No.
Primary Only	158	Skills and Literacy	2
Primary and Above	53	Literacy Only	5
Primary and Literacy	1	School/Literacy/Skills	1
TOTAL			220

The nine literacy programs had a variety of sponsors: All Pakistan Women's Association alone and in combination with LAMEC, and the NWFP and Punjab Social Welfare Departments; LAMEC alone and with a private factory; a private Muslim school and a Muslim society. Many others were identified but could not be interviewed. Their sponsors included the NWFP Department of Education, private businesses, the Comprehensive Training Academy, the Catholic Church, municipal corporations, and the Department of Labour, as well as the sponsors of those surveyed.

3. School/Program Distribution by Sex of Students

The federal statistics classify all schools for either boys or girls but information from the provinces showed substantial numbers of mixed (coeducational) institutions. The study therefore included this category in its sampling plan.


MAP OF PAKISTAN
(with sample case study districts and areas)
U S S R
C H I N A
FEDERAL
TERRITORIES
Kohistan
Dir
NWFP
Peshawar
A Z A D J A M M U
& K A S H M I R
Islamabad
Rawalpindi
Khyber
Bannu
A F G H A N I S T A N
South Waziristan
D.I. Khan
PUNJAB
Gujranwala
Lahore
I N D I A
Leiah
Pishin
Sahiwal
Multan
Quetta
D.G. Khan
Muzaffargarh
Sibi
Bahawalpur
Kalat
Rahimyarkhan
I R A N
BALUCHISTAN
Khuzdar
Sukkur
Panjgur
Dadu
Nawabshah
Mirpurkhas
Hyderabad
Karachi
A R A B I A N S E A
SIND

Table 4: Distribution of Sample Schools/ Programs by Sex of Students

Sex of Students	Punjab	NWFP	Sind	Baluchistan	Other*	Total	Percent
Male	40	17	12	13	10	92	42
Female	22	12	14	4	4	56	25
Mixed	26	9	28	5	4	72	33

*Other includes Islamabad Federal Area, 2 Tribal Areas, and UNHCR.

Guided by the provincial statistics, an approximate proportion was calculated among boys, girls, and mixed schools and programs. The result, however, reduced the numbers of boys and girls schools from the designations because some labeled as one or the other had become coeducational. Most of the cases were of girls attending boys schools. All of the APWA programs were for girls and women, somewhat increasing the number of female institutions.

The combination of these changes, plus the unknown number of institutions that may be modifying the enrollment, makes any conclusion about this part of the sampling tenuous at best. It is the concerted belief of the survey team, however, that the proportions are probably close to reality.

D. RESEARCH INSTRUMENTS AND PROCEDURES

The case studies were designed to provide a comprehensive set of data and descriptive information on the selected schools and the people and area they serve. Drafts of the seven instruments were prepared by the survey team from questions submitted by the professionals on the assessment team. The drafts were then submitted for review, and modifications were made. These were then field tested in Islamabad and Rawalpindi, revised as needed, and put into final form. (See Appendix A for the questionnaires.)

The strategy was to collect on site data on the education, opinions on it from school personnel, parents, community leaders, and youth, and complement these through observations. The number of completed questionnaires by area is shown in Table 5. The total number of completed instruments was 2,293, representing 2,097 respondents.

The seven instruments' contents and target interviewees were:

I Data form on school, personnel, and students: headmasters/mistresses

II Opinionnaire on schooling: headmasters/mistresses and/or teachers

III Opinionnaire on schooling: parents and community leaders

IV Optional parent/community leader opinionnaire for literacy programs when required

V Data and description form for learning coordinators

VI Opinionnaire on schooling: youth

VII Site description form: trained observors

Only minor problems were encountered with the administration of the items. In a few places the word "grade" had not been changed to "class" and the substitution was occasionally forgotten during the interview, causing some momentary confusion. The agreed upon versions in Panjabi, Urdu, Sindhi, Baluchi, Saraiki and Pashtu were done verbally; written versions would have eliminated a few translation errors and hastened the completion of the interviews.

The preferred interview timing was for a team to complete the school work during the morning and the community in the afternoon. Travel schedules, always very tight, early closures of schools, difficulties in finding parents, community leaders, and out of school youth while they were at work sometimes caused fewer questionnaires to be completed than were targeted. The returns were satisfactory for the case study approach.

Table 5: Distribution of Completed Instruments by Questionnaire and Area

Area	Questionnaire*					
	I	II	III	IV	VI	VII
Punjab	88	169	307	17	260	86
Baluchistan	22	44	87	0	85	19
North West Frontier	38	66	70	4	102	35
Sind	54	106	209	3	213	54
Tribal Areas	9	17	25	0	26	7
Islamabad	4	8	2	0	8	4
UNHCR	5	10	10	0	12	5
TOTAL	220	420	710	24	706	210

*Only 3 learning coordinators (V), all in NWFP, were interviewed.
**These were fewer than the sites because the same buildings were used for 2 programs.

E. SELECTION AND TRAINING OF FIELD RESEARCHERS

It was expected that a single subcontract could be let for the completion of the interviews. No organization was found that could mount this nationwide effort with the required quality and in the specified time. University departments with substantial research experience were approached and three resulted in worthwhile participation:

Institute of Educational Research, University of the Punjab
Department of Social Work, Peshawar University
Department of Social Work, University of Baluchistan

Professors in these collaborated as supervisors and subteam leaders to difficult areas. Masters students served as interviewers.

In Sind, appropriate arrangements could not be made and the Islamabad team recruited experienced interviewers independently. An Islamabad team member supervised during the first three days and then selected coordinators for the remainder of the time.

The Islamabad team conducted the interviews in Lahore, Rawalpindi, and Islamabad Federal Area, and were integrated into the teams for part of Karachi, Peshawar, Dir, and D.I. Khan Districts, and to the South Waziristan Tribal Agency. The early experiences helped greatly in preparing the training program for the other interviewers.

The training sessions were conducted in the provinces by two or more of the Islamabad team plus a university professor. An additional session was necessary for the Multan area of the Punjab. The training was carried out in English, Urdu, Panjabi, Saraiki, Sindhi, Pashtu, and Baluchi. The uses of examples from the early interviews aided comprehension of the tasks.

Subteams were assigned to do the interviews in a designated area. Each then reported to a supervisor or coordinator for checking and completeness. These, in turn, were checked by a member of the Islamabad team.

F. TABULATION

The tabulation was done manually to facilitate the incorporation of the most salient information into the general report. The data were always separated by province and urban/rural, and usually by general school types in order to analyze the data for important differences among these geographic entities. The tables were drawn up according to the utility of the data.

Time did not permit codification for computerization. The specifications for such coding were made so that later studies could add to the sample or be compared to it.

G. LIMITATIONS TO THE STUDY

The selection of representative districts and schools, while done carefully, no doubt left out some important variations in parts of others. The loss of a major language group, Chitrali, was regrettable. No federal territory nor frontier region was in the sample. At least one of each should be added later.

The time assigned to conduct the interviews was very limited. Some organizations required lengthy procedures for obtaining permission to visit their schools. Too, two systems were discovered when the interview period was over. All of these should be included in any later effort.

CHAPTER III.

THE FACILITIES

Government reports place emphasis on the need for school facilities in many areas and note some problems of deterioration in existing construction. The World Bank discussed the critical sanitary problems involved with the lack of toilets/latrines and potable drinking water. Preliminary visits by the assessment team raised questions about furniture and playgrounds.

The survey teams obtained information on these factors by direct observations and queried parents, community leaders, and school personnel about them. Since the case studies were conducted with schools as the central target, the survey provided no data on places where schools should exist; the main report, Part II, contains information on that subject.

A. THE BUILDINGS

The researchers had read the reports that discussed schools "in courtyards, under trees, and in dilapidated rented buildings," but seeing children trying to study under these conditions in the 110° heat of Hyderabad, rain in Sukkur, and dust in D. I. Khan is quite another matter. The US and Pakistani interviewers were shocked. The teachers, parents, and community leaders vehemently criticized the system that seemingly could do nothing to remedy the problems.

These perceptions about the poor schools, mostly of provincial governments, were heightened by visits to generally well constructed special provincial, parastatal, and private schools. Educational facilities are not invariably bad in Pakistan; the contrast is difficult to comprehend.

Table 6 contains the breakdown of the conditions of the sample government institutions. Rented facilities from individual owners (excluding nationalized school buildings) was 24% of the 183. NWFP, and especially its D. I. Khan District, had the highest incidence, 39%. Most of these were not constructed for school use, thus were inappropriately designed, and many were badly in need of repair. The reported rents seemed high: Rs 1,000 per month for an empty courtyard, Rs 1,500 for a small adobe house, Rs 2,000 for a four room structure.*

The education officers reported that the cities, even some small ones, find a serious impediment to building their own structures in one regulation: the community must provide the land. People in poverty neighborhoods and those in high priced large city sections find it extremely difficult to comply with this rule, thus renting is the only alternative.

---

*Using an exchange of Rs 16=1$, these ranged from $62.50 to $125 per month, quite substantial in Pakistani terms.

Table 6: Distribution (%) of the Case Study Government School Buildings by Condition

Area	Rented*	NO BUILDING			WITH BUILDING						
		No Shelter	Tents, Other Temporary	Veranda Only	Severely Damaged	Deficient Structures	Some Classes in Courtyard	Some Classes on Veranda	Overcrowded in Classroom	Satis-factory	Very Good
Baluchistan	16	5	16	0	16	42	0	5	0	16	0
NWFP	39	3	0	0	14	39	6	6	19	8	6
Sind	25	2	0	0	16	40	3	2	23	9	7
Punjab	22	5	6	11	5	53	5	5	17	5	5
Trihal Areas	0	0	11	11	0	56	0	0	0	22	0
Islamabad	0	0	0	0	33	0	0	0	0	67	0
Pakistan	24	3	4	4	10	43	3	4	16	9	4
UNHCR	0	57	0	0	0	43	0	0	0	0	0

*Excluding nationalized school buildings on which rent is being paid.

Twelve percent of the government sample had no building at all; the Punjab with 21% and one tribal area with 22% were the most affected. Severely damaged buildings were 16% of the sample in Baluchistan and Sind, and 14% in NWFP. Those placed in this category included only the ones with parts of walls or roofs collapsed or sagging. Two of these structures were rented. Deficient structures, 43% of the total sample, were those with damage but that still furnished some protection, and those with no floors or no windows.

All of the "very good" government schools were parastatals. That group also made up the majority of the satisfactory group, except in the tribal areas and Islamabad.

A separate examination of the provincial schools, combining those with no buildings and the severely damaged structures, showed most of the surveyed districts to require heavy investments in construction and major repairs: 40% or more of the schools in Dir and D.I. Khan in NWFP, Panjgur District in Baluchistan, and substantial areas of the Hyderabad Region of Sind. From 20 to 39% took in all but three of the rest of the sample districts. Even that proportion is a serious rehabilitation requirement.

The UNHCR refugee schools are almost all held in tents or adobe structures. One tent was badly damaged and most of them were overcrowded, generally with more than two teachers conducting class in the same "room."

Private schools, whether non or for profit, were in much better condition with 63% in the satisfactory or very good classifications. Only one had no building (it was under construction), nine had some structural problem. Overcrowding was evident in a few.

The structures where the literacy programs were being held were generally noted as satisfactory for that purpose; a few in schools were placed in the deficient construction category. Skills centers, usually older structures, were seen as satisfactory but frequently needing repair. As a group, they fared better than the provincial schools. There was little difference between those operated by the Departments of Social Welfare and those by the private organizations except where some new ones had been constructed more recently by the latter.

Headmaster and teacher opinions tended to closely parallel those of the trained observors. Summarizing their ratings by province: Baluchistan mostly in the very poor to fair range; Sind very poor to good; NWFP very poor to fair; Punjab ratings concentrated in the very poor group, with the rest about evenly distributed among poor, fair, and good. The majority of the personnel answered fair for Islamabad. One tribal area clearly stated very poor while the other said fair and good.

Parents and community leaders, as a group, always rated the buildings less favorably than did the school personnel. One disheartening result of the survey was that in Baluchistan and the Punjab, some parents stated that they did not know the condition of the buildings.

The interviewed youth were not asked to directly rate the buildings. When queried about what they disliked about school, the most frequent reply for both boys and girls (except in the tribal areas and in Islamabad) was the poor buildings. In the context of dropouts, girls often cited "no school available," and their second reason was inadequate facilities.

There was substantial agreement among federal, provincial, and local officials, and among parents, community leaders, and youth, that in many places, the buildings, and sometimes the lack thereof, was a major obstacle to education. There are not enough buildings, many of those that exist are in disrepair, and many others need more classrooms. Except for some small schools in rural areas, no additional children can be admitted; the provision of more classrooms would immediately raise the enrollment.

B. SANITARY FACILITIES

The central survey team took time during the training to assure that the field observors would directly assess the conditions of toilets and latrines, and specified those that could be classified as satisfactory. The central team took these special precautions because it expected from reading reports that the opinions of school personnel, parents, and community leaders would not be based on the sanitation aspect. The latter assumption was untrue. All of the respondent groups judged the facilities about alike. Apparently the campaigns on sanitation have had an effect.

That effect, however, has not yet been translated into the universal provision of sanitary toilets and latrines. Indeed, it has not provided any kind of toilet facility in far too many schools in the sample: 45% had none at all. Additionally, of those that did have, 16% had too few facilities for the number of students and in 18% of the cases, the facility was inoperative or in such bad condition that it was unsanitary.

Table 7: Percentage of Sample Schools with Sanitary Facilities, Sufficiency, and Condition, by Province

Province/ Area	Had No Facility	Possessed Facility	Insufficient Facilities	Unsanitary/ Inoperative
Baluchistan	64	36	12	25
NWFP	42	58	19	14
Sind	25	75	20	28
Punjab	53	47	12	8
Islamabad	26	74	0	33
Tribal Areas	67	33	0	33
Pakistan Sample	45	55	16	18

The tribal areas and Baluchistan led in the percentage without toilets or latrines, 67 and 64% respectively. Both also had high proportions that were inoperative. (The Islamabad percentage of inoperative conditions is high but the sample was small.)

The central team and the observors did point out a problem not mentioned by any of the other respondent groups - that of toilets and latrines emptying into open ditches and flumes coursing down the streets. There were far too many of these, and they are real hazards, not just potential. A sad commentary was when some school personnel, parents, and community leaders answered "don't know" about toilet conditions.

School personnel ratings on toilets and latrines, as noted earlier, approximated those of the observors. Those of the parents and community leaders were in the same general pattern but were more severe in their ratings. These ranged from a low of about 31% on very poor in Sind to a high of 79% in the tribal areas. If very poor and poor are combined, the percentage runs to 70% and more in all but Islamabad. The problems of unsanitary toilet conditions in schools is one of the most serious aspects chronicled in the case studies.

C. DRINKING WATER

Two important questions are involved in the provision of drinking water, the first related simply to its availability and the second to whether or not it is potable. It quickly became apparent that the second, potable, could not be adequately assessed in this type of field study; specialists would be required to make that determination. There were, of course, some obvious cases of contaminated supplies and sometimes school personnel pointed out others. The central team and the observors concurred that at least half of the supplies were strongly suspect and a quarter obviously bad.

The availability of drinking water is also complicated by the different ways in which it is provided. When porters or students carry it in tins, jars, or buckets, drinking water is available. Similarly, when a stream runs nearby and the students can go there to drink, that had to be counted even if it was not recommendable. The final determination on availability and some special conditions related to that are shown in Table 8. For the sample as a whole, those with no supply whatsoever accounted for 24%, serious enough in its own right. None reported this problem in Islamabad, the provinces clustered around 20%, and the tribal areas were highest with 56%.

Table 8: Percentage of Sample Schools by Availability of Drinking Water & Conditions of those that Have Supplies, by Area

Province/ Area	No Drinking Water	With Drinking Water	Insufficient Supply	Obviously Unpotable
Baluchistan	25	75	10	18
NWFP	20	80	35	8
Sind	27	73	21	9
Punjab	23	77	10	32
Islamabad	0	100	0	0
Tribal Areas	56	44	0	5
Pakistan Sample	24	76	36	16

School personnel opinions on drinking water varied a great deal but tended toward the same judgments as the observors. Parents and community leaders gave generally low opinions but their judgments about the supply in a school did not necessarily coincide with those of the school personnel.

D. PLAYGROUND

Playgrounds, in even the simplest sense of a leveled place where children can run around without danger, were a rare commodity in the sample schools. Private, parastatal, and a few special provincial schools have from adequate to excellent arrangements. Municipal corporation and urban provincial schools, on the other hand, frequently had no space at all unless the street is counted, which often was being used as a playground. Rural schools usually had some space but it was most often rough, sometimes with rocks and/or mud holes, and almost always littered. Courtyards seldom had room for more than a few circle games or standing around. While somewhat of an aside, the concept of physical education as a subject was almost never mentioned by headmasters and teachers when commenting on the playgrounds, which except for the privates and parastatals, was uniformly low. Parents and community leaders also rated playground space as very poor and poor.

The provision of playgrounds in most of the urban sites, with the high cost of property and the difficulty of obtaining land even for a building, would be a very difficult task, even if assistance were provided. In villages and towns, however, they can and should be included in school construction and renovation plans.

E. SCHOOL FURNITURE

The concept of what school furniture should be varied considerably among the respondent groups. In a high proportion of the cases, the school personnel, parents, community leaders, and even some of the observors felt that first through third graders could perfectly well sit cross legged on mats on the floor. And except for the usual separation of private and parastatal schools, that was what they did. And in many sites, the fourth graders - and up to eighth graders - also did. All of the groups gave the opinion that this was not satisfactory for middle schools and many expressed dissatisfaction with that arrangement for fourth and fifth graders, especially for girls.

In the overall ratings, school personnel, parents, and community leaders were in agreement that the school furniture was very poor or poor, with that combination accounting for around 50% except in NWFP and Islamabad. Furniture that did exist in primary schools was usually in need of repair and there were seldom enough chair-desk combinations for the number of pupils.

Teachers usually fared better; most of them had a table or desk and a chair. There were cases, nevertheless, where none was provided. This was especially noticeable in the UNHCR schools and in the rooms where more than one teacher conducted classes at the same time. The Primary Education Project (World Bank) schools were most likely to have teacher desks and chairs; headmasters and headmistresses always had these amenities.

The provincial and municipal corporation schools usually had a trunk and/or a steel cabinet in which supplies, books, and other valuables could be locked, but a few had not yet received these. Unfortunately, these were frequently used to safeguard science and agriculture materials that had been provided - but which were seldom used because of the inadequate space in the room and because teachers had to pay for breakage and losses.

F. OTHER FACILITIES

Middle schools were supposed to have science rooms with simple laboratory facilities. Again, except for the privileged schools, these did not exist. The best that could be hoped for in provincial schools was a few beakers and chemicals.

Agriculture was also in the curriculum but as pointed out forcefully in Chapter V of Part II, the requirement had largely been forgotten. One school garden was found. The home kitchen of the women conducting mohallah schools, all of which had been converted to for profit primary institutions, gave some opportunity for practice in home arts. The skills centers, of course, did have workroom arrangements for cooking, sewing, crafts, and sometimes secretarial classes.

Libraries, when thought of as a room with books and a place to sit down and read, were limited to the best private and parastatal schools. In some others, there may have been a few shelves of books somewhere - but in the vast majority, there wasn't one book, other than texts, in the whole school. Even the Quran was usually brought in by the teacher for the class. When the problems of teaching Urdu and English as second languages were considered, to say nothing of maintaining literacy for those children that managed a few years of primary school, the lack was untenable. Only the large cities had public libraries and these were far from most children's homes and in some, children were not allowed in except with a parent. Homes usually had a copy of the Quran in Arabic, may have had one or two books on the life of the Prophet, and some had newspapers or simple magazines. The dearth of reading material in the villages and small towns was lamentable since that could form an important part of education generally and language arts improvement specifically.

G. OVERVIEW STATEMENT

The section on buildings points out some inequities within provinces - there were some districts and regions that have received little development money and their physical facilities were in dire straits. Unfortunately, in those same areas, most of the other facilities are likely to be lacking - no toilets, poor drinking water, little or no furniture, and woefully inappropriate places for the children to play. The distribution of construction, renovation, and other investment monies is inequitable in Pakistan. Since the federal government had requested information about these conditions, and it had no doubt been supplied in many cases, the situation was difficult to comprehend. Any donor activity contemplated should assure that sizeable portions of it should go to those "have not" areas.

2384H

CHAPTER IV.

SCHOOL PERSONNEL

The case studies, with their school-catchment focus, concentrated on personnel directly affecting the administration and instruction for schools: regular teachers, untrained assistants, special Islamayat instructors, administrators, and supervisors. Most of the administrators (headmasters, headmistresses, and head teachers) were, in 58% of the sample, also teachers in the system. Principals did not teach except to substitute when teachers were absent.

The data were obtained from the school administrator. That person, plus a teacher, were interviewed to probe the contextual factors about teachers, instruction, and supervision. Collecting opinions from two sources - administrator and teacher - ran the danger of obtaining conflicting views but that rarely happened. Interviewed separately, they generally agreed; differences were primarily of degree and even that did not vary much. The opinionnaires for parents and community leaders, and that for youth, added a further significant dimension to the descriptions. Some variations in emphasis occurred between these latter groups and school personnel but there was marked agreement on most points.

A. THE TEACHERS

There were 1,554 teachers listed for the 220 schools and programs. In the Pakistani schools and programs, those certified ranged widely among the areas, from 46% in Baluchistan to 90% in the Punjab. The UNHCR refugee schools had only 9% with Pakistani teaching certificates, mostly due to the decision to use Afghanis for most teaching posts and these primarily came from mountain villages where education was scarce (Table 9). The overall proportion of certified teachers for the sample schools was 74%, considerably higher than that reported by federal and provincial officials. The difference occurred from the relatively high number of parastatal and private schools included; these generally approached 90%. The provincial schools stood at 58% and those of the municipal corporations at 64%.

Table 9: Number of Teachers and Percent Certified in the Sample Schools and Programs by Area

Area	Total Teachers	Percent Certified
Baluchistan	182	46
NWFP	288	74
Sind	506	66
Punjab	495	90
Tribal Areas	44	56
Islamabad	39	77
Sample	1554	74
UNHCR	23	9

In this sample, there were only 98 untrained teachers working as assistants; 42 of them were teaching a class by themselves, all but seven in the preschool programs. There were 50 special Islamayat teachers, 26% of whom held teaching certificates. In all the other schools and programs, Islamayat was taught by the regular teacher. The literacy and skills programs utilized certified teachers at about the same ratio as the other schools.

The proportion of women to men was high, 62%. The parastatal, most private, and almost all mixed (coeducational) classes were taught by women. Provincial and municipal corporation boys schools were all taught by men, the girls schools by women.

Table 10: Percentage of Headmaster/Teacher and Parent/Community Leader Ratings of the Primary Teachers by Area

Area	Headmaster/Teacher					Parent/Community Leader					
	Very poor	Poor	Fair	Good	Very good	Don't know	Very poor	Poor	Fair	Good	Very good
Baluchistan	2	12	34	40	12	5	5	18	48	23	1
NWFP	6	20	26	32	6	0	12	32	6	37	13
Sind	2	3	24	39	3	1	5	6	30	38	20
Punjab	13	18	18	32	9	4	13	24	24	24	11
Tribal Areas	31	20	29	20	0	0	0	48	48	4	0
Islamabad	0	0	12	75	13	0	0	0	50	50	0
Sample	12	18	23	26	21	1	8	24	30	25	12
UNHCR	0	11	11	15	33	10	0	0	20	50	20

Except in the tribal areas, the headmasters and teachers rated primary teachers, as a group, mostly in the fair and good range although there were some that said poor, very poor, and a few others very good. Sind, Islamabad Federal Area, and UNHCR rated teachers the highest; the tribal areas, the lowest. Parents and community leaders, as a generality, rated teachers better than the teachers themselves. The tribal parents gave the teachers fairly low ratings but not as low as the teachers and headmasters. A few parents confessed that they did not know about teacher quality.

The UNHCR school personnel rated the teachers high and the parents and community leaders agreed with them. Ten percent, the highest of any of the areas, did not know the teachers well enough to rate them.

Literacy and skill program teachers rated themselves high and the parents agreed with them. Skills teachers earned the highest rating by parents, a perfect 100% said very good.

It is important to state, in concluding the section on teachers, that some of the verbal and written reports about teachers, mostly negative, were not borne out in these case study schools and programs. The observors and the central team agreed that:

1. Teacher absenteeism was not nearly as prevalent in this sample as the reports suggest; almost all of the visits were unannounced and only 9 of the 1554 teachers were absent.

2. Female teachers were no more likely to be absent than men; the proportion was 3 to 6, a not unreasonable figure considering the general problems faced by the women.

3. In the cities and towns, but somewhat less frequently in villages, the female teachers were married.

4. Reports of corporal punishment were few and far between; a few youths did report some but this was a very minor reason for leaving or not liking school.

5. Mixed (coeducational) classes were all taught by women with six exceptions; since mixed schools were a third of the sample, females have carved a niche for themselves.

Finally, and most importantly, the observors and central team agreed that teacher dedication under the conditions in which many of them work, was unusually high. Holding a class under a tree, seldom with enough books for the class, or with a class teacher/pupil ratio that would cause teachers in many countries to rebel, did not deter them from their task. They were teaching as best they could in the situation. The teachers are a major asset to education in Pakistan.

B. CLASS LOADS

There were 57,937 pupils enrolled in preschool through fifth grade in this survey. Even removing the preschoolers from the first grade counts left the first grade at the highest enrollment of any, dropping steadily across the grades. (The enrollments are shown in Table 18 and proportions are discussed more fully in Chapter VI: The Students.) The variations and averages for the class loads are shown in Table 11, together with those in the literacy, drop in, and skills programs in the survey.

Eight of the schools in the sample had only one teacher, three had two, and one had three. The total enrollment in all of these was low, from 9 to 21. Three schools had just received permission to offer fourth and fifth grades, and these classes still had low enrollments - from 4 to 7. On the other end of the scale, there were class sizes up to 125 for one teacher (excluding those classes in which one teacher had one or more untrained assistants to help). Some schools had from 90 to 110 in every class in every grade. The huge numbers tended to be in the medium sized cities but a few of these occurred in large metropolitan areas and in towns. Boys schools were somewhat more likely than girls to be seriously overcrowded.

Table 11: Low, High, and Average Enrollments by Primary, Drop In, Literacy, and Skills Classes in the Sample

Class	Low	High	Average
Preschool	6	125	67
First	4	125	69
Second	12	115	56
Third	7	117	54
Fourth	9	103	51
Fifth	7	98	46
Pre to 5th	4	125	57
Drop In	16	23	20
Literacy	17	40	23
Skills	28	70	49

The average class load across the primary grades was 57, a number that is far above any in the developed countries and more than most of those still in development. Preschool and first grade, considered the cornerstones of primary education, were 67 and 69; pedagogically, these are far in excess of that considered even reasonably approaching conditions for good instruction. And when at least 90% of these enter those grades without speaking Urdu, the most common medium of instruction, the situation is compounded.

It must also be noted that in the small schools, even though the enrollment was often low, the teachers usually had to attend to more than one grade. Even in these, the instructional load was excessive.

The two drop in programs both kept their enrollments low intentionally since instruction was very intense. The pupils were expected to cover three to five grades in two years.

Literacy programs also had low enrollments, in comparison to the primary grades. Only two were above 30, usually considered to be the maximum for this type of instruction.

The skills programs all stressed that they would like to keep their admissions low but that the demand was so great, and the need even greater, that they felt obliged to accept more students. Their average of 49 is quite high for a vocational program.

Still another problem related to teachers and pupils is that of classrooms in which more than one are instructing at the same time. Thirty-one schools had this situation; the worst was in a UNHCR tent in which six teachers were teaching six classes. Quality education is very difficult to attain under these circumstances.

Class enrollments in many schools are too high for even moderate quality education. This condition should be considered as important as the lack of schools, and funds should be dedicated for the construction of additional classrooms when the site permits.

C. TEACHER IMPROVEMENT

An open ended question on "Who helps you improve your teaching?" caused a great deal of consternation among the teachers. After some thought, the most common reply was senior teachers. When prompted about whether there were others, some named the headmaster or headmistress. A few named the learning coordinator, all of these, of course, in the Primary Education Project (World Bank). Almost 40% of the respondents finally added that they went to summer school and that these refresher courses were helpful in the planning and the delivery of lessons.

Two other questions elicited indications of assistance; one was whether the teachers in the school go to some central school or other place for meetings. About 71% said that one of the items discussed at meetings was the improvement of instruction. Except for Islamabad and the tribal areas, those meetings were most likely to be held at the teacher's school; the two exceptions reported no meetings. The Baluchistan and NWFP teachers also named their district education office; the Sind teachers mentioned the regional office. The Punjab teachers go to a central school for regular meetings, in addition to those in their own schools. It must be noted, however, that when asked what was discussed at the last meeting, only a few listed instructional improvement. The topics that predominated were tests, supplies, records, reports. When asked what should be done at the meetings, more than half described some aspect of instructional improvement.

A second question centered on the affiliation of teachers with a teacher organization. The proportion was the lowest in Sind, 9%, although the association there has been militant, including strikes, during this year. The highest indicating an affiliation with a teacher organization was Islamabad Federal Area, with 75%; tribal areas were second with 53%. The work of the organization was reported by the vast majority as dealing with "teacher problems." Only a few scattered mentions were made of specific improvement.

Although treated more fully in another section, the near absence of listings of instructional improvement via the several supervisors must be pointed out. These are severely overburdened with schools to visit but even when they do visit, their time is occupied with other matters.

D. SUPERVISION

Twenty-five percent of the schools in the Islamabad Federal Area reported no supervisory visits during the past year, but 25% reported 2 visits and 50%, ten. In all the other areas, at least one visit was listed by nearly everyone. The largest percentage with only one supervisory visit was in Baluchistan, 35%. Two to four visits were noted by about 60% of the schools in the Punjab, NWFP, and the tribal areas. The other areas varied a great deal from school to school; no pattern could be discerned.

Those who come to conduct supervision are primarily the district, subdivisional, and assistant education officers from the provinces. The assistant education officer was the main supervisor visiting schools in the Punjab, the district education officer in Baluchistan, and a combination of subdivisional officers and inspectors in Sind. The FATA schools were supervised by a district supervisor and by the agency inspectors.

Private schools rarely had supervisory visits, indicating that their own administrators served as the chief supervisor. Parastatal schools all had their own agency officers but a few were also visited by provincial authorities. UNHCR schools have their own district and assistant officers and these come to schools very frequently.

When asked what the supervisory person did at the last visit, a long list of activities resulted. Only a few were frequent: 50% in Islamabad said they checked "all over the school," a third each in the UNHCR schools listed checking attendance and offering suggestions for improving instruction. All the others were small: discussed problems, checked something related to the building, listened to lessons, checked the records, various topics related to examinations, and a few in each of the provinces said "nothing."

Their replies on what the supervisory staff should do concentrated on three items: help improve instruction, document the need for texts and other supplies, and find help for the overcrowding and bad buildings. Almost no one mentioned attendance, examinations, or the other 18 things reported done in the last visit.

E. PERSONNEL OVERVIEW

Because of the wide variation among the different sets of information, there are only a few points that merit attention overall:

1. If teacher certification means anything, the provincial departments of education need to find ways to increase its provision; 58% is too low.

2. Except for the tribal areas, community perceptions of the teachers are quite favorable; the observors agreed with that judgment and found them a strong factor in education.

3. Except for the private and parastatal schools, the pupil/teacher ratios are far too high for quality education.

4. Teachers are, by and large, left to their own resources in improving their instruction; more assistance is needed.

5. Supervision varies a great deal in frequency of visits and the tasks performed during the visits can be called inspection rather than supervision; for most officers, there simply isn't enough time to make sufficient calls on schools and they appear, with some exceptions, to be more concerned with record keeping than the improvement of instruction.

The first section, on facilities, emphasized the mostly dire conditions prevailing in the schools, especially those managed by the provinces. The personnel aspect, however, was also critical. The federal and provincial governments' announced commitment to quality education will have to be backed up with close attention to both factors.

2384H

CHAPTER V.

INSTRUCTION

The interviews did not directly ask any of the respondent groups to comment on the curriculum since the pretests showed this to bring vague answers. Instead, several questions were included that allowed the analyses to obtain more secure data and therefrom, infer some common elements among the opinions. Although that approach worked well for some components, it elicited little information on mathematics and social studies, both deemed important by the federal officials.

The completed questionnaires contained a great many comments on the program of instruction. First, almost all the provincial primary schools in the first three grades concentrated on two elements: language arts and arithmetic. For the most part, social studies, arts, science and health and physical education were taught in the fourth and fifth grades. Religious studies, Islamayat, were taught in every grade. Finally, the preschool students, whether in the first grade room or separate, received language arts instruction almost entirely. While these indicators seemed to infer a simplified curriculum, the reality was that the several languages involved made headmasters and teachers feel that the instruction was very complex; in most schools, the local language was used at least for explanation and in many it was directly taught as a subject. Arabic (often called Oriental Language) was taught along with the Quran to a greater or lesser degree, most often the latter. Urdu was taught in every grade and in many schools was the medium of instruction. English was introduced at varying times during the sequence, from as low as preschool to the sixth grade of middle school.

Private and parastatal schools also differed widely in their curriculum inclusions. The private schools were the only ones that still taught in the English medium but some parastatals emphasized it beyond a period a day. Urdu has become much more common as a medium than previously. Arithmetic was included, as in the provinces, but the former expressed the opinion that their schools spent more time on mathematics than did those in the provincial schools. Social studies and science were definitely offered earlier in both the private and parastatal schools, as a generality. Health and physical education were offered almost exclusively in the private and parastatal institutions. It must be noted that within these generalizations, many municipal corporation schools were more like the parastatals than their provincial counterparts in their offerings and concentrations.

Finally, it must be emphasized that there was no uniform curriculum when viewed in terms of application. Nor was there even a uniform provincial system. The generalities are important because of their indications of direction but areas, system administrations, and individual schools make decisions that often do not coincide with what the federal Curriculum Wing officials see as a "national curriculum." (This section provides only a brief sketch about curriculum; the subject is covered in detail in Part II, Chapter V and in the Chapter V Annex in Part IV.)

A. TEXTBOOKS

Textbooks, when provided to teachers and students, gave much of the substance to curriculum, especially to its scope and sequence. The federal and provincial offices in Pakistan collaborated to set the content for the texts but with only a few exceptions, the parents bought the books. Teachers were to be given sets of books and usually they had a complete set. Poor students often did not have the books (see the section on Costs of Education in Chapter VII, Community) and relied on dictation from the teacher, materials copied from the blackboard, and looking on with others who did have the texts.

The opinions on the textbooks varied widely among the headmasters and teachers in the different areas. For the sample as a whole, fair and good accounted for 60% but very poor and poor, together, totaled 30% (Table 12). Texts elicited many comments, even from those that rated them fair and good: too sketchy, too few exercises, and uninteresting content for the language arts. "New math" was criticized as being too difficult for teachers as well as students, without sufficient explanation or exercises, and unrelated to the lives of the children. Two other complaints were frequent: the quality of the paper and binding was said to be so poor that they wouldn't last a year, and that they were far too expensive for the majority of the families.

Table 12: Percentage of Ratings on Textbooks by Headmasters/ Teachers and Parents/Community Leaders, by Area

Area	Headmasters/teachers					Parents/community leaders					
	Very poor	Poor	Fair	Good	Very good	Don't know	Very poor	Poor	Fair	Good	Very good
Tribal Areas	0	23	65	0	12	0	8	21	63	4	4
Islamabad	0	0	11	78	11	0	0	0	67	33	0
Baluchistan	6	13	40	32	9	22	7	10	29	31	1
Sind	3	26	33	30	8	3	11	16	48	18	4
NWFP	13	25	24	33	5	1	14	27	30	19	9
Punjab	14	15	36	22	13	16	10	17	31	15	11
Sample	10	20	32	28	10	11	8	17	38	19	7
UNHCR	0	11	11	67	11	22	0	11	0	56	11

The results for the general sample mask some important differences in opinion among the several areas. The Islamabad headmasters/teachers gave high marks to the texts. Those in NWFP, Sind, and Punjab gave much lower ratings. The comments from these latter areas concentrated on the Urdu language arts texts, criticizing them severely for the weak presentation of the characters in the early grades, and for advancing too rapidly, giving students insufficient time to master each part of the sequence.

Parents and community leaders, in the overall sample, gave widel varying opinions but the highest percentage, 38%, was on the fair rating, and with the tendency to pretty much agree with the headmasters and teachers. Unfortunately, 11% of the general sample said they didn't know enough about the textbooks to rate their content; Baluchistan community people were the highest in this regard, 22%, but the Punjab was not far behind with 16%. Parents had few specific comments to make about the content except "my children have difficulty with them." They were very critical of the quality of the paper and binding, and complained bitterly about the cost. (See their cost in Chapter VII.)

The UNHCR schools were supposed to have the textbooks furnished and in most cases in the survey they were. However, in one, there was only one English text for middle school, two for Urdu, and in all grades combined, there were fewer books than pupils.

There were no complaints about the literacy texts, no matter which one was being used, and there were several. Both teachers and parents appeared to be pleased with them, possibly in part a reflection of their gratitude for the opportunity to participate in the literacy program. In the skills progra , no texts were reported - they utilized sets in the classrooms and workshops instead. These were supplemented with mimeographed materials and apparently served the purpose well for they were generally given fair to very good marks.

The respondent youths did not criticize the textbooks directly although they might have been the cause of the difficulties the students encountered in learning Urdu and English. Since half the sample was still enrolled in school (and half out), they should have mentioned the books if they were seen as a major problem.

B. LANGUAGES IN INSTRUCTION

Pakistan and the schools are faced with a considerable problem in that the people speak many languages. Some headway is being made in establishing Urdu as the national language, and English is spoken to some degree by most educated persons. The problem of perhaps 90% of the students beginning school with a different home language greatly complicates the instruction.

Rather than just ask the respondents their opinions of the languages taught within the curriculum, the advice of the other professionals on the assessment team was in favor of probing the issue of how much the four major languages should be taught: local language (Saraiki, Sindhi, Baluchi, and Pashtu are directly taught in some areas), Urdu, Arabic, and English. Since the patterns were already known to differ

by grade, the opinions were sought for grades 1-3, 4-5, and 6-8, to obtain specific rather than general information. The judgments of the headmasters/teachers and of the parents/community leaders were so closely agreed that their tabulations were combined for this presentation; the few exceptions will be narrated.

Almost half the respondents (Table 13) in the overall sample were of the opinion that the local languages should not be taught in school. Islamabad (75%) was the highest in this judgment; not one tribal respondent expressed that idea. A high proportion (65%) of the interviewees in the Punjab were against teaching local language in the first three grades but that obscured a division of opinion - the Panjabi speakers were mostly opposed but the Saraiki speaking sections wanted it taught and/or used all day. The Sind Province education professionals usually were opposed to teaching local languages but the Sindhi and Saraiki speaking parents and community leaders chose teaching their local languages one period a day. The tribal area residents, whether teachers or parents, overwhelmingly chose to have Pashtu used by students and teachers all day in the early grades. The refugees were also of that same opinion.

As would be expected from the variations of opinion about local language, Urdu, the national language, also presented wide differences for grades 1-3. The highest proportion for the sample as a whole was 68% for using Urdu all day, and 30% suggested that it be taught one period a day. Again, the separate areas had their own ideas about Urdu. While very few thought it should not be taught, one period a day garnered the majority opinion in NWFP and the tribal areas. Even in Sind, one period a day was chosen by 43% of the respondents for first through third graders.

Although Arabic is the language of the Quran, taught in every school and program, there were many educators and community members that felt it should not be taught. The largest percentage, 67, was registered for the tribal areas but the others ranged from 22 to 38%. One period a day was the majority opinion in all but the tribal areas.

Teaching English in the early grades, not done in a majority of the cases, had the highest proportions of "not teach" responses of any language. The tribal areas led in this, 92%, and the Islamabad Federal Area was the lowest with not one respondent giving that opinion. The few that chose the "use all day" alternative were, for the most part, those parents/community leaders in professional life, and the educators in some private and parastatal schools.

The indications for local language in fourth and fifth grades (Table 14) gave a small shift from all day and do not teach, toward one period per day. The Pakistan sample showed an increase of from 28% to 36, drawing this amount from both the do not teach and the use all day. The most dramatic shifts were in Sind, Baluchistan, and the tribal areas (since the Punjab, with a high proportion of the total respondents, did not change, the sample percentage was modified only a small amount).

The Urdu percentages changed very little in all of the areas except in the tribal agencies (a substantial shift from one period a day toward use all day). The changes were generally reflective of the proportionate judgments between Urdu and local languages in the two school levels.

Table 13: Percentage of Judgments about Teaching Languages in Grades 1-3, by Area

Area	Local Language			Urdu			Arabic			English		
	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day
Punjab	65	17	18	1	20	79	22	73	5	66	32	2
Sind	27	53	20	4	43	53	35	65	0	34	45	21
NWFP	48	16	36	6	61	33	38	62	0	42	32	26
Baluchistan	32	18	50	0	28	72	37	63	0	45	30	25
Islamabad	75	25	0	0	25	75	29	71	0	0	75	25
Tribal Areas	0	6	94	0	86	14	67	33	0	92	8	0
Sample	48	28	24	2	30	68	33	66	1	50	36	14
UNHCR	0	20	80	0	67	33	17	83	0	33	50	17

There was an 8% shift from not to teach Arabic toward teaching it one period a day. The change was general across the provinces but Islamabad and the tribal areas did not change their stance.

English experienced the greatest change of any of the languages when viewed for fourth and fifth grades. Twenty percent was taken from the do not teach category; that judgment was now at only 30%. Most of the modification went toward one period a day but a few shifted to all day.

The United Nations Afghani schools changed in both local language and Urdu as had the other areas, increasing the one period a day opinion. There was no change regarding the frequency of teaching Arabic. English, which strangely enough had had a 17% vote for using all day in the first three grades, now totally lost that percentage. It, and some of those that had given the opinion that it should not be taught, shifted to teaching English one period a day at this upper primary level.

Substantial changes occurred for middle school, sixth through eighth grades (Table 15). The do not teach portion for local language increased substantially, drawing from both the other categories in the sample for the nation. This trend was general for all the Pakistani schools in whatever area. For some inexplicable reason, the UNHCR respondents chose to recommend local language for all day - 100% was of this opinion.

The statistics for Urdu in middle school were mystifying from an examination of the numbers alone - there was a shift from use all day to a greater proportion saying teach it one period a day. The comments, plus followup interviews, explained the change. Many felt that in the first five grades, much of the day should be devoted to the acquisition of Urdu language arts. They believed that reasonable mastery had been accomplished by the end of fifth grade and that now the students could concentrate on the subjects of social studies, science, mathematics, and English - and that it was the content of these subjects that was important, not the language in which they were taught. Not everyone agreed, of course, but those that did made a sizeable difference. Urdu was recommended by the vast majority, 83% in the national sample, to a one period a day subject.

Arabic continued to gain as a subject to be taught with 83% now assigning it the status of a one period a day subject. The refugee schools respondents were unanimous on this assignment. No previous mention has been made of the very small percentages of people that chose Arabic as a subject to be used all day; it might be thought that these came from some of the Muslim schools, but they did not. They were isolated individuals, differing among the examinations of languages by level, and none commented in any explanatory way.

The percentage opposed to teaching English continued its decline: 1-3=50, 4-5=30, and 6-8=7. Teaching English one period a day and using it all day grew roughly proportionately between grades 4-5 and 6-8. Almost two-thirds now thought it should be taught one period a day and 27% were for all day. The greatest shift occurred in Sind, largely from the Karachi region, but some movement occurred in all except the tribal areas. One hundred percent of the refugee interviewees now chose one period a day for English instruction.

Table 14 Percentage of Judgments about Teaching Languages in Grades 4-5, by Area

Area	Local Language			Urdu			Arabic			English		
	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day
Punjab	78	16	6	0	13	87	15	83	2	43	55	2
Sind	15	67	18	4	43	53	33	66	1	21	57	22
NWFP	50	16	34	11	55	34	22	78	0	28	56	16
Baluchistan	34	42	24	0	25	75	17	83	0	30	40	30
Islamabad	88	13	0	0	25	75	29	71	0	0	63	38
Tribal Areas	7	60	33	0	36	64	67	33	0	55	45	0
Sample	46	36	18	3	30	67	25	74	1	30	53	17
UNHCR	0	29	71	0	83	17	17	83	0	14	86	0

Table 15 Percentage of Judgments about Teaching Languages in Grades 6-8, by Area

Area	Local Language			Urdu			Arabic			English		
	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day	Not teach	Period per day	Use all day
Punjab	92	4	4	0	13	87	4	96	0	6	87	7
Sind	63	25	12	0	50	50	11	84	5	14	43	43
NWFP	61	10	29	14	59	27	19	76	5	8	40	52
Baluchistan	53	47	0	0	15	85	14	82	4	0	53	37
Islamabad	83	17	0	0	33	67	0	100	0	0	67	33
Tribal Areas	11	56	33	0	67	33	45	55	0	29	71	0
Sample	68	19	13	1	83	36	13	83	4	7	66	27
UNHCR	0	0	100	0	100	0	0	100	0	0	100	0

The general logic of these patterns should not be interpreted as an indication of what happens in the schools. In a high proportion of the provincial and municipal schools, three languages were being variously used and taught every day throughout the five grades plus preschool: local language, Urdu, and Arabic. English was also taught to some degree in about a third of the schools in the primary system, including preschool. The observors reported that the local language and Urdu were often mixed in the same sentence, and the general Pakistani speech pattern of including English in any language, caused some sentences to be in all three. Second, the observors also cited many instances of poorly spoken Urdu and English, and said this had been common many years ago when they were in primary school. They also stated that Arabic was frequently mispronounced, especially in explanations of the Quranic texts rather than just reciting the prayers.

Teachers and administrators were very critical of the English used by the instructors, and in many cases that was borne out in listening to the class instructor. The teachers worked hard at English but apparently their own instruction had been deficient, or they had lost a great deal of ability with that language over the years. In a later section on what is needed to improve language learning by pupils, two-thirds of the headmasters and 32% of the teachers listed the need for improvement of the teacher's English. Only a few said they needed to better their Urdu but the observors felt that in some areas many did and there were individuals everywhere that were far from fluent.

The respondent youths named both the need to study English and Urdu as reasons for not liking school and for dropping out. Their numbers aggregated to only about 15% but that is a significant proportion.

Specific mentions of the need to receive instruction on teaching Urdu as a second language occurred in only four sites, one in an APWA literacy program, two schools in the Pishin area of Baluchistan, and one in a tribal area. All of these had had some second language methods instruction. English as a second language methods were cited in more places, chiefly in the private schools in which English is the medium of instruction but one teacher in a Muslim school also asked where he could find such a course. All of these citations combined make up less than .2% of the professional interviewees, yet a high proportion had English teaching problems and many had them with Urdu. Further, the many interviews with federal, provincial, and teacher college officials rarely brought a mention of the problem. The difficulties exist and merit attention.

C. IMPROVEMENT OF LEARNING

Teachers and headmasters were asked directly what should be done to improve learning in the schools. As might be expected with such wide variations in schools and their conditions, the replies were scattered, for the most part, over a range of topics. Those, with the percentages of mentions, were:

New/renovated buildings	7	Improved teacher training	17
Models, charts, kits	9	Change the curriculum	6
Better English instruction	11	Limit student enrollment	12
Better Urdu instruction	7	Student attendance	2
Better and more texts	23	More parental concern	1
Teaching via mass media	4	Demonstrations by supervisors	1

The highest proportion of suggestions was some combination of more and better texts. The accompanying comments were much like those described in the textbook section, dealing with both content and sequence, and with the number available to students. Improved teacher training was the second most frequent and that was as likely to come from teachers as from headmasters/mistresses. Many added that the training period was too short, giving time for little study of content after the methods courses were taken. The overcrowded classrooms were seen as a real deterrent to learning by those teachers suffering from this problem. Certainly, no method will work with 100 pupils per teacher. As noted in an earlier context, English instruction was criticized strongly; Urdu instruction received fewer suggestions. Since so few classrooms had maps, charts, models, or kits, this was anticipated to be a very frequent mention by the respondents; it was important but not as common as the lack of these materials would indicate.

D. INDICATIONS OF RESULTS

Two results oriented elements were chosen for the case studies: grade promotions and examination passes. These are not as strong as achievement in the upper grades but they were of greater importance than the generalized federal descriptions of "social promotion" indicated.

Table 16: Percentage of Grade Promotions for Boys and Girls in the Sample Schools, by Area

Area	Boys	Girls
NWFP	85	87
Sind	56	77
Baluchistan	84	81
Tribal Areas	89	71
Islamabad	88	89
Punjab	87	88
Sample	84	83
UNHCR	85	99

For the Pakistan sample, there was no essential difference between the percentages of promotions for boys and girls - 84 and 83%. Boys were much less likely to be promoted in Sind than were girls but the oppcsite was true in the tribal areas. Girls promoted at a higher rate than boys was also the case in the refugee schools. Inquiries into the reasons for non-promotion usually centered around two aspects: the failure to acquire sufficient language skills and low attendance.

The case study teams found no evidence of "social promotion," either in the descriptions of the promotion procedures, actual promotion practices of the school, or in the records of the schools. There were examinations for promotion, and the performance on interim tests contributed to decisions relative to progression to the next grade. In a high proportion of the cases, excluding the private and some parastatal schools, there were examinations conducted with the educational officers present. Promotion was regularized and apparently supervised.

There was a general expectation that the students in all provincial and parastatal, and in some of the private schools, would take provincial examinations at the end of fifth and eighth grades. These were somewhat downplayed by some of the interviewees, saying that these were primarily for scholarship purposes. Most, however, stated that the examinations were extremely important. Youth agreed with them.

Despite those expressions of the importance, only two-thirds of the schools reported administering the fifth grade examination or sending their students elsewhere to take it. All the schools with eighth grade, except one, reported that their students took the test. (This included provincial, federal, and the so-called Cambridge or Oxford examinations.) Furthermore, not all of the students presented themselves for such examinations (Table 17). Some do take the examination later after repeating the grade or studying with tutors. No counts on these were obtained.

Table 17: Percentage of Boys and Girls Taking and Passing the Fifth and Eight Grade Examinations

Area	Boys		Girls	
	Take Exam	Pass	Take Exam	Pass
NWFP	85	79	90	95
Sind	84	73	76	69
Baluchistan	89	82	72	67
Tribal Areas	100	100	0	0
Islamabad	100	85	100	83
Punjab	97	80	96	87
Sample	92	83	88	80
UNHCR	88	68	0	0

The tribal area boys all took the examinations and were reported to have all passed. The girls in those areas, on the other hand, did not take the examination. No useful explanation was given. Islamabad and the Punjab pupils also took the tests but their pass rate was 85 and 80% respectively, for boys, and 83 and 87% for girls. Girls generally trailed the boys in the proportions that took the examination; their pass rate was below that of boys in Baluchistan and Sind but superior to the boys in NWFP and the Punjab. The UNHCR boys had the lowest pass rate in the study. The girls did not take the examinations.

Examinations are not, of course, the only criterion relative to the effectiveness of instruction; indeed, many educators would argue that they are not very important. Still, in a society in which admission to higher levels of education is competitive, and even more so for the better schools, they loom critical for many students and parents. The pass rates in the sample were probably not much different from those in many nations. They were, in fact, surprisingly high if the exams reasonably tested what had been learned.

E. INSTRUCTION HIGHLIGHTS

There was a great deal of difference in the implementation of the curriculum in the provinces, municipal corporations and committees, and among the private and parastatal schools. As a generality, the primary grade work emphasized language arts (local language in some, Urdu in all, some Arabic, and much less frequently, English) and arithmetic. Islamayat was taught in every school and program. The case studies examined those aspects of instruction from the viewpoints of administrators, teachers, parents, community leaders, and youth. The major findings include:

1. The opinions on the textbooks varied among the studied areas and the ratings differed from very poor to very good, with fair the most frequent assessment. Parents and community leaders were more favorable toward them than the school personnel, but they complained bitterly about their cost.

2. Judgments about the languages to be used and taught from first through eighth grades were similar between school personnel and community members in most areas; the general pattern recommended was:

   a. Grades 1-3: Use local language all day (except in the Punjab and Islamabad), teach Urdu and Arabic one period a day, and half said don't teach English at this level. The tribal areas (67%) were of the opinion that Arabic should not be taught at this level.

   b. Grades 4-5: Local language was less recommended for this level as an all day language; all day Urdu increased in frequency. Fewer respondents said Arabic should not be taught and more moved to one period a day. Half the respondents said teach English one period a day.

   c. Grades 6-8: Two-thirds said don't teach local language in middle school. Urdu increased its proportion in both one period a day and as an all day language. Arabic and English were mostly consigned to one period a day.

   There was almost no evidence of teacher training in Urdu and English as second languages, yet that was what they were.

3. School personnel made many suggestions for improving the learning in the classes but those mentioned most frequently were: better and more texts, improved teacher training, limit the student enrollment, and better English instruction.

4. Strict criteria, including examinations, were evidenced in every school for promotion from one grade to the next; boys and girls were promoted at about the same rate. Boy and girl promotions were lower in Sind, and girl in Baluchistan, than in the other areas.

5. The proportions of boys taking the formal fifth and eighth grade examinations averaged 92%; their average pass rate was 83%. About 38% of the girls were reported to take the examination with an 80% pass.

The general conclusion, backed by the observations of the trained researchers, was that the applications of the curriculum were reasonable in most sites when the conditions of the school and the number of pupils and teachers are taken into account. The recommendations drawn from these conclusions included:

1. Texts, at least in some areas, do not satisfy the school personnel or the parents; some revisions seem warranted, especially in the presentations of the language arts and portions of mathematics.

2. There is a substantial deficit in the number of textbooks for teacher use; these should be provided. Some consideration should be given to furnishing texts for poverty students.

3. The burden of teaching/learning so many languages, most of them as a second language, could be lightened by allowing area variations according to the judgments of the communities; that would increase acquisition of those in the instruction.

4. Teacher training should be provided in teaching Urdu, Arabic, and English as second languages.

5. The "new math" sections of arithmetic sorely need revision and the provision of more explanatory material to the teachers and practical exercises to the students. (New math has been revised to general math by the Curriculum Wing.)

6. Teacher training generally should be upgraded and more teachers should attend weekend workshops and/or summer school.

It is the judgment of the school personnel and the trained researchers that in the schools where there are no buildings and those in which the overcrowding is serious, that without attention to these problems, little can be accomplished to improve the instruction in them.

2384H

CHAPTER VI.

THE STUDENTS

Enrollment in the primary grades is variously reported from 40 to 50% of those eligible for this level of instruction. Attendance is also said to be a problem, but figures vary so widely by area, urban and rural, and sex, that it is difficult to formulate any generalization. Dropout rates are undoubtedly high and economic reasons predominate in the judgments about the causes; the lack of schools, especially facilities for girls, and the distance from home to existing schools are major problems since when they finish what schooling is available, there is often nowhere to enroll or the cost is prohibitive.

A. ENROLLMENT

Most reports show high enrollment in first grade, then a startling drop in the second, and a relatively steady decline thereafter.(See Table 1.) The primary schools in the sample showed the same pattern but with a less alarming decrease between first and second grades. The federal statistics and those of some of the provinces and areas, do not show the preschool enrollments separately from those of first grade. The study team made a determined effort to obtain their (less than 5 years old) numbers and was generally successful. Table 18 contains the primary enrollment and percentages of the primary sample with preschool listed by itself. Additional information is provided for the drop in schools, literacy programs, and the skills training programs.

Table 18: Enrollments by Grade in the Sample Schools and Percentage of the Total Primary, and Enrollments in other Programs

Grade/Program	Enrollment	Percentage
Preschool	5316	9
First	13725	24
Second	11123	19
Third	10480	18
Fourth	9401	16
Fifth	7892	14
All primary	57937	100
Drop in programs	132	-
Literacy classes	186	-
Skills training programs	198	-

The researchers accounted for some of the changes in enrollment across the sample schools: in small municipal corporation mosque schools they had only first grade; one small rural provincial school had only preschool through second grade; three rural provincial schools went only through third grade. These, totaled, would account for less than .2% of the changes between any grades. Further, since these configurations existed fairly frequently, to remove them would distort the general pattern of enrollment in the country.

Many schools had no preschool children enrolled, which accounts for much of the difference between that level and first grade. The 5% drop between first and second grades was certainly greater than would be expected in most systems; further, the decrease was somewhat distorted by the number of students repeating first grade, especially where the children come to school speaking another language and the medium of instruction is Urdu. This, too, is a Pakistani reality and no adjustment was made for it.

The relatively steady drop from second through fifth grades was less than that reported in many publications. The relatively high proportion of parastatal institutions, in which promotion was always reported to be high, was a part of the more favorable rates. Private schools usually stated they had higher rates of non-promotion and grade repetition; this indirectly affects the overall retention since additional preparation in the early grades favors later accomplishment.

Respondents were requested to estimate the percentage of enrollment of boys and girls separately in the communities. Many people, including school personnel, had difficulty in doing that. Some others gave replies that were impossible - 100% - when children could be seen in the streets and working in many places. Excluding these answers, some general ideas, from the respondent viewpoint, could be garnered about proportional enrollment (Table 19). Two generalizations could be discerned, both of which were evident in the literature and statistical reports:

1. Urban enrollments were substantially higher than rural.

2. Male enrollment was always higher than female, sometimes radically so.

There were also important differences among the provinces, as anticipated: Baluchistan, NWFP, and the tribal areas were substantially lower than in the other areas. Male enrollment was estimated at about 90% across rural and urban areas in the Islamabad Federal Area, higher than anywhere else. Male Afghani refugee rural enrollment was higher than for NWFP and the tribal areas.

Obviously, these were perceptions, not based on counts. They did represent people's thinking, however. Some of the comments were vital to the concept of universal education, primarily because they indicated that the concept had not yet become nationwide. Examples include" "Almost all of those that should be in school are." "Many of these children could not succeed in school." "Those that can afford it are enrolled." "Some children are not suitable for school." These represent a task that must be undertaken before Pakistan can hope to achieve universal primary education.

Table 19: Respondent Estimates of Percentage Enrollment of Children of Primary Age*

Area	Boys		Girls	
	Urban	Rural	Urban	Rural
Islamabad	91	89	46	41
Tribal Areas	NA	36	NA	24
Baluchistan	79	51	48	11
NWFP	46	39	38	32
Sind	87	74	84	31
Punjab	62	48	27	18
UNHCR	NA	42	NA	10

*Excluding estimates of 100% from the calculations; no Pakistan sample total was attempted because of the exclusions.

Comparison of these respondent estimates must not be made with the official estimates made by the provinces. The latter include areas in which there are no schools and the sample was based on the presence of a school. The lower female enrollments more closely match those of the provinces since in some of the sites, there were no schools for females.

The reasons given for why pupils do not enroll in school were, for the most part, those listed in the literature. Their relative importance, when calculated in percentage of mentions, was different. The single greatest factor for both boys and girls was "parental neglect," accounting for almost half those about boys and a third of those for girls. The second for both was "parents cannot afford to send them to school," rarely mentioned in reports. The third highest cause for girls was "lack of a school or that the facilities provided were unsuitable." For boys, on the other hand, "problems with teachers and subjects (always Urdu and English) ranked third. "Family transfers and other domestic disturbances" was fourth for both groups. Fifth for boys was "the need to work," but for girls it was "early engagement/marriage," much more prevalent in rural areas than in urban. This was the number two cause for the Afghani refugee girls. "Disinterest" was a close sixth to need to work for boys; all other mentions were few. No other reason was of consequence for girls other than those already listed.

B. ATTENDANCE

Since atterdance had been cited as a major educational problem in Pakistan, the survey team obtained enrollment by grade and verified attendance on the day each site was studied. The site visits were all accomplished within a three week period that encompassed a host of difficulties for attendance: wheat harvest, rain in some sections, extreme heat in others, and "getting ready for exams" during the last week.

Table 20 shows the overall sample low, high, and average attendance on that day for the 220 schools and programs. The 88% average for preschool through fifth grade was not an unreasonable figure considering the conditions.

Table 20: Low, High, and Average Attendance as Verified on the Day of Study in the Sample Sites

Grade/Program	Low	High	Average
Preschool	42	100	88
First	46	100	88
Second	57	100	92
Third	38	100	90
Fourth	26	100	89
Fifth	17	100	89
Sixth	67	100	93
Seventh	61	100	92
Eighth	67	100	92
Sample	17	100	89
Drop in	100	100	100
Literacy classes	72	100	83
Skills training programs	86	99	93

The lows listed were rare occurrences; discounting only the lowest in each grade raised that category to nearly 70%. Almost perfect attendance, however, was found in 21% of the cases. The averages did not vary much among the provinces and areas with the exception of the UNHCR schools in which the average was at 79%; all others were in the mid80s to mid90s.

The reasons for absences are those that would be anticipated with work by far the most frequent. Illness, disinterest, away from home, and home problems all together aggregated to just under 10%. It was the general opinion of school personnel that most pupils were absent only when necessary. The few cases of chronic absenteeism were said to be a prelude to dropping out and often for serious reasons such as economic difficulties. Overall, the verified attendance was quite good and although all schools reported some seasonal variation, these were said to be understandable because of inclement weather and heavy work periods in the rural areas.

C. YOUTHS' PERCEPTIONS OF SCHOOL

Three approaches were utilized to obtain the perceptions of the students and those who had left school, about their educational experience: what they liked about school, disliked about it, and what they learned that was useful. The amount of coincidence among the three sets of replies was high. As would be expected, the variation between boys and girls continued, as it did in most of the examinations. There was no appreciable difference among the several areas except for a few that will be mentioned in their contextual discussion.

The number one "like" for boys was teachers. This comprised about 43% of all the mentions made. In the tribal areas and refugee areas, teachers were second but still amounted to about 30%. The second factor for boys (first in tribal and UNHCR areas) was the chance to study, running to about 32% of the mentions. Again, this is a very favorable finding for education. Although they could name any number of aspects, they concentrated on teachers and the opportunity to study; these are significant. And when these two are combined with generally good replies without specification (11%), they total 84%. All other mentions were few: games, science, English, and band.

The factors liked by girls were in about the same order as for boys but they were more likely to name the teacher (61%) than the boys. This number, added to the chance to study and generally good, also mounted higher, just over 94%. Friends, games, and flowers made up the rest. The Islamabad girls named teachers at less than half the percentage in the other areas.

Items disliked by students were more difficult for many of them to recall; nearly 17% would not name anything. Buildings, toilets, furniture, and water supply, together as facilities, registered the highest and that was only about 22%. Urdu, the next named by both sexes, was a distant second at 11% (14% for boys but only 8% for girls). English garnered 4%. Dislikes of teachers, punishment, some "bad" students, and mathematics were all given by a small handful of students.

The question on what students and former students had learned in school that was useful concentrated on four items, in the same sequence for boys and girls: reading, writing, discipline, and mathematics. General and personality development, religious education; "everything was useful" completed the list for girls but boys added (only 21 boys in total) moral values and ethical behavior. Whatever the problems with and in the schools, the teaching of the basic subjects was solidly appreciated.

Those youths not enrolled at the time of the survey were also asked if they would like to study again and the overwhelming answer (94%) was yes. The subjects they would like to pursue were, first, "continue from where I stopped" (38%), followed by a host of specifications including how to read and write, science, mathematics, how to become a teacher, English, doctor; cooking was named by girls, and for boys: Islamayat, technical education, Pakistan studies, architecture. These added further support to the seriousness of the young people about education.

D. DROPOUTS

No examination of youth and their attitudes about education would be complete without probing the reasons for dropouts. The case studies used two different strategies: reasons given by dropouts themselves and professional educator opinions.

The boys that dropped out named economic problems most frequently; these were about evenly divided between the need to work and that their parents could not afford to send them to school. Domestic problems, a combination of the need to help at home and "disturbances in the family," was first for girls, but this was closely

followed by financial difficulties. Boys also listed some school related reasons: no school where they could go, having been expelled, failed many times, English, Urdu, no encouragement from parents, and disinterest. No school (9%) was much more important for girls; this was followed, with a few listings only, by disinterest, teaching was not good, no toilets, and failure. One item high on the list in Sind was transfer of parent to another community, named about equally by boys and girls.

School personnel were more likely to name parental neglect as the most important cause of dropouts for boys and girls. They followed this for boys with economic problems and for girls, values and customs. The latter is interesting because not a single girl ascribed dropping out to that factor. Transfer of parents was an agreed upon cause between youth and school personnel, particularly in Sind Province. One other reason given by the educators was early marriage for girls, but it was of high proportion only in the tribal and refugee areas.

One reason given in almost all the reports, and that did not occur at all in the case studies, was harsh discipline and punishment. If that happens, and no doubt it does at times, it was not held by the youth as a cause for dropping out of school.

F. STUDENTS AND SCHOOLING

The results of the several examinations about students in the sample schools support some of the generalized descriptions but they also differed quite markedly in others:

1. Enrollment, when seen as a function of retention across the grades, was higher than the general statistics suggest; a part of this difference was due to the separation of preschool children from first graders, drastically reducing the loss between first and second grades.

2. Enrollment as a function of the proportion in school as compared to those not enrolled showed a general pattern that roughly coincides with the reports but differed in degree; school personnel ascribed higher percentages of enrollment than parents.

3. The reasons for not enrolling brought one new element almost never discussed, parental neglect, cited by the youths as well as the other respondents. Insufficient family resources was second. All the other causes were those anticipated.

4. Attendance in this group of schools was high, averaging 89% from actual verifications; only a few were low, and were attributed mostly to harvests.

5. The perceptions about school, both from those enrolled and those out of school were very positive; further, the things they liked about school were almost entirely a plus for education: the teachers, the chance to study, reading, writing, and arithmetic. Their dislikes were relatively few and emphasized the lack of and poor buildings, toilets, drinking water, and furniture; a few listed English and Urdu.

6. The number one dropout cause cited by youth was parental neglect, almost never listed by parents; economic problems followed, with a combination of need to work and parents had insufficient money to send them to school. A special factor for girl dropouts in all areas was that there was no school to which they could go, and, in the tribal and refugee areas, early engagement/marriage.

A general conclusion from this entire examination of the students was that they displayed a sincere interest in education and in the usual academics especially, and that their problems were mostly due to outside forces, rather than to disinterest or strong dislikes about education. This bodes well for expanded education in Pakistan.

2384H

CHAPTER VII.

THE COMMUNITIES

The case study interviews included parents from every school and program, and community leaders from the 30 sample districts (see the map in Chapter I and the list in Appendix B). There were 130 separate cities, towns, and villages within those districts. The sample for parents and community leaders included:

Parents with a child currently enrolled	490
Community leaders with enrolled children	173
Community leaders with no enrolled children	47
Total Parents/Community Leaders	710

The community leaders were comprised of 66 businessmen, 99 religious leaders, and 55 in different levels of government, mostly counselors.

The data were analyzed separately for parents and community leaders but there was essentially no difference between the sets, not surprising since such a high proportion of the community leaders were also parents. Further, examinations of the community leaders by the type of leadership they exercized revealed no important differences. The information is therefore presented without separating them except that when some special variations occurred, they are explained in the narrative.

A. ATTITUDES ABOUT EDUCATION

The questionnaire designed for the parents and community leaders was primarily to obtain their opinions about different facets of the provision of primary, literacy, and skills programs. Incidental to that main purpose, their knowledge about some aspects of education was also collected. Finally, a broader strategy was adopted that would sound out their general attitudes about education.

1. Provision of Primary Education

The previous chapters have incorporated parents' ideas and opinions on the components of primary education. In summary, these were:

a. Parents and community leaders were very critical of the lack and bad conditions of buildings, toilets, drinking water, and playgrounds.

b. Their opinions were somewhat more favorable on textbooks than were those of the school personnel; an overwhelming majority complained about the cost of texts.

c. Parents and community leaders also rated teachers higher than did the school personnel (except in the tribal areas); their children agreed with them, listing teachers as one of the elements they most liked about school.

d. Parents and community leaders had definite ideas about the languages included in the curriculum with a majority opting for local language as the medium of instruction in the first three grades (except for Punjab and Islamabad), then moving toward Urdu through the levels. High proportions also objected to teaching Arabic and English in the first three grades; most suggested them for study in middle school.

An important aspect of all of these opinions is that they were seldom contrary to those of the school personnel but they differed in the degree of positive or negative feeling. (The data on these opinions were presented in the tables in the previous chapters.)

2. Drop In Schools

Opportunities for young people to return to primary school, and through a concentrated program complete through grade five in one to two years, has been proposed by the federal government and the provinces are considering such an addition. The expectation is that these will be run in afternoon shifts in the primary schools and that they will generally follow the primary curriculum since the idea is that they will be enabled, or at least many of them, to continue on into middle and secondary education. (The Literacy and Mass Education Commission has proposed that it operate a non-formal arrangement on an experimental basis in 9 selected districts.)

Only two such programs were located and both were surveyed. One was a Catholic school in Karachi and the other a Muslim school in Gujranwala. The Catholic program is run for youth in the immediate vicinity and parents could be interviewed; the students in the Muslim school were from all over Pakistan and no parent could be reached.

The students in both programs were very pleased with the instruction and were glad for the opportunity to study again. The two parents and two community leaders interviewed on the Karachi program were equally impressed.

This kind of program was also described to the parents and community leaders in all the sites of the case studies. As would be expected from the rarity of this type of instruction, few knew of its existence in practice. Curiously enough, some pointed out that their local schools provided such opportunities, albeit in limited numbers. The overage pupils described in a previous chapter included some of these; they were usually still of primary age and they were most often enrolled in rural schools. Some provision was made for this in several Muslim schools and in the Scout schools of South Waziristan. Parents finding difficulty in obtaining admission for their children in the area schools, and those cognizant of overcrowding, usually declared the program less desirable under present conditions, preferring more space for the regular primary children. Even when the interviewer reminded them that the program would be operated in a separate shift, many felt that the extra shift should be run for the usual primary grades.

Both parents and school personnel were of the opinion that relatively large numbers would enroll in such a program, especially boys. Their estimates varied, of course, according to the size of the community but they always indicated a promising future for drop in education. That appeared to be borne out by the enrollments in the two surveyed schools.

3. Literacy Classes

The study first asked whether or not a program was available for boys and girls, separately, in which they could learn to read, write, and do arithmetic. Only 8% replied yes for girls, 79% replied no, and the remaining 13% stated they did not know. They were more likely to know about one for boys - 15% said yes, 69% no, and 16% didn't know. The reality, however, was that in 55% of the communities, a program was available. The outreach efforts of these programs were insufficient or they had reached their maximum class load and were conducting no outreach. In whichever case, parents and community leaders, for the most part, do not know about what is being provided. Those few people who knew about the programs were very favorable toward them; only one group in Sind classified them as "not good." A few criticized the facilities as being too far away or inadequate for the classes.

In the second probe, the two hour sessions, six evenings per week, were described to the interviewees. Eighty-two percent was of the opinion that this would be a good program; 12% thought it would not and their main argument was that older youth and adults could not learn to read and write in six months; 7% declined to give an opinion.

The survey also described the proposed Community Television Centre proposal with an evening literacy program combined with an on site teacher. Most parents and community leaders were skeptical about such a venture. They usually began by saying "it sounds like a good idea" but would then point out what they perceived as problems: use of the set for viewing regular programs, distractions from non-students that would come just for the entertainment; and doubts about whether literacy could be attained via television. Many, especially in isolated villages, pointed out that electricity had not yet reached them.

Finally, parents and community leaders where literacy programs were operating and were included in the sample, answered the same questions about facilities, teachers, and texts of the program as were those of the schools. They all praised the teachers and the texts; there were complaints about the facilities. Out of school youth, as a part of community, agreed with their parents and were very appreciative of the opportunity to learn.

4. Skills Training

The parents and community leaders were much more likely to know about a place where girls could learn a job or trade than they were for boys: 26% for girls but only 17% for boys. The places named for girls included ladies' industrial homes, a few technical schools, business training, and mohallah schools. For boys, however, more than half named local businessmen and tradesmen wherein some apprenticeships could be arranged.

Ninety-four percent of those giving opinions about the quality of the instruction in the girls skills programs considered them "good." They often commented on the great need for opportunities for girls. The formal schools and centers for boys were also praised but many were of the opinion that the local apprenticeships exacted a great deal of labor from the boys in exchange for little learning.

Most of the interviewed skills students were girls and their opinions were unanimously favorable about the teachers and the programs. Their parents, and the leaders in those communities, were equally favorable. The only complaints were the distance from home and in two cases, mentions of inadequate facilities. Boys and their parents were less likely to speak positively about the programs; they appeared to expect more from such training than did the parents of girls. Community leaders were invariably favorable toward boys programs.

5. Prospects for Education

A generalized opinion of parents and community leaders was sought to give a frame of reference for the general prospects of education. After trying several approaches, asking the interviewees directly, "How many years should girls (and boys separately) go to school?" was adopted. The first reply would usually be comments on the needs for education in present day Pakistan, and often supplementing this with talk about the problems of finding suitable employment without schooling. They appeared to choose the level of schooling carefully, often changing their first declaration, almost always upward. No one refused to answer and none said "don't know." As the percentages in Table 21 and 22 demonstrate, the respondents were inclined to choose one of the major termination points: end of primary, grade 5; end of middle school, 8; end of secondary, 10; intermediate, 12; university, 14; and masters, 16. A few did give interim years.

Despite all the reports, not one parent or community leader said that girls should not go to school - even in areas in which no girls school existed. And in the tribal areas, reputed to be opposed to education for girls, the least level selected was grade six (their primary schools usually continue through sixth rather than stop at fifth). The concentrations for girls, for the sample as a whole, were: fifth, 30%, eighth, 10%; tenth, 34%; twelfth, 8%; and fourteenth, 9%. Only 3% indicated sixteenth (masters level) for girls.

There were important area variations that gave indications of differing opinions about education for girls. NWFP and Sind percentages were low until the tenth grade, where 41% and 45%, respectively, were for that level, completion of secondary education. The tribal areas had two levels of high proportions: eighth with 33% and tenth with 50%. Those in the Islamabad Federal Area split their nominations evenly between twelfth and sixteenth. Baluchistan scattered the choices from fifth through sixteenth but 23% each were at tenth and fifteenth.

Table 21: Percentage of Parent and Community Leader Judgments on How Many Years* Girls Should Attend School, by Area

Area	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Baluchistan	0	1	13	2	3	6	0	23	8	6	1	11	23	23
NWFP	0	3	14	11	3	10	0	41	0	5	0	0	0	13
Sind	1	1	10	5	0	10	1	45	0	8	1	14	1	3
Punjab	2	3	29	12	7	12	1	28	2	0	0	4	0	0
Tribal Areas	0	0	0	13	0	33	0	50	0	0	0	4	0	0
Islamabad	0	0	0	0	0	0	0	0	0	50	0	0	0	50
Sample	1	1	20	6	1	10	1	33	2	8	1	9	4	3
Afghani Refugees	0	5	30	5	5	55	0	0	0	0	0	0	0	0

*No one chose 0, 1 or 2 years.

The unexpected result was that of the Punjab, which overall, suggested the lowest education for girls: 34% for primary only. The only other large Punjab grouping was tenth grade with 28%. The Punjab respondents also gave the lowest support for education above tenth: 6%. No one chose fifteenth or sixteenth. The low estimates for girls by the Panjabis also strongly influenced the overall sample results; without their 34% at the primary grades, the sample percentage for primary would have been reduced from 22% to 12%, and the upper levels increased proportionately.

The Afghani refugees (not included in the calculation for the sample) were also inclined to lower judgments. Thirty-five percent selected fourth and fifth grades, 55%, eighth; no one chose higher than that. Even those proportions, however, are better than the number of girls schools would indicate. One camp had none and the others had few opportunities for females.

The proposals for the education of boys (Table 22) were higher than for girls in every one of the sample areas. Only 15% indicated primary school and even that would have been reduced, approximately to 8%, but for the Punjab, which again gave a relatively large number of choices for that level.

The uppermost level choices were made by the tribal areas and Islamabad, noting 14th and 16th as the preferred achievement for boys (28% each for the tribal areas, and 50% each for Islamabad Federal Area). The Islamabad people discussed the many jobs and positions for educated persons in federal government and services. The tribal respondents stressed the need for professional education to assist tribal areas to progress appropriately.

The proportions for boys schooling were similar in Baluchistan, North West Frontier, and Sind Provinces, and they placed emphasis on tenth grade upward. From 19 to 25% selected the masters level, grade 16.

The Afghani refugees also raised their sights for boys. Forty percent of the interviewees named both tenth and twelfth grades; 20% said masters. Their comments were about evenly divided between the need for education in order "to make it in Pakistan" and "we will need well trained people when we return to Afghanistan."

The judgments about desirable education were not the only evidence of a felt need beyond that being presently provided. Many roundly condemned the federal and provincial governments for the few and unsatisfactory schools. They felt that the long neglect had irrevocably reduced their own and their children's chances to advance their livelihoods and lives. They expressed hope that the higher present budgets for education would make a substantial difference in its provision and quality. There were many corollary indications from other sections of the study:

a. The general approval they gave of the teachers.

b. Their concern about the languages of instruction.

Table 22:/Parent and Community Leader Judgments on How Many Years* Boys Should Attend School, by Area

Percentage of

Area	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Baluchistan	0	1	8	2	5	3	0	17	2	14	2	10	13	25
NWFP	0	1	3	12	9	4	0	15	0	10	0	15	7	24
Sind	1	0	9	4	4	4	0	24	0	13	1	21	0	19
Punjab	3	1	17	3	1	3	0	23	2	13	1	18	4	11
Tribal Areas	0	0	0	0	11	0	0	22	0	11	0	28	0	28
Islamabad	0	0	0	0	0	0	0	0	0	0	0	50	0	50
Sample	1	1	13	4	2	3	0	22	1	13	1	18	5	17
Afghani Refugees	0	0	0	0	0	0	0	40	0	40	0	0	0	20

* No one chose 0, 1, or 2 years.

c. Their condemnation of what they felt to be parental neglect in not sending children to school.

d. The pressures parents were placing on boys schools to admit girls, sometimes with success.

e. Their change from the customary separation of boys and girls in schools to the much higher proportions of mixed (coeducational) schools.

f. They were demanding second shifts to increase the opportunities for greater enrollments, especially for girls, and to relieve the overcrowding.

g. The sacrifices parents make to gain admission for their children in the better Government schools and in the private institutions.

h. The sacrifices parents make to pay for education, often far beyond their means (detailed in a later section).

Many individual cases of emotional distress about education or the lack of it were reported by the observors: a tribal member with tears in his eyes when he told of years of effort to get a girls school in his village so his daughters could attend; mothers pleaded with the researchers to try to influence Government so it would provide a school; community leaders relating their long struggle to obtain more classrooms and teachers for the local schools.

The general environment, from the parental and community leader opinions, is one in which education can be expanded rapidly if the resources are made available. Education for girls may lag somewhat but that part of the system is, in the minds of the community members, very much in need of rapid expansion.

B. COMMUNITY HELP TO EDUCATION

In some of the early visits, the assessment team became aware of communities that were contributing in several ways toward the operations of schools, including school and classroom construction. This aspect was incorporated in the queries to the community. Further, when assistance had been given, the interviewers asked what kind of help it was, whether the community would help more, and if so, what type of assistance they might provide.

The overall proportions for the Pakistan sample were not huge but the 22% that had helped the schools was making useful additions to education. The areas that had made most contributions were the tribal areas (38%), the Punjab (30%), and Baluchistan (22%). The assistance they had given included totally building schools, constructing classrooms, collecting money for or outright financing construction, donating land, making other improvements (playground, toilets, water, repairs), and helping teachers at school. In one very low income area, parents were going door to door, collecting donations of five to ten rupees (US$ .31 and .63) from poverty level families to construct a thatch roof on poles so that children in an open courtyard would have at least some protection from the sun. There was evidence that communities and members will help improve education for their children.

When asked if the communities would help more, 38% of the entire sample said yes. More than half the parents and community members in the tribal areas and the Punjab said they would; a third agreed in Baluchistan. The Islamabad Federal Area, which has benefitted more than most sections of the nation, unanimously said no, that it was the government's job to provide education. The assistance that parents and community leaders said could be offered was much like that already done: constructing schools and classrooms, doing repairs, and helping at school. In the discussions that almost always accompanied the answers, some people appeared not to have given much thought to contributions. Some said they would begin to campaign for assistance and others noted that they need help to organize the parents into action groups to achieve betterment of education. A commissioner felt that a parental organization could help secure land for the construction of a school since there was money for it, but land must be furnished by the community or some member of it. Two counselors reported that they had called meetings of parents for school improvement and that although progress was slow, some collaboration had been attained. There are limits to what poor communities can do about their schools but the results of this portion of the survey suggested that at least some help can be obtained.

C. COSTS OF EDUCATION TO FAMILIES

Parents and community leaders with a child enrolled in primary or middle school were asked to provide information on what they, the families, pay for a year's schooling of one child. Some difficulty had been anticipated with knowledge about total costs so they were broken down into the several components. Monthly costs, later aggregated by the researchers to a yearly total, helped the respondents. The analysis examined these first by Government and private institutions, then subdivided Government into general provincial and municipal corporations, and parastatals and special provincial schools.

Table 23: Low, High, and Average Rupee* Costs for Basic Items at Regular Provincial/Municipal Corporation Schools, Parastatal/Special Provincial, and Private Schools

Item	Regular			Special			Private		
	Low	High	Ave.	Low	High	Ave.	Low	High	Ave.
Fees	0	528	67	600	1800	1316	0	4800	812
Textbooks	0	300	46	230	3600	392	0	2000	219
Supplies	0	500	163	0	1200	168	0	600	140
Uniform/ Clothing	0	500	191	0**	2600	612	0	1250	401
Lab Fees	0	0	0	0	100	12	0	100	28
Furniture	0	28	1	0	800	11	0	200	8
All basic	0	1856	468	820	10100	2511	0	8950	1608

*Exchange of $1=Rs16 was used in the later paragraphs.
**Uniforms were provided by the military in one school

The ordinary provincial and municipal corporation/committee schools, for the most part, charge little or no fees and averaged Rs 67 ($4.19). A few do, especially the middle schools and some better colleges. The parastatals and the better government (mostly provincial but some federal) do charge fees and the average of Rs 1316 ($82.25) places them outside the range of possibilities for many families. The fee range for the private schools showed the widest difference and the average was below that of the special government schools; that figure, however, is a combination of the Muslim and sample Catholic schools set up specifically for the poor. Schools equal to the special government schools charged very high fees and their average would have been greater were it not for the poverty institutions.

Almost every school in the study required the parents to buy the textbooks so the zero represents only a half dozen cases. Further, many families reported that they do not buy all the textbooks but try to use those from older children, borrow from friends and neighbors, or simply do without. There were a few classrooms in the survey where from only one to a half dozen children had books. In one UNHCR school, only the teacher had an English text. The parastatal and private schools insist on the children acquiring books and most had a copy. The English medium schools had the highest book costs since these were imported from the United Kingdom.

Supplies (slates, paper, pencils, pens, rulers, exercise pads) were reported by the families to be relatively expensive. In the poorer community schools, the children used slates and chalk, washing or wiping them frequently, greatly reducing their expenses. Supplies were costly in the parastatal and private schools; again, the average of the latter was reduced due to Muslim and other schools that provide education to the poverty areas.

Uniforms and what the families termed "suitable clothing" added substantial amounts of money to even the ordinary government schools. A few children were seen in handed down clothing and some others were ragged or patched, but by and large, the children, even in the poorer schools, presented a good appearance. Since this is a fast growing stage for children, the amounts quoted did not seem unreasonable. Uniforms varied a great deal in price but generally added a considerable expense to education.

Few schools charge laboratory fees (most provincial and corporation schools have no laboratories). Furniture was in a similar category; only a dozen schools charged anything at all.

There are other costs for most of the schools. Those children that board paid from a low of Rs 400 ($25) to a high of 6000 ($375). A few families reported board at ordinary provincial schools, all of these were cases in which there was no school nearby; these and the Muslim schools charged very low amounts. Transportation is another cost borne by the parents; it varied from a low of Rs 62 ($3.88) to a neighboring village, to Rs 3600 ($225) round trip air fare to a distant city. The average was low since few families had incurred this cost: Rs 67 for provincial and Rs 290 for the other two groups. The third type of "cost" is what is called donation; in most provincial schools it was zero to Rs 20. The parastatal average was Rs 101 ($6.31) but ran as high as Rs 1200 ($75), with private schools at Rs 2000 ($125).

The average cost for the ordinary provincial and municipal corporation schools, for all the basic costs, was Rs 468 (US$ 29). That represents 10% of the average per

capita income of Rs 4592 (US$ 287*). Since many families have more than one child in school, the cost quickly becomes impossible. And, of course, more than half the families earned less than the per capita average. The fact is that there are many, many families in Pakistan that cannot afford education for their children. This was evidenced in the chapter on students when that factor was a major reason for not enrolling and for dropping out. Education is not free in Pakistan, and is rarely completely gratis in any country, but with the present goals of universal education in this nation, the task would appear insurmountable without much larger budgets than have been provided in recent years.

D. COMMUNITY OVERVIEW

The findings from the interviews with parents and community leaders give some encouraging signs and some that are difficult in the extreme. As a generality, these can be stated as:

1. Community members demonstrated an awareness of the need for education and a desire to provide it to their children.

2. Religious leaders and tribal area families, often cited as opposed to education, especially for girls, were as likely as any other group to be in favor of education.

3. On the whole, the parents and community leaders showed a favorable attitude toward teachers and the instruction, even under the present conditions; they were positive about the literacy classes and skills training programs.

4. Community people are pressuring administrators to furnish greater educational opportunities: adding another shift for more boys or for girls, converting boys schools to mixed schools; in this regard, they seemed to be ahead of many federal and provincial officials.

5. The present attitude about how long girls should go to school, centering at about tenth grade, portends a growing demand for their education; the demand for boys was even higher.

6. Many communities materially contributed to schooling; half the respondents said their communities would do more.

7. The costs of educating a child in Pakistan is high in relation to the average per capita income, even in the ordinary government schools; a high proportion of families cannot afford to send their children to school.

These represent both encouragement and a challenge to education in Pakistan. No easy total solution presented itself but opportunities for improvement were evident in the information from parents and community leaders.

---

*The Government figure for late 1985; a June 1986 Ministry of Finance report estimated $292 and calculations from IMF numbers would run to $308; the higher figures would not appreciably alter the plight of low income families.

CHAPTER VIII.

SUMMARIZED CONCLUSIONS AND RECOMMENDATIONS

The 220 case studies of school sites utilizing interviews with school personnel, parents, community leaders, youth, and via trained researcher observations, confirmed most of what is known about education in Pakistan. In some cases, the survey results contained information that was unexpected from the general reports and discussions; these were always supportive of more and better education. The last section of each results chapter contains the specific conclusions from the content; this summary chapter only highlights those and states the recommendations that could be implemented without enormous changes in budgets, although those, too, are needed.

1. There are schools operating that have no building; they are found in every province and in many districts, but more were found in Sind and NWFP than elsewhere.

   Recommendation: The teachers (the major part of recurring costs) are already there; construction at these sites should be of the highest priority.

2. There are schools that are so damaged that they represent a definite hazard for the safety of the children and teachers.

   Recommendation: This is gross neglect; those sites, too, should be placed in the top priority list for reconstruction or renovation.

3. Overcrowding is prevalent in many schools, often to the point that little learning can take place; some of these rooms have only one teacher but others have two or more.

   Recommendation: Overcrowded classrooms with more than one teacher already have the recurring costs included, thus construction of additional classrooms would involve low investment.

   Recommendation: Construction of classrooms and additional recurrent costs are sorely needed in many overcrowded schools to improve the quality of education.

   Recommendation: The present rule that communities must furnish the land seems sound but in poverty areas and where land costs are astronomical, such as for most municipal corporations, the federal and provincial governments should pay for the land.

   Recommendation: Although many schools have already adopted double shifts, and some triple, an additional shift in a well constructed and maintained building offers an immediate opportunity to relieve overcrowding; additional recurrent costs will usually be involved.

4. There are many communities in which there are insufficient places for children in the present schools; some of the low enrollment is due to this factor.

Recommendation: The previous recommendation to add an afternoon shift, while adding recurring costs, would immediately increase enrollment.

Recommendation: When there are no girls schools or they cannot accept greater enrollment, adding an afternoon shift for girls would immediately increase female enrollment.

5. Ample evidence was provided from this study that mixed (coeducational) schools are now accepted by a high proportion of the community, yet girls still suffer from the lack of educational opportunities.

   Recommendation: When boys schools currently do not have full enrollment, public meetings should be held to prepare for and then convert them to mixed schools; these would not even incur additional costs.

6. There are many schools without toilets or latrines, those and the ones in bad and inoperable conditions constitute a definite health hazard.

   Recommendation: Federal and provincial health and educational institutions should combine their efforts to remedy this condition; education will also be improved.

7. Few schools have potable drinking water and many have none at all, even in the cities with water systems.

   Recommendation: Health, education, and general government offices should cooperate in an effort to provide water and when at all possible, make it potable; health and education will benefit.

   Recommendation: While motorized, pressurized water systems are desirable, the present conditions could be improved in many sites by the installation of a well with a hand pump.

8. Only 58% of the provincial teachers hold a teaching certificate; many of those that are certified said they had received insufficient subject matter content.

   Recommendation: An expanded program of summer schools is sorely needed to help teachers at least complete the present offerings.

   Recommendation: Summer school in combination with distance education should be furnished on subject matter to raise the level of the competence of the teachers.

   Recommendation: The offerings in the present teacher colleges should be increased, especially in subject matter courses; this would entail more months of training.

9. Deficiencies in the ability to teach Urdu and English were in evidence; headmasters, teachers, and students complained of low competence.

   Recommendation: Methods and materials for teaching English as a second language are well developed; courses that combine this material with additional practice should be incorporated into teacher training.

Recommendation: Urdu as a second language appeared to be a missing subject; if the details have not been worked out, a national conference should be called to supply them; courses should then be developed and should include more practice in Urdu for those with low competence.

10. Class loads are sometimes too low for cost effective operation, and more frequently too high for achievement.

    Recommendation: In a few areas where small schools are close together, consolidation should be attempted.

    Recommendation: Although, in repetition, in those communities where no girls schools exist, low enrollment boys schools should be converted to mixed; that process is already occurring and should be hastened.

    Recommendation: Consideration of the previous recommendations on adding classrooms, constructing buildings, and adding teachers will lower the class load and enhance educational opportunities.

11. Parents and community leaders, and many school personnel as well, are of the opinion that too many languages are being introduced too fast, delaying academic progress and contributing to failures and dropouts.

    Recommendation: In those communities that want to preserve their local language, a full set of textbooks should be supplied in that language and the subject matter should be taught in it in the first three grades; Urdu should be taught one period a day; probably Arabic and English should be postponed at least until fourth grade and more wisely to sixth.

    Recommendation: For those communities that do not want instruction in the local language, teachers and texts should be prepared that will ensure the acquisition of Urdu rapidly and well.

12. There are many complaints, especially among school personnel, about the physical and content quality of the texts.

    Recommendation: The revisions now underway should be hastened; consideration for better quality paper and binding is needed.

13. Textbooks are too expensive for a high proportion of the Pakistani families.

    Recommendation: A procedure for determining which families cannot afford the books should be devised, and Government should provide them for that group.

    The Ministry of Education has considered furnishing texts to all students but the cost was prohibitive.

14. Children want to go to school and their parents want them to go.

    Recommendation: The implementation of most of the previous recommendations will provide many new positions at low cost; others will involve investment, but they will materially increase enrollment in a short time.

15. Community members have contributed to additional and better schooling and expressed a willingness to do more.

Recommendation: A mechanism, perhaps in conjunction with Social Welfare, should be devised to increase community participation in education.

16. The costs of education are too high; many families cannot send their children to school.

Recommendation: In addition to a fund for textbooks for families that cannot afford them, the scholarship program should be expanded to furnish the fees, some clothing, and at times, transportation and board, to needy children.

Finally, the survey found evidence of serious neglect in the distribution of both federal and provincial funds to some areas, and not all of these were rural. If insufficient data are available on these, education officers could quickly provide it since they live with the deficiencies every day. Any major effort by Government, and assistance by other donors, should be predicated on the remediation of this problem.

2384H

APPENDICES

Appendix A: Case Study Questionnaires

Appendix B: Sample Districts

APPENDIX A: Case Study Questionnaires

ID_____ Interviewer_____
Date_____

I. GENERAL INFORMATION

A. Identification

1. Name of School/Programmr_____

2. Location:

(a) Province/Territory_____
(b) District_____ (c) Tehsil_____
(d) Markaz_____ (e) Union Council_____
(f) Name of Locality_____
(g) Site is in City _____Town _____Village _____ Hamlet _____

3. Type of Facility:

(a) Primary ____ (a.1) Grades offered: 1___2___3___4___5___
(b) Primary with Middle ____(b.1) Grades offered: 1__2__3__4__5__6__7__8__
(c) Primary with Other _____ (c.1) Grades offered: 1__2__3__4__5__6__
7__8__9__10__11__12__
(d) Literacy _____ (d.1) Non-graded_____
(e) Drop In_____

4. Control of Programme:

Federal ed _____ Provincial ed _____ M.C._____ Private _____
Other (Specify)_____

5. Special Identification:

(1) Mosque School _____ (2) Mohallah _____
(3) (a) Other (Specify)_____UNHCR _____
(b) Is this a special project school?_____ WB _____
Other (Specify)_____

6. Is the School/Program Coed_____ Boys_____ Girls_____

B. Staff

1. Local Management: (a) Principal_____ (b) Headmaster/mistress _____
(c) Head Teacher_____ (d) Imam _____ (e) Other (Specify)_____

2. Supervision: Who is responsible for supervising this school/programme?
(a) Title_____
(b) Location_____

3. Teaching Personnel:

Grade	Type	Number	Certificate	Language(s) Used
PreSch	Tchr			
	Asst			
1	Tchr			
	Asst			
2	Tchr			
	Asst			
3	Tchr			
	Asst			
4	Tchr			
	Asst			
5	Tchr			
	Asst			
Islamayat (If taught by special teacher)				
Literacy: (Non-Graded)				
Accelerated (Drop In)				
Other (Specify)	Tchr			
	Asst			
Other (Specify)	Tchr			
	Asst			
Other (Specify)	Tchr			
	Asst			

C. Enrollment (If students not present, ask school personnel what is usual number attending for "Present" column below).

Grade	Enrolled		Present		Comments
	Boys	Girls	Boys	Girls	
PreSch					
1					
2					
3					
4					
5					
6					
7					
8					
TOTAL					
Literacy Non-graded					
Literacy (Drop-In)					
Other (Specify)					

D. Facilities

1. Special Conditions:

a) 1. Who/What organization owns this school?_____
   2. Who/What organization built this school?_____

b) 1. Did the community contribute? Yes _____ No _____
   2. If yes, what did the community contribute?_____
   _____

c) 1. Is housing provided for the teacher(s)? Yes _____ No _____
   2. If yes, describe:_____
   _____

2. Specific Information

Kind	Number	Comments
a) Classroom		
b) Mosque		
c) Room in Home		
d) Office		
e) Other room ( )		
f) Veranda		
g) Pupil Chairs/Benches		
h) Pupil Desks		
i) Teacher Desks/Tables		
j) Blackboard		
k) Other furniture ( )		
l) Toilets /Latrines		
m) Drinking Water		
n) Windows		
o) Iron Trunks		
p) Steel Almirah		

q) Electricity? Yes _____ No_____

r) Playground (Describe Briefly)_____

s) Can building be locked? Yes _____ No _____

t) Are there other security arrangements? (If yes, describe)_____

ID_____/_____ Interviewer_____
Date_____

II. SCHOOL PERSONNEL

A. Identification

1. Location_____

2. Male _____ Female_____

3. Teacher_____ Headmaster/mistress_____ Imam_____
Other Specify_____

4. What is the highest grade you completed? 8 9 10 11 12 13 14

5. Do you hold a teaching certificate? Yes_____ No _____

6. How many years have you taught?_____

B. Improvements in Education

1. I will ask you about several things. Please tell me if you think they are: (0) Mark 0 if don't know or no answer (3) Fair
(1) Very poor (4) Good
(2) Poor (5) Very Good

Item	Rating	Improvements Needed
Primary Building	0 1 2 3 4 5	
School Furniture	0 1 2 3 4 5	
Primary Teachers	0 1 2 3 4 5	
Textbooks	0 1 2 3 4 5	
School Supplies	0 1 2 3 4 5	
Place to play/exercise	0 1 2 3 4 5	
Toilets/Latrines	0 1 2 3 4 5	
Drinking Water	0 1 2 3 4 5	

2. (Interviewer: Note here comments or exceptions respondents make to above item.)_____
_____
_____
_____

C. Pupil Participation in Education

1. Enrollment

a. About what percent of the children are enrolled in school?

Grade	Boys	Girls	Comment (Why?)
I			
II			
III			
IV			
V			

b. In your opinion, what could be done to increase enrollment?

---

2. Attendance

a. Please describe the attendance in different parts of the year.

---

b. What could be done to increase attendance?

---

3. Why do children here drop out of school?

Boys:

Girls:

---

4. A scheme is being proposed that would allow children 10 to 14 years old, who have not completed primary, to enroll in a special programme. These children would be in accelerated study so they could complete primary in 2 years.

a. In your opinion, about how many boys in this area would enroll in such a programme? Comment:

---

b. How many girls? Comment:

---

c. What is your opinion about such a scheme?_____
_____
_____
_____
_____

5. Two schemes are proposed for adult literacy programmes. One is a six months, two hours per evening course with a teacher. The other is to establish a community television centre and an adult literacy course would be given on the evening programmes.

a. What is your opinion of the two (2) hour evening programme with a teacher for this area?_____
_____
_____

b. What is your opinion about the television literacy programme for this area?_____
_____
_____

c. In your opinion, what else can be done about literacy for adults in this area?_____
_____
_____
_____

D. School Achievement

1. a. How would you describe the learning of the children in your class (classes)?_____
_____
_____

b. What could be done to improve the learning?_____
_____
_____

2. a. About what percent of the students are promoted each year?
Boys _____% Girls_____%

b. About what percent of those who are not promoted repeat a class?
Boys _____% Girls_____%

c. Are those who are not promoted encouraged to repeat the class?
Yes_____ No_____ Comment:_____
_____

3. a. (If this is a government school) About what percent of the Class 5 students take the primary examination?
Boys _____% Girls_____%

b. About what percent pass the exam?
Boys _____% Girls_____%

c. What is your opinion about that exam?_____
_____
_____
_____

E. Languages

1. How important do you think it is to teach the following languages (by level) 1 = Should NOT be taught
2 = Taught one period per day
3 = Most of the day should be in that language

Language	1-3	4-5	6-8	Comments
Local Language				
Urdu				
Arabic				
English				

2. a. Is there another language that should be taught? Yes____ No ____

b. (If yes) What?_____

c. What classes?_____
_____

F. Assistance to Teachers

1. a. Does someone help you learn new things about teaching?
Yes_____ No_____

b. (If yes) Who (position)?_____

c. How often does that person or persons help?_____
Times per year
(If more than one person, list)_____
_____
_____

d. How do they help?_____
_____
_____

2. a. Who (position) comes from outside the school to supervise?
_____ _____ _____

b. How many times per year?_____

c. What did the person do during last visit?_____
_____
_____

d. What should that person do?_____
_____
_____

e. Do the teachers here go to a centre school or other place for meetings? Yes_____ No_____

f. (If yes) Where?_____

g. What was discussed in the last meeting?_____
_____
_____

G. Teacher Organization

1. Are you a member of a teacher organization? Yes_____ No_____

2. (If yes) Name of organization_____
_____

3. What does the organization do?_____
_____
_____
_____

H. Is there anything else we should know about the school in this area?
_____
_____
_____
_____
_____
_____

ID_____ Interviewer_____
Date_____

III. PARENT/COMMUNITY LEADER

A. Location_____

B. Respondent

1. Do you have a child or children presently in school? Yes_____No_____If yes, please give the following information:

Level	No.	Location	Type
Primary (1-5)			
Middle (6-8)			
Secondary (9-10)			
Intermediate			
Teacher trng center			
University			
Literacy program			

2. M____F____

3. Under 30____, 30-50____, over 50____

4. If leader, specify type: religious,____, gov't____, business____, other___

C. Costs of Education

(If parent of a child now in primary or middle school)

1 a. How much do you pay for one child per year?

ITEM	
School fees	
Textbooks	
Supplies	
Uniforms/clothing	
Furniture	
Lab fees/Supplies	
Food at school	
Transporation	
Other	
Total	

b. Have these costs changed in the past 2 years? Yes____No____If yes, please give the following information:

Which costs, and how much?_____

_____

2,620

2. a. Do any of your children receive extra instruction or tutoring outside school hours? Yes_____No_____ If yes, please give the following information:

b. Who teaches/tutors? Regular teacher_____, Other (Specify)_____

c. What subject(s)?_____

---

d. How much do you pay (per year)?_____

(For parents and community leaders)

3. a. Other than costs paid directly by the parents, does the community (or some people) contribute to the support of the schools? Yes_____ No_____

b. If yes, what (how) do they contribute?

Item	Yes/No	Description (Labor, Materials, etc)
Built School totally		
Built classrooms/other		
Made other improvements		
Furnish room/Food for teacher		
Transport pupils/teacher		
Help at school		
Other (Specify)		

---

c. In your opinion, would the community help (more)? Yes_____ No_____
(If yes) how would they help?_____

---

d. Comments the respondent makes on any of above items. (What, why, why not?)_____

D. Other School Inputs

1. Does the community (or some members) have a voice in what happens at the school? Yes _____ No _____ (If yes:)

2. Who? Everyone_____, Specific person (specify)_____

---

3. How do they give opinions? _____

4. What control do you think you and other community people should have?

E. Information about Education

1. a. We are told that some boys do not enroll in primary school. Why?

   b. How about girls?

2. a. We are also told that even when boys are enrolled in primary school, they are often absent. Why?

   b. How about girls?

3. a. In your opinion, how many years should boys go to school?

   b. Why?

   c. How many years should girls go to school?

   d. Why?

4. a. If a boy wants to go to middle school, or higher, can he do so? Yes_____ No _____ Some yes, some no_____

b. What problems are there for him and his parents?_____
_____
_____
_____

c. How about girls? Yes_____ No _____ Some yes, some no _____

d. What are the problems?_____
_____
_____
_____

5. a. If an older boy didn't go to school, is there some place he can learn to read, write and do numbers? Yes ___ No ___ Don't know_____

b. (If yes) Programme and location_____
_____
_____

c. What is your opinion about that programme?_____
_____
_____
_____

d. Is there a place where older girls can learn to read, write, do numbers? Yes _____ No _____ Don't know _____

e. (If yes) Programme and location_____

f. What is your opinion about that programme?_____
_____
_____
_____

g. Is there a place where boys can learn a trade or prepare for a job? Yes __ __ No _____ Don't know_____

h. (If yes) Programme and location_____
_____
_____

i. What is your opinion about that programme?_____
_____
_____
_____
_____

j. Is there a place where girls can learn a trade or prepare for a job?
Yes _____ No _____ Don't know_____

k. (If yes) Programme and locati _____
_____
_____

l. What is your opinion about that programme?_____
_____
_____

F. Improvements in Education

1. I will ask you about several things. Please tell me if you think they are: (D) Mark D if don't know or no answer
(1) Very poor
(2) Poor
(3) Fair
(4) Good
(5) Very Good

Item	Rating	Improvements Needed
Primary Building	D 1 2 3 4 5	
School Furniture	D 1 2 3 4 5	
Primary Teachers	D 1 2 3 4 5	
Textbooks	D 1 2 3 4 5	
School Supplies	D 1 2 3 4 5	
Place to play/exercise	D 1 2 3 4 5	
Toilets/Latrines	D 1 2 3 4 5	
Drinking Water	D 1 2 3 4 5	

2. (Interviewer: Note here comments or exceptions respondents make to above item).
_____
_____
_____
_____

G. Languages

1. Language(s) spoken in this community (in order by number of people):
1. (Most)_____ 2. _____
3. _____ 4. _____

2. Do most people of other language groups also speak Urdu? _____
Comments, if any: _____
_____

3. In your opinion, what languages should be used -- and taught -- in grades:

Level	Language Used	Language(s) Taught
1-3		
4-5		
6-8		
Literacy Programme		
Skills Programme		

ID_____/_____ Interviewer_____
Date_____

(NOTE TO INTERVIEWER: ASK THE FOLLOWING QUESTIONS ONLY IF A PROGRAMME EXISTS.)

IV. NON-FORMAL EDUCATION/PARENTS/COMMUNITY

A. Location_____

B. Drop-In Programme

1. Ratings/Improvements

Item	Rating	Improvements Needed
Place where held		
Teachers		
Texts		
Materials		

2. Comments on Programme:_____

C. Literacy for Older Boys/Girls

1. Ratings/Improvements

Item	Rating	Improvements Needed
Place where held		
Teachers		
Texts		
Materials		

2. Comments on Programme:_____

D. Community Viewing Centre

1. Ratings/Improvements

Item	Rating	Improvements Needed
Place where held		
Teachers		
Texts		
Materials		

2. Comments on Programme:_____

ID_____/_____ Interviewer_____
Date_____

V. LEARNING COORDINATORS

Province_____ Division_____
District_____ Tehsil _____
Markaz_____ Union Council_____

1. How long have you been a learning coordinator?_____

2. What are your duties?_____
_____
_____
_____
_____

3. How does your role differ or duplicate that of the supervisor?_____
_____
_____
_____
_____

4. a. How many schools are you supposed to visit?_____

b. With how many teachers do you work?_____

c. Tell me about the good things that happen in your work:_____
_____
_____
_____
_____

d. What problems do you encounter?_____
_____
_____
_____
_____

5. How do you assist the teacher?_____
_____
_____
_____
_____

3 bis

6. a. Do you have transportation for visiting schools? Yes_____ No _____

   b. Do you receive money or reimbursement for other travel expenses? Yes_____ No_____

7. a. How many times per year do you work with each teacher?_____

   b. About how many minutes each time?_____

8. What are your relationships with other supervisory officials?_____

9. How would you describe your own performance?_____

11. What do you need to improve your work as a coordinator? _____

ID_____/_____ Interviewer_____
Date_____

VI. YOUTH

A. Identification

1. Location_____
2. Male_____ Female_____
3. Approximate Age: 7-10_____ 11-14_____ 15-20_____

B. 1. Are you currently enrolled in a school or other educational programme? Yes_____ No_____
2. School/Programme Name_____
3. What class/grade are you in?_____

C. (If currently enrolled:)

1. What do you like about the school?_____
_____
_____

2. What do you NOT like about the school?_____
_____
_____

3. (If not in primary:) What changes are needed in the school where you attended primary?_____
_____
_____
_____

D. (If not now enrolled:)

1. What class did you complete in school?_____

2. Why did you leave school?_____
_____
_____

3. What did you learn in school that is useful?_____
_____
_____

4. Would you like to study again? Yes_____ No_____

5. (If yes:) What would you like to study?_____
_____
_____

E. Skills Programme for Boys

1. Ratings/Improvements

Item	Rating	Improvements Needed
Place where held		
Teachers		
Texts		
Materials		

2. Comments on Programme: _____

F. Skills Programme for Girls

1. Ratings/Improvements

Item	Rating	Improvements Needed
Place where held		
Teachers		
Texts		
Materials		

2. Comments on Programme: _____

ID_____/_____ Interviewer_____
Date_____

VII. SITE DESCRIPTION

A. 1. School_____

2. Location_____

B. Description of the Area

1. General Area (Village/City Area)_____

2. Economic Endeavors_____

C. Description of School Buildings/Surroundings_____

D. People (Language, Ethnic Group, Other)_____

APPENDIX B: Sample Districts

LIST OF SAMPLE DISTRICTS

PUNJAB

Bahawalpur
D. G. Khan
Gujranwala
Lahore
Layyah
Multan
Muzaffaigarh
Kahunyar Khan
Rawalpindi
Sahiwal

BALUCHISTAN

Kalat
Khuzdar
Panjgur
Pishin
Quetta
Sibi

NWFP

Bannu
D. I. Khan
Dir
Kohistan
Peshawar

SIND

Dadu
Hyderabad
Karachi East
Karachi West
Karachi North
Mirpurkhas
Nawabshah
Sukkur

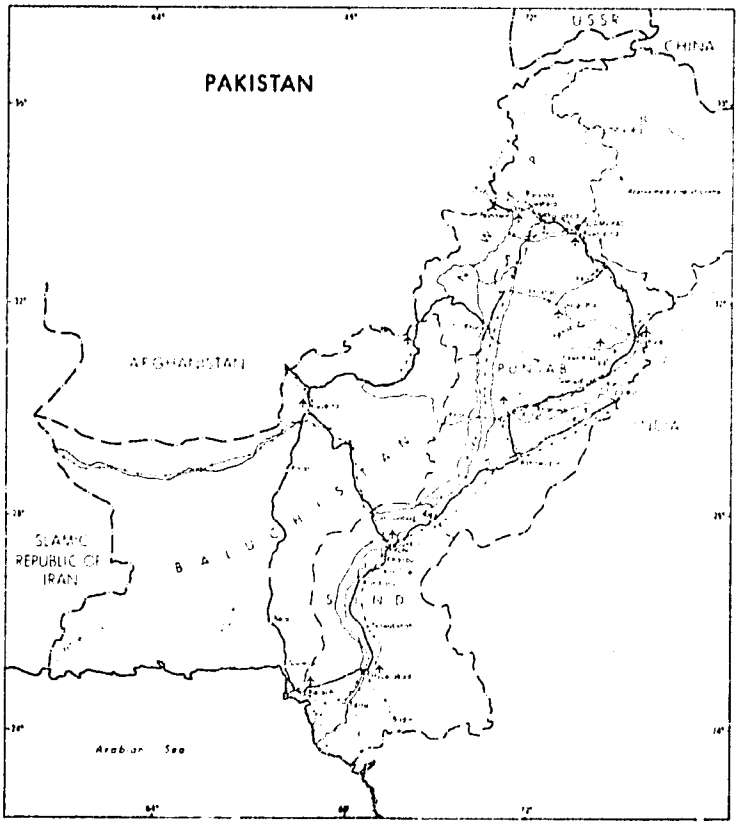
TRIBAL AREAS

Khyber Agency
South Waziristan

ISLAMABAD FEDERAL AREA

UNHCR AFGHANI REFUGEE SCHOOLS

PRIMARY EDUCATION IN PAKISTAN



PART IV

ANNEXES TO THE ANALYSIS

PART IV.

ANNEXES TO THE ANALYSIS

Prepared for:

USAID/Pakistan and
the Government of Pakistan

by:

DEVELOPMENT ASSOCIATES, Inc.
2924 Columbia Pike
Arlington, VA 22204
(703) 979-0100

July 1986

1196D

TABLE OF CONTENTS

ANNEX A

ACRONYMS

USED IN THIS REPORT

AA	Administrative Approval
ACR	Annual Confidential Report
AD	Assistant Director
ADEO	Assistant District Education Officer
Adm.W	Administration Wing
ADP	Annual Development Plan
AEA	Assistant Education Advisor
AEO	Assistant Education Officer
AEPAM	Academy of Educational Planning and Management
AES	Additional Education Secretary
AIOU	Allama Iqbal Open University
AO	Administrative Officer
APWA	All Pakistan Women's Association
ASDEO	Assistant Sub-Divisional Educational Officer
AWI	Assistant Workshop Instructor
B&A	Budget and Accounts
BISE	Board of Intermediate and Secondary Education
BPS	Basic Pay Scale
CAA	Civil Aviation Authority
CDWP	Central Development Working Party
CMLA	Chief Martial Law Administrator
CPO	Chief Planning Officer
C&P	Complaints and Petitions
CSP	Civil Service of Pakistan
CSR	Civil Service Regulations
CT	Certificate of Teaching
CW	Curriculum Wing
C&WD	Communication and Works Department
D/A	Director of Accounts
DDC	Divisional Development Committee
DDE	Divisional Director of Education
DDEO	Deputy District Education Officer
DDPI	Deputy Director of Public Instruction
DDWP	Departmental Development Working Party
DEA	Deputy Education Advisor
DEO	District Education Officer
DLO	District Literacy Organizer (LAMEC)
DM	Drawing Master
DPI	Director of Public Instruction
DPM	District Project Manager
DS	Deputy Secretary
DTE	Director of Technical Education
DyD	Deputy Director
ECNEC	Economic Committee of the National Economic Council
EO	Education Officer

EOWO	Employment Opportunity for Women through Organization
EPPIERD	Experimental Pilot Project Integrating Education and Rural Development
ESTC	Elementary School Teaching Certificate
FATA	Federally Administrated Tribal Areas
FEPRA	Functional Education Project for Rural Areas
FGEI	Federal Government Educational Institutions
FIW	Federal Institutions Wing
F/MOE	Federal Ministry of Education
FWCS	Family Welfare Cooperative Society
GCET	Government College for Elementary Teachers
GCHS	Government Comprehensive High Schools
GCMS	Government Central Model School
GDP	Gross Domestic Product
GNP	Gross National Project
GOP	Government of Pakistan
HEW	Higher Education Wing
ICW	International Cooperation Wing
IEP	Integrated Education Program
ILO	International Labor Organization
JDPE	Junior Division Physical Education
JEA	Joint Education Advisor
JS	Joint Secretary
LAMEC	Literacy and Mass Education Commission
LC	Learning Coordinator
LGRD	Local Government and Rural Development Department
MIS	Management Information System
MLA	Martial Law Administrator
MOE	Ministry of Education
MOF	Ministry of Finance
MUST	Management Unit for Study and Training
NC	Nationalized Colleges
NGS	Non-Gazetted Schools
NICE	National Institute for Communication through Education
NS	Nationalized Schools
NWFP	North West Frontier Province
OSD	Officer on Special Duty
PC-1	Planning Commission Form 1
PCS	Provincial Civil Service
P&D	Planning and Development
P&DW	Planning and Development Wing
PDWP	Provincial Development Working Party
PEC	Primary Education Council
PEDEP	Primary Education Development and Expansion Project
PEP	Primary Education Project
PET	Physical Education Teacher
PI	Policies and Implementation
PIA	Pakistan International Airline
PLA	Personal Ledger Account
PNEW	Primary and Non-Formal Education Wing
PO	Planning Officer
PTC	Primary Teachers Course/Certificate
PTOC	Primary Teachers Orientation Course/Certificate
R&B	Rent and Budget

RDE	Registrar, Departmental Examinations
READ	Rural Education And Development
RO	Research Officer
SDEO	Sub-Divisional Education Officer
SDP	Special Development Program
SDPE	Senior Division Physical Education
SE	School Education
SET	Senior English Teacher
S&I	Services and Inquiry
SNE	Schedule of New Expenditures
SO	Section Officer
SO(G)	Section Officer (General)
SRO	Senior Research Officer
SST	Secondary School Teachers
S&TW	Science and Technology Wing
SVO	Signature Verifying Officer
SV/OL/AT	Senior Vernacular/Oriental Language/Arabic Teacher
SWA	South Waziristan Tribal Authority
S&WW	Sports and Welfare Wing
TA	Travel Allowance
TTI	Teacher Training Institutes/Institutions
UGC	University Grants Commission
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific, and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations International Children's Emergency Fund
USIA	United States Information Agency
USAID/P	United States Agency for International Development Pakistan
WB	World Bank
WI	Workshop Instructors

ANNEX B

SCOPE OF WORK

ASSESSMENT OF PRIMARY EDUCATION

PAKISTAN--1986

Contract 391-0470-C-00-5077-00

The contractor shall produce an assessment of Pakistan's primary education sub-sector by providing a team of consultants specialized in the fields of primary education administration, planning, management and financial analysis. The assessment will address questions relating to the commitments and priorities of the GOP in the primary education sub-sector which may serve as a policy tool for the GOP or for potential investments in the sector by A.I.D. or other donors.

III. SCOPE OF WORK

The scope of this contract includes five major headings listed in this section. Each heading contains a list of tasks followed by a series of questions which shall guide the contractor in performing the tasks and direct the contractor's assessment of the education sector and the resulting analyses.

A. EDUCATIONAL POLICY AND PLANNING

1. The Contractor shall develop an analysis of the process by which national educational priorities have been established:

   a. Who are the key persons in determining educational policy? What are their levels of demonstrated commitment to education? To primary education? Are there discernible trends in demonstrated commitment?

   b. Which ministries, departments and other official bodies significantly influence educational priorities?

   c. In what stages in the policy making and planning processes are the commitments and values of influential persons and offices of particular significance?

   d. What specific measures, including reforms might increase the level of GOP commitment and raise the priority of primary education?

   e. Within the context of (a) through (d) above are the goals and targets of the Sixth 5 year plan and the 3 year rolling plan likely to be supported? Which educational projects are most likely to be supported?

2. Assessment of the technical quality of planning choices and decisions

a. What is the significance of technical information (information generated by specialists) in making educational decisions? What additional technical information is needed?

b. What special technical analyses, research, evaluations or assessments are used in setting targets and specifying actions? What is the quality of such technical work e.g. the accuracy of past forecasts? What is the quality of the data and information utilized?

c. What modifications or additions in the Action Plan for Educational Development 1983-88 (for implementation the Sixth plan) would have been possible with additional information and technical skills?

d. Would better technical analyses in the Fifth and Sixth Plans have resulted in different, more achievable, goals and targets?

Based on these analyses and assessments a summary judgement shall be made on the basis of:

-- The feasibility of making significant educational progress within the existing policy and planning environment;

-- The changes or adjustments in the structure of policy making and planning necessary to achieve such progress;

-- The necessary changes in the systems and procedures for generating data and information needed for planning decisions;

-- The potential of staff training and modern equipment procurement programs for the improvement of the technical quality of policy making and planning.

-- The legal and regulatory considerations attendant upon improvements in the Pakistan Primary Education System.

B. THE FINANCING OF PRIMARY EDUCATION:

1. The Contractor shall trace the financial flows through the primary education system

Information available in federal and provincial offices pertaining to financial flows may need to be supplemented,

but (a) what are the sources of income for primary education? (b) Which bodies allocate funds? (c) Which institutions are the recipients of these funds? (d) Who are the direct users of the funds? (e) How does the Federal Government influence Provincial education policy and education allocations/expenditures?

2. The Contractor shall develop an assessment of fiscal performance during the Fifth and Sixth Five Year Plans

   a. Are the goals and objective targets of the Sixth Plan congruent with the Annual Development Plans (ADPs) developed during 1983-84, 1984-85?

   b. Are the targets as revised in the "Three Year Rolling Plan" (in preparation) congruent with the ADPs for the corresponding years?

   c. If discrepancies are found between the plans and the ADPs determine the reason as perceived by:
      1) Federal Ministry of Education
      2) Federal Ministry of Finance
      3) Federal Ministry of Planning
      4) Provincial Secretaries of Education, Planning and Finance

3. The Contractor shall develope an analysis of the process by which primary education development projects as identified in the plan and ADPs, are designed, reviewed, approved and authorized for execution

   a. What are the stages, and the time required for each, in project development?

   b. What are the functions of the Provincial Departments of Education, Planning, and Finance and those of the relevant ministries and agencies at the federal level?

4. The Contractor shall develop an analysis of the Recurring costs budgets for primary education for the four provinces

   a. What are the recurring costs over which the provinces have no power to reduce?

   b. Given (a) above what are the amounts of provincial funds remaining available for meeting the recurring costs to be incurred by new ADP capital financed projects?

   c. What is the constraint of limited funds available for recurring costs on the ability of provinces to "accept" new ADP project development financing?

5. The Contractor shall develop an assessment of the Potential for broadening the revenue bases of the 4 provinces

   a. To what extent are private primary schools contributing to meeting the need for additional facilities? How does the contribution of private schools vary by; province; rural and urban areas; and male and female education?

   b. Can local governments share more of the costs of local public primary schools? Consider the resources development potentials including in-kind resources in this regard at the village as well as the union council, tehsil & district levels. In this connection ascertain the viewpoints of a representative sample of district, union council, & village officials & leaders regarding community willingness and ability to increase local cost sharing in support of primary education.

6. The Contractor shall develop an assessment of the utilization of foreign aid funds for the support of Primary Education

   a. How does the GOP utilize foreign aid for primary education? what are the rules and the exceptions? To what extent is it used to reduce federal government and resource allocations to the provinces e.g. to what extent is foreign aid additional to the national effort, or a substitute for it? Trace the use and handling of foreign aid funds through the system to their end use.

   b. What is the feasibility of utilizing foreign aid for primary education on a total "additionality" basis, in direct support of the "developmental" costs of projects in primary education managed at the provincial level? What is the willingness of Pakistan authorities to consider the 1st five years' of "recurring" costs of a development (ADP) project as developmental?

7. The Contractor shall summarize the above assessments in terms of the following:

   a. The fiscal constraints on achieving existing national primary education goals, and the means being suggested by which such constraints may be removed;

   b. the inadequacies of the present PC-1 design, review and approval process;

   c. the constraints on increased Provincial Resources Base for educational development;

d. the constraints on increased local government and community support of primary education with special reference to the needs of rural areas and to the education of girls and women;

e. the possibilities of allocating federal, including foreign aid, resources, among the Provinces on a more equitable basis than at present with a view to ensuring greater federal support for the poorer provinces.

C. Organization, Management and Administration of Primary Education

1. The Contractor shall develop an analysis of the organization and functions of the various administrative units at the provincial levels

a. What are the organization & functions of the various units at Provincial Education Department Headquarters in each of the 4 Provinces?

b. What are the Processes for implementing approved PCI's in the Department of the Punjab & in the NWFP. Where does the process start, go, and end?

c. What are the organization and functions of Divisional Education Offices? If necessary, original data should be obtained from Division Education offices in (1) Sind or Punjab and (2) NWFP or Baluchistan.

d. What are the organization & functions of the District Educationall Offices? If necessary, original data through interviews should be obtained from a sample of districts in the two provinces not chosen under paragraph (c) above?

e. What is the administrative role of the Sub Division Education Officer (SDEO)? In a typical work day, week and month how does the SDEO spend his time? If necessary, original data should be gathered by questionnaire and interviews from a sample of SDEOs.

f. In which districts are there assistant education officers employed by the Province working at the Union Council level as assistants to SDEO's? Evaluate their effectiveness as administrative (not substantive) supervisors. If necessary, compare the performance of the Provincial Department of Education in these Union Councils with that in Union Councils not having an assistant Education Officer.

g. Are teachers' salaries adequate? What is the cultural status of teachers? What attracts people to the education sector? Assuming that there is low pay and low cultural status what can be done to correct the situation?

h. What systems are in place to check the ability of teachers? To upgrade teachers? Are these facilities and criteria adequate?

i. What is the efficacy of the existing primary testing system? What system is in place to test whether primary education (teaching/learning) is functioning? What system(s) are needed?

j. What are the sociological (cultural) factors at work in the education sector? Is there a real demand for education? Is there an appreciation of what education means to children? To the nation? In what important interest groups or segments of the population is this appreciation present and in which groups is it missing?

k. How successful have been the self-help schemes which depend on local communities for construction of school building (e.g. PEDEP and Punjab Province Projects in FY 1984-1985)?

2. <u>The Contractor shall develop an analysis of the efforts to develop Management Information Systems for the Improvement of Administration</u>.

How successful has the new Management Information System been, that is, now being implemented in Sind Province? A comparison should be undertaken with the E.M.I.S. experiment, with UNDP assistance, in NWFP.

3. <u>The Contractor shall develop an analysis of procurement systems and practices in the province as related to primary education</u>.

a. How does the materials procurement system function with regard to the purchase of materials? Materials storage & warehousing? Materials distribution? And end use controls? Such material as text books, teaching aids, equipment etc, as distinguished from ordinary supplies, should be dealt with separately.

b. How does the materials procurement system function with regard to purchase contracting procedures, contract supervision, cost controls and time required to complete each step? What is the elapsed time from project approval to acceptance of constructed works by provincial authorities?

4. The Contractor shall develop an analysis of the adequacy of the Staff Transport Facilities of the Four Provincial Education Departments

5. The Contractor shall evaluate the proposition, advanced by some, that public education in Pakistan & Primary Education in particular has so many internal administrative constraints that priority should be given to over coming these constraints before major new capital inputs are scheduled.

   a. How much of a constraint is the slow use by the provinces of existing funds? e.g. In the Punjab, for example, it is said that actual expenditures per year under approved PC-1's average about 50% of allocations and that it normally takes 2 years to complete a one year project? Verify and compare with comparable data from the other provinces.

   b. To what extent are funds "lost" because of poor administrative practice? It was estimated in one province that efficiencies could result in a 33-1/3% increase in available program funds without the appropriation of one additional rupee. In FY 1984-85 this could have amounted to over twenty million rupees, additional to the Rs. 61,777 million budgeted for the year.

6. The Contractor shall summarize the above analyses and evaluation and present conclusions on the following basis:

   Summarize the administrative constraints to primary education goals achievement. In this connection, assess the difficulties involved to remove constraints and in that light, the chances for success of the effort.

D. PRIMARY EDUCATION: CURRICULA AND INSTRUCTION

1. The Contractor shall summarize the Education Sector Assessments of 1970 and 1974, and A.I.D's earlier Project Papers as these relate to primary education

   a. What common problems, issues and perceived opportunities can be identified in these documents?

   b. What trends in interpretations or recommendations are discernible?

   c. What appear to be the major controversies?

   d. What light do they shed on the central questions of commitment and feasibility of policy and financial reforms?

2. <u>The Contractor shall develop an assessment of the viability of the PEDEP as a major contributor to the further development of primary education</u>

   a. Do current federal and provincial educational policies support the PEDEP?

   b. Is the direction represented by PEDEP congruent with federal and provincial educational plans? What priority is it given at the federal level? Provincial level?

   c. What is the potential of the provinces to meet future recurrent costs?

   d. Have the cost effective studies already completed been adequate? Should new cost effective studies be carried out? What are the prospects for PEDEP being cost effective?

   e. Are the organization and management of the project efficient? What problems have arisen in the separate implementation structure (Federal Implementation Units and Provincial Project Implementation Units)?

   f. Is there evidence that reliance on school inputs selected under PEP contribute to the stated objectives? Or, are the external constraints of family and community too great to overcome?

   g. What is the viability of the use of "learning coordinators" as a supervisory practice? How successful have the learning coordinators been in improving instruction in boys schools? In girls schools? What factors explain differential levels of success among the learning coordinators? Can learning coordinators be integrated into the structure and function of supervision in the provinces? How do the District Education Officers (DEOs) and Sub-District Education Officers (SDEOs) perceive the role of the learning coordinators? What supporting institutions or frameworks are required to strengthen the position and increase efficiencies of the learning coordinators? Has the use of selected middle school principals to supervise groups of learning coordinators proved successful? Have the use of "master trainers" and other arrangements for providing in-service training for the learning coordinator proved successful? How successful has been the attempt in NWFP and Baluchistan to use local government officials in the supervision of primary education at the Union, Tehsil and District levels? What has been the attitude of teachers, SDEOs, DEOs regarding such involvement?

h. Should consideration be given to such innovations as: inclusion of mosque and mohallah schools, adjustments in daily schedule and yearly calendar in rural areas; additional use of assistant teachers; assignment of female teachers to co-educational schools?

i. To what extent does successful intervention in primary education require upgrading of quality of teacher training institutions? How successful has been the involvement of the teacher training institutions in the in-service programs for teachers and learning coordinators? Would the effectiveness of PEP and PEDEP be significantly improved if the quality of the teacher training institutions were upgraded?

j. What potential innovations in the PEDEP could increase the number of female teachers and female learning coordinators e.g. scholarships or other incentives for rural girls to become teachers?

k. Other.

3. The Contractor shall develop an assessment of the contribution of mosque schools to the development of primary edcuation.

a. How successful has been the policy of utilizing mosque schools? What is perceived to account for variations in its success among the provinces? What long term impact will mosque schools have on curriculum, pupil achievement, and pupil values? On female access and attendance?

b. Which federal and provincial educational goals are supported by this policy? which goals if any, are in conflict with the reliance on mosque schools?

c. How cost effective is mosque school education?

d. Do mosque schools pose any special administrative or management problems?

e. If warranted, what resources would extend the impact of mosque school education?

4. The Contractor shall develop an assessment of the demand for female education.

The assessment should include such questions as:

a. Which socio-economic and cultural variables significantly influence female demand?

b. Which geographic and economic variables significantly influence female demand?

c. How significant are the following for the enrollment and retention of girls in primary schools?
   1) Physical facilities
   2) Women teachers
   3) The nature of discipline
   4) The curriculum
   5) Teaching methods.

If major original research is warranted, consideration may be given to conducting a multi-stage survey within each province in the future.

E. NON-FORMAL EDUCATION, AND LITERACY AND SKILLS TRAINING FOR CHILDREN AND YOUTH

1. The Contractor shall develop an assessment of the GOP policies and plans in Non-Formal and Literacy Education

a. What accounts for the lack of provision of authorized funds for LAMEC?

b. Is there a basis for the belief held by some literacy educators that federal funds will readily follow specific instances of demonstrated program success?

c. What has been the commitment of ministries, other than education, in fostering literacy and skills training within the context of projects and organizations under their control?

d. What is the technical quality of the National Literacy Program as a guide for significant action?

e. Are the organization and administration of the National Literacy program, which extend from the federal level through the provincial and district levels to local literacy centers, operational and efficient?

f. If and when commitment and policies are judged to be adequate, what would be the resources required to make the national system effective?

2. The Contractor shall develop an assessment of alternative programs of non-formal and literacy skill training.

   a. Under what conditions and for which age group is it appropriate to combine literacy and skills training? Under what conditions should they be separated?

   b. Is the heavy reliance on voluntary organizations an efficient and effective supplement to those efforts organized and supported by the various levels of government? Can non-government agencies carry more of the burden than they do at present?

   c. What is the comparative quality of literacy and skill training programs, organized by: (1) various levels of government (2) various private groups and (3) combination of public and private groups? In the non governmental sector special attention should be given to the programs of the Adult Basic Education Society, and to those programs linked with rural development efforts.

   d. What is the relative cost effectiveness of the programs identified in (c) above?

   e. Which of the programs identified in (c) have been particularly successful for (i) rural girls (ii) rural boys (iii) urban girls (iv) urban boys?

   f. Which of the programs identified in (c) offer the most promise for large scale replicability?

   g. Are there non formal, literacy and skill training techniques found to be successful in other developing countries which would be worthy of consideration as supplemental to the programs identified above? Examples of projects to be considered could include: (1) radio centered techniques e.g. Basic Village Education project in Guatemala; (2) television centered techniques (3) agricultural skills cum literacy approaches (4) entrepreneurial training and literacy e.g. Gujrat Farmers Training Project in India.

3. Based upon the findings of E1 and 2 above, the contractor shall develop a further assessment considering the following:

   -- the adequacy of the GOP policies and plans for alternative programs of non-formal and literacy education;

   -- the potential and resources necessary for improvement, if needed, of the federal and provincial policies and plans in these alternative areas;

-- the potential of specific alternative non formal, literacy and skills training programs for the various target groups i.e. rural girls, rural boys, urban girls, urban boys

-- the organizational, planning and implementation structures necessary to support such programs

-- the potential technical, administrative and financial pitfalls for each approach considered.

-- the cost-benefit of funds invested in Non-formal Education versus Formal Primary Education.

15. REPORTS

All reports shall be prepared in English and in such form and number and distributed to such persons and offices as USAID may require. As a minimum, the final report will document a complete analysis and assessment of the five areas of inquiry mentioned in the Statement of Work, namely:

A. Educational Policy and Planning
B. Financing Primary Education
C. Organization, Management, and Administration of Primary Education
D. Primary Education, Curricula, and Instruction
E. Non-formal Education and Literacy Skills Training

The consultants will brief the Mission on progress and problems at approximately the eighth[1/] and fifteenth[2/] weeks of the assessment. Also a draft final report will be presented to the Mission at least five work days prior to the team's departure from Pakistan.[3/] This will allow for Mission comments, as appropriate. The final report will be due three weeks after contract team completes the in-country period of analysis/assessment.

The report shall contain an Executive Summary which capsulizes the findings of the assessment as a whole and the conclusions and recommendations contained in each of the five sections.

1/ April 20-26
2/ June 8-14
3/ June 15

ANNEX C

PERSONS INTERVIEWED

BY THE PRIMARY EDUCATION ASSESSMENT TEAM

PERSONS INTERVIEWED

FEDERAL DISTRICT

ISLAMABAD

ORGANIZATION/TITLE	PERSON	PHONE
EDUCATION MINISTRY		
Secretary	Saeed Ahmad Quereshi	820230
Planning Wing		
Deputy Education Advisor (DEA)	Munir Ahmad	820652
Joint Education Advisor (JEA)	Dr. Khalid H. Bokhari	821717
Deputy Education Advisor (DEA) Foreign Aid Section	Dr. G.A.K. Niazi	821358
Special Assistant Foreign Aid Section	Sayed Ghulam	821358
Special Education	Col. Aman Khan	853608
Primary and Non-Formal Education Wing		
Chief	Prof. Laeeq Ahmed Khan	822686
Director, Federal Implementation Unit, PEP	M. H. Quereshi	824517
Joint Education Advisor	Dr. Abdul Aziz Khan	824517
Assistant Education Advisor, READ	Dr. S.I.H. Tirmazi	810146
Senior Research Officer, READ	S.K. Jadoon	810146
World Bank Consultant	Dr. R.L. Davis	825671
Curriculum Wing		
Joint Educational Advisor	Abdullah Khadim Husain	853680
Federal Institution Wing		
Joint Educational Advisor	M. H. Abbasi	826352
Government Educational Institutions		
Director (Cantonment Schools)	Brig. Saeed Ahmed Kokhar	63668
Special Education	Col. Akran Khan	853608
Directorate, Education, Federal Government Schools		
Director General	Bashir Ahmad Malik	826767

Islamabad
Page 2

ORGANIZATION/TITLE	PERSON	PHONE
Academy of Education Planning and Management		
Director-General	A. E. Mufti	853259
Director (Research)	Dr. Abdul Ghafoor	853259
Director (MIS)	Dr. Habib Khan	853039
Director (Primary & Training	Dr. Sarfraz Khawaja	853039
Allama Iqbal Open University		
Vice-Chancellor	Dr. G. A. Allana	854897
Chair, Dept. of Women Education	Dr. Perveen Khan	850224
British Project Team	Alec Fleming	855697
Director, Basic Functional	Mrs. Razia Abbas	856042
	Education Programme	
Program Coordinator, Basic	Ikram Butt	856042
	Functional Education Programme	
Materials Coordinator, Basic Functional Education Programme	Miss Nighat Bashir	856042
Literacy and Mass Education Commission (LAMEC)		
Chairman	Sultan Daood	811260
Secretary	Muzaffar Ali Qureshi	811260
Director of Implementation	Dr. Zafar Alam	822753
		828707
District Project Manager, Rawalpindi	Arshad Saeed Khan	844993
National Education Council		
Executive Director	Dr. Mukhtiar Ahmad Bhatti	
Senior Staff	Prof. Mian Mohammad Afzal	
Senior Staff	Mahmood-Ul-Hassan Nadeem	
Senior Staff	Bilal Mohammad Hashmi	
Senior Staff	Mrs. Humala Khalid	
Senior Staff	Miss Shehnaz Shireen	
PLANNING AND DEVELOPMENT MINISTRY		
Minister	Mabub ul Haq	823368
Dy. Chairman Planning Commission	V. A. Jafarey	
Chief, Education Section	Mussarrat Ali Khan	824643

Islamabad
Page 3

ORGANIZATION/TITLE	PERSON	PHONE
MINISTRY OF FINANCE		
Joint Secretary for Development	Bashir Ahmad	821255
MINISTRY OF FEDERAL TERRITORIES		
Deputy Secretary	Khumar Khan Masud	826580
Director-General, Federal	Brig. (Retd) B.A. Malik	826767
	Directorate of Education	
Director	G.M. Shah	826688
OTHER		
United Nations Agencies		
UN Development Programme (UNDP)		
Resident Representitive	Bernardo Vunibobo	822070
UN High Commissioner for Refugees (UNHCR)		
Project Officer, Refugee	Peter Shoof	826540
	Education & Training	
International Labor Organization (ILO)		
Senior Programme Officer	Mrs. Samina R. Hasan	854994
Population Programme Coordinator	Rafi-uz-Zaman	853919
UNICEF		
Senior Programming/Planning Officer	Daniel O'Dell	821643
UN Fund for Population Activities (UNFPA)		
Research Assistant	Ms. Zahreen Bajwa	811219
World Bank		
Resident Projects Advisor	Bashir Parvez	824715
Librarian	Syed Ghulam M. Gilani	821389

PERSONS INTERVIEWED

PUNJAB PROVINCE

ORGANIZATION/TITLE	PERSON	PHONE
EDUCATION DEPARTMENT		
Rawalpindi Municipal Corporation		
Mayor	Sheik Ghulam Hassan	72552
Chief Corporation Officer	Syed Zaheer Hassan	72529
Comprehensive Training Academy (CTA)		
Director	Ali Khan	821376
Federal Women's Division		
Director of Research	Dr. Sabeeha Hafeez	821894
APWA Secretary	Mrs. Bushra	856067
Additional Secretary	Rahmad Ali Khan	
Additional Secretary, Planning	Karamat Ali Khan	63198
Deputy Secretary for Educational Planning	Nisar Ahmad Quereshi	65870 219229
Deputy Director, Technical Education and Foreign Aid	Anwar ul Haque	219448 57581
Bureau of Education		
Chief	Gulzar Bhatti	
Assistant	Muhammad Zia ul Huq Farooz	
Assistant	Muhammad Asaf	
Directorate of Technical Education		
Joint Director	Shafgat Hussain Quershi	213552
Deputy Director	Kazi Mohammad Arif	213552
Director of Public Instruction (DPI)-Schools		
Director	Mian Muhammed Sharif	
Deputy District Education Officer	Mrs. M. Kazmi	311479
Additional Education Secretary - Establishments	Nasir Ahmad Chaudhai	69476
Deputy Secretary, Academic Education Department	Mian Muhammad Tufail	57582
Officer on Special Duty	Muhammad Ali Pir	65870, 219279

Punjab
Page 2

ORGANIZATION/TITLE	PERSON	PHONE
Lahore Division		
Director, Division of Education	Qamar-ud-nisa Shirazi	58515
Deputy Director (Administration)	Ch. Bashir Ahmad	56921
Lahore District		
Dist. Education Officer (Male)	Moha. Nazir Bhutta	
Dist. Education Officer (Male)	M. Nazir Bhutta	68555
Dist. Education Officer (Male)	M. Safdal Rana	
Dist. Education Officer (Female)	Mrs. Fehmida Nabeem	
Deputy Dist. Ed. Officer (Female)	Miss Ansar Munir	311479
Deputy Dist. Ed. Officer (Female)	Mrs. Asif	311479
Deputy Education Officer (Female)	Mrs. Shabir	311479
(DPI - Schools, Continued)		
Assistant Education Officer	Mrs. Aisha	311479
Assistant Education Officer	Mrs. Tahira Khan	
Asisstant Education Officer	Miss Nahid	
Assistant Education Officer	Mrs. Shakila	
Assistant Education Officer	Mrs. Saleerna Bhatt	
Sheikhupura District (Lahore)		
District Education Officer (Male)	Ch. Bashir Akhtar Sahi	
District Education Officer (Female)	Zakia Khalid Butt	
Deputy DEO - Hankana	Mrs. Tahida Munir	
Deputy DEO - Sheikhupura Tehsil	Mrs. T. Masaud	
Supervisor - Sheik. District	Miss Safia Bhatti	
Supervisor - Manawala	Rana Irshad	
Gujranwala Division		
Director	Sheikh Muhammad Mukhtar	83565
Assistant Director, Planning	Amir Ahmad Shah	80187
District Education Officer	Bashir Ahmad Vasir	82785
Assisstant Education Officer	Syed Mohd. Yousaf	
Rawalpindi Division		
Deputy Director	K. H. Zaidi	70375
Deputy Directress	Mrs. I. Karamat	70246
Assistant Director (Academic)	G. R. Malik	70375
Assistant Director (Planning)	Manzoor H. Bhatti	70246
Headmistress, Model School, Satellite	Miss Khadija Majid	841248
District Education Officer (Female)	Mrs. R. Zafar	843077
Divisional Girl Guide Organizer	Miss Qazi	

Punjab
Page 3

ORGANIZATION/TITLE	PERSON	PHONE
Education Extension Center		
Director	Mian Umar-ud-Din	851332
Deputy Director	Mrs. Z. A. Ali	
Curriculum Research and Development Center		
Director	Prof. Khalid Masood Qureshi	
Deputy Director	Noor Khan Shaheen Malik	
Deputy Director	Ali Shabber Najmi	
Deputy Director (Science)	Prof. Khadim Ali Hashmi	
Deputy Director (Biology)	Miss Gul-i-Yasmeen Qamar	
Subject Specialist	Muhammad Mustaba Hussain	
Research Associate	Mrs. Rashda Talmiz	
Research Associate	Mrs. Farhat Salim	
Research Associate	Mrs. Birjees Mirza	
Research Associate	Mrs. Naeema Iftikhar	
Primary Education Project (PEP) Implementation Unit		
Director	Syed Sajjad Hussain Naqui	
Deputy Director	S. Muhammad Nawab	
Research Officer	Khawja Gehboob Asghar	
Research Officer	Muhammad Zaki Rizvi	
Research Officer	Chandry Mohammad Sharif	
Research Officer	Mrs. Razia Ghafoor	
Punjab University		
Institute of Education and Research (IER)		
Director and Pro-Vice-Chancellor, Punjab University	Dr. Muneeruddin Chughtai	
Assoc. Professor, Head,	Dr. M. Iqbal Zafar Secondary Education Department	
Asst. Professor, Head,	Dr. Muneueor Minzal Primary Education Department	
Asst. Professor, Elementary	Dr. Mushtaq-ur-Rehman Education Department	
Asst. Professor, Primary Ed.	Dr. Ibrahim Khalid	854468
Librarian & Lecturer	Mian Nazir Ahmad	854468
Asst. Professor, in charge of	Muhammad Zafar Iqbal Science Education Centre	
Professor	Nasim Shaukat	
Assoc. Professor, (Retd)	Zubeda Z. Omer Primary Education	
Research Associate	Anwar Hussain	

Punjab
Page 4

ORGANIZATION/TITLE	PERSON	PHONE
Social Science Research Center		
Director	Mazhar Hussain	850826
Assistant Professor	Miss Ahmad	
Assistant Professor	Karamat Ali Khan	
Allama Iqbal Open University		
Regional Director	Ghulam Rasul Chaudhry	871928
Government Politechnic for Women		
Senior Instructor of Radio and TV Technicians	M. Gulzar Chaudhry	69645
LAMEC - Punjab		
Resident Director	G. M. Malik	440667
PLANNING AND DEVELOPMENT DEPARTMENT		
Chief Economist	Bashir Ahmed	
Chief, Education and Health	M. Athar Tahir	65146
Personal Assistant to Chief,	Maqbool Ahmed Rana Education Division	
FINANCE DEPARTMENT		
Secretary of Finance	C. M. Afzal	
Deputy Secretary	Zauqir Ahmed	
SOCIAL WELFARE DAPARTMENT		
Special Duty Officer	Dr. Rifat Rashid	211648
RURAL/LOCAL GOVERNMENT DEPARTMENT		
Director (Planning)	Jameel Murtza Hussain	56915
Deputy Dir. (Adult Education)	Miss Salima Ghani	410843

Punjab
Page 5

ORGANIZATION/TITLE	PERSON	PHONE
LABOR DEPARTMENT		
Directorate of Manpower & Training		
Director	Sadar Hidayatullah Khan Mokal	850152
Joint Director (Tech. Training)	Mohammad Zahid	853363
Joint Director	A. G. Minhas	852920
Joint Director (Trade Testing,	Afzal Ahmed	853627
853362	Monitoring and Evaluation)	
Joint Director (Staff Training	Bashir Alam Sheikh	880465
	Institute)	
Principal, TTC, Gulbeg	Bashir Akhtar	871138
OTHER		
Lahore Municipal Corporation		
Education Officer	Muhammad Nawaz Waraich	53385
Asst. Education Officer	Kh. Azmat	53385
Adult Basic Education Society, Gujranwala		
Director	Vincent David	80448
Deputy Director, Community & Health Programme	David Aston	81642
General Manager & Deputy Dir. Publications & Audio-Visual	Edwin C. Carlson	305867 305574

1141D

PERSONS INTERVIEWED

NORTHWEST FRONTIER PROVINCE

ORGANIZATION/TITLE	PERSON	PHONE
EDUCATION DEPARTMENT		
Secretary of Education	Prof. Rashid Ahmed	
Chief Planning Officer	Nisar A. Sethi	78249
Planning Officer	M. Ashraf	70583
Directorate of Education (Schools)		
Director, NWFP	Mohammad Idress Khan	74198
Deputy Director, NWFP	Syed Sarwar Shah	76595
Additional Directress, NWFP	R. A. Bhatti	74058
Peshawar Division		
Divisional Director	Shah Jehan Khan	63171
District Ed. Officer (Male)	Mazroof Salam	75084
District Ed. Officer (Female)	Johar Sultana	63108
Sub-Div. Ed. Officer (Female)	Nizakat Shaheen	
Sub-Div. Ed. Officer (Male)	Bahrullah Khan	
Asst. Sub-Div. Ed. Ofcr. (Female)	Sayeeda Khahda	
Asst. Sub-Div. Ed. Ofcr. (Female)	Binte Qasim	
Asst. Sub-Div. Ed. Ofcr. (Male)	Khan Said	
Asst. Sub-Div. Ed. Ofcr. (Male)	Sarfaraz Khan	
Asst. Sub-Div. Ed. Ofcr. (Male)	Saeed-ur-Raman	
Charsadda		
Asst. Sub-Div. Ed. Ofcr. (Male)	Yahya Gul	
Mardan District/Swabi Tehsil		
District Ed. Officer (Female)	Surriya Khanam	2006
District Ed. Officer (Male)	Gul Zaman	2006
Sub. Dist. Ed. Officer (Male)	Amir Sultan	282
Sub. Dist. Ed. Officer (Female)	Khalida Adib Khana	282
Headmistress, HS (Swabi)	Farida Asir	
Headmaster, HS (Swabi)	Khalid Shah	
Headmaster, HS (Beka)	Awab Dad	
Malakand Division		
Divisional Director of Education	Abu Saeed Bacha	4265
Dir District		
Deputy District Educatioan Officer	Mubarak Khan	906
Sub Divisional Officer	Anayat-ul-Haq	86

400

NWFP
Page 2

ORGANIZATION/TITLE	PERSON	PHONE
Headmaster Gov't. High School	Fasal-e-Naeem	994
Chief, District Council Temrigaram	Ghulam Habib	799
Hazara District		
District Education Ofcr. Kohistan	Jafer Sadig	15
D.I. Khan District		
Commissioner	Rostam Shah	
Sub Divisional Education Officer	Abdul Aziz	
Field Educational Officer, UNCHR South Waziristan	Mohammad Ashrif Wazir	
Political Agent, South Waziristan	Asif Shah	
Asst. Political Agent, S.W.	Sayed W. Shah	
Asst. Political Agent, Jamrud	Behram Khan	
MUST - Management Unit for Study And Training		
Director	S. Mahmood Shah	78184
Deputy Director	Sardar Muhammad	60518
Senior Research Officer	Mohammad Rafique Ishattak 78184	
Senior Research Officer, MIS	Wahab Ali Khan	78184
Computer Programmer	Mohammad Naseem Khan	79379
Research Officer (Training)	Mrs. Fatima Zuhra	75879
Research Officer	Anwar Khan Anwar	78184
Primary Education Project (PEP)		
Director	Prof. Abdul Salam	63680
Deputy Director	Saeed Fazle Qadir	
Deputy Director	Mian Muzaffar Shah	
Learning Coordinator	Abdur Rauf	
Learning Coordinator	Ishfaq Ahmad	
LAMEC - NWFP		
Resident Director (Literacy)	Prof. Syed Iftikhar Ali Shah	78151
Field Officer	Riaz Ahmad	78151
Mardan District		
District Project Manager	Mushtaz Ahmad	
Field Officer	Shahid Mahmood	
Asst. Field Officer - Female	Mrs. Abeeda Shahid	
Asst. Field Officer - Male	Zulfigar Ahmad	

NWFP
Page 3

ORGANIZATION/TITLE	PERSON	PHONE
LAHIEL		
Secretary/Program	M. S. Yousaf Ali Shah	
Directorate of Education (Colleges)		
College of Education for In-Service Education		
Principal	Abdul Qahar	
Government Agro-Technical Teacher Training Centre		
Principal	Mohammad Jalal	63830
College of Education for Elementary Education		
Principal	Sherim Jan	
FATA - Federally Administered Tribal Areas		
Director of Schools	Mohammad Mohsin	76026
Assistant Director, Adult Ed.	Miraj-ud-Din	76026
Bureau of Curriculum and Extension Center (Abbottabad)		
Director	Gauhar Rahman Abbasi	2632
PLANNING AND DEVELOPMENT DEPARTMENT		
Secretary of Planning and Development	Mohammad Azam Khan	70580 78273
Additional Secretary	Mohammad Azi	
Chief, Education and Health	Ibrahim Beg	78273
Asst. Chief, Education and Health	Mohammad Iqbal	
Additional Chief, Training and Development	Ghulam Dastagir	
Women's Coordination Cell	Dr. Barkat Awan	70334
University of Peshawar		
Vice Chancellor	A. Rashid Tahirkheli	41200
Senior Professor	Prof. Karam Elahi	
Chairman, Social Work Department	Fazle Hamid	

NWFP
Page 4

ORGANIZATION/TITLE	PERSON	PHONE
Institute of Education Research (IER)		
Faculty of Education		
Dean	Mian Mohammad Shah	
Professor	Muhammad Aslam	
Professor	Abd-ul-Khaliq	
Professor	Mufti Abdul Wadood	
Professor	Mian Bashir Ahmad	
Professor	Syed Abd-ul Ghaffar	
FINANCE DEPARTMENT		
Additional Secretary		
GOVERNMENT OF NWFP		
Home Secretary	Shamsher Ali Khan	78290
Assistant Director, Education	Miraj-ud-din	76026
Additional Chief Secretary		
Deputy Director, Department of Education	Sarwar Shah	
United Nations Agencies		
UNHCR Refugee Schools	Col. Afridi	41036
ILO, Consultant, Women's Income Generation in NWFP	Ms. Lynn Muller	74975
Peshawar Model School (Private)		
Principal	Miss Dur-e-Shahwar	73865
Pak-German BAS-ED		
Head of Project	Dr. Udo Bude	40989
Consultant	Habib ur Rahman	76038
Non Formal Ed. Coordinator	Manfred Wehrman	
All Pakistan Women's Association		
Executive Secretary	Mrs. A. R. Hassan	73663
Directorate of Social Welfare		
Head of Field Office, NWFP	Hakim Khan Afridi	72817

PERSONS INTERVIEWED

SIND PROVINCE

ORGANIZATION/TITLE	PERSON	PHONE
EDUCATION DEPARTMENT		
Minister	Akhtar Ali G. Kazi	
Secretary	S. Abbas Hussain Shah	
Additional Secretary	Obaidur Rehman	
Additional Secretary, Planning & Development and Director,	Syed Anwar Uddin	
Deputy Secretary, Planning & Monitoring Cell	Abdul Jalil Development	
Chief Coordinator, Mosque Schools	Abdul Ghaffar Siddiqui	71458
Primary (PEDEP) Director	R. K. Zardari	23409
Directorate of Education - Schools		
Director	Saiyed Humail Ahmed Naqvi	720425
Deputy Director, Administration	Abdul Moeed Farooqui	720066
District Ed. Officer (Female)	Mrs. Shahjehan Hami	221064
District Ed. Officer (Female)	Mrs. Hamida Jaklhen	
Sub-Divisional Ed. Officer	Shamin Bano Ismail	237629
Sub-Divisional Ed. Officer	Muhamad Zabeer	238125
Supervisor of Schools-Karachi	Miss Samina Sultana	
Divisional Directorate, Schools - Hyderabad		
Additional Director (Women)	Mrs. Mumtaz Mirza	36377
District Education Officer	Habib-Ullah Siddiqui	2254
District Education Officer	Atta Mohammad Memon	83263
District Education Officer	Mehruh Mirza	324
District Education Officer	Anwar Ahmad Zaie	2106
District Education Officer	Mustufa Rajput	569
Sub-Divisional Ed. Officer	Abubaker Baluch	27078
Supervisor	Numtazuddin Siddiqui	27878
Supervisor	M. S. Zuberi	32188
Divisional Directorate, Schools - Hyderabad		
Sub Divisional Education Officer	Abdul Rauf Qureshi	158424
Directorate of Education Colleges	Prof. Athar Siddique	
Gov't Elementary College of Education (Men) Quasiamabad		
Principal	Abdul Majeed	410582
Gov't Elementary College of Education (Women) Quasiamabad		
	Principal	Mrs. Mumtaz

Sind
Page 2

ORGANIZATION/TITLE	PERSON	PHONE
University of Karachi		
Registrar	Qasi Qadar	463435
Social Work Department	Mohammad Aslan Shah	468011
Director Language Research	Prof. Dr. (Emeritus) A. L. Siddiqui	463492
LAMEC - Sind		
Resident Director	Prof M.A. Sundrani	463830
PLANNING AND DEVELOPMENT DEPARTMENT		
Chief Economist	M. B. Abbasi	513337
Joint Chief Economist	Syed Azizuddin	513713
FINANCE DEPARTMENT		
Minister	Nazar Mohammad Shaikh	
SOCIAL WELFARE DEPARTMENT		
Director	Ms. Shireen Rehmatallah	512436
Deputy Director - Sikkur		83252
Asst. Director - Sikkur		85532
OTHER		
Karachi Municipal Corporation		
Director of Education	Mohammad Amin Chohan	210604
Deputy Director, Education	Syed Aziz Hameed	
Hyderabad Municipal Corporation		
Education Officer	Mohammad Idress Razvi	
Headmaster, High School	Hussain Abed Guddu	
Sukkur Municipal Corporation		
Sports Public Relations Officer	Nazeer Maleem	158420
Aga Khan Central Education Board		
Honorary Secretary	Asif B. Fancy	536695
Executive Officer	Nizar Nurancy	536693
Education Advisor	Abul Quasim Sheikh	536693

Sind
Page 3

ORGANIZATION/TITLE	PERSON	PHONE
St. Patrick's Schools		
Auxiliary Bishop of Karachi	Bishop Anthony T. Lobo	512107
Consultant, School Learning	Sister (Dr.) Loretta Butler	0621-2317
Teachers Resource Center		
Directoress	Estella Jafri	
UNICEF		
Assistant Project Officer	Ms. Quratul Ain Bakhteani	531590
Social Organizer	Ms. Shamar Aziz	
Technical Advisor	Maqsood Alavi	510092
Sind Girls Guides Association		
Provincial Commissioner	Mrs. Moeena Hidayatallah	524206
Government Polytechnic Institute (Women)		
Principal	Mrs. Shahina Ansari	416305
Karachi Academy - Government Secondary (Boys)		
Principal	Mrs. M.B. Arshad	680454
Government Delhi Primary School (Extension)		
Headmistress	Miss Zora Zuwani	
Sind Small Industries Corporation		
Managing Director	Nayer Bari	723276
Deputy Director for Education	Saleh Mchamed Memon	722802
Pakistan College Teachers Association		
President (Sind)	Ms. Anita Ghulam Ali	532412
Non Governmental Organizations (NGO)		
NGO Coordinating Council for Population Welfare		
Chief Executive	Barkat Rizvi	446242
Chairperson	Mrs. Zeba Zubair	446242
Training - Evaluation	Miss Sajida Nasreen	446242
Program Officer	Miss Rafia Hakim	446242

Sind
Page 5

ORGANIZATION/TITLE	PERSON	PHONE
Behbud (Women's Education)		
President	Badar Kalam	542660
Secretary	Surayya Moasood	532469
Chairperson/Literacy	Hameed J. Khawaja	437955
Literac[illegible]ouncil	Nasseen Azhar	444663
Literacy Council	Tahira Vahidy	542212
Shirkat Gah		
(Research/Women's Education)	Meher Marker	533482
Orangi Project (Slums)		
Director	Dr. Akhtar Hameed Khan	618628
Joint Director	A. H. Khan	618628
Joint Director - Education	Ahsan Hamid	618628
Joint Director - Health	Dr. Shamin Zainuddin Khan 618628	
All Pakistan Women's Association		
Executive Vice President		712991
Education	Begum Q. Aftab	
Vice Pres. Projects/Programs	Begum Zeba Zubair	
Association of Business/Professional and Agricultural Women		
National President	Ms. Shamein Kazmi	440640
Member	Ms. Sharifa Dagra	461326

PERSONS INTERVIEWED

BALUCHISTAN

ORGANIZATION/TITLE	PERSON	PHONE
Additional Chief Secretary	S. R. Poonigar	70401
EDUCATION DEPARTMENT		
Secretary	Shaukat Ali Khan	73905
Academic Section	Mohammad Anwar	78574
Planning and Development Section	Noor Ahmed Mirza	78575
Director of Education (Schools)	Rashid Ahmad	77852
Deputy Director, Educational Planning	Malik Jaz Ahmad	78538
Deputy Director, Administration	Abdul Fermid Khan	
District Education Officer	Anwar Ullah Siddiqi	78545
Deputy District Ed. Officer	Hifazat Khan	76359
Assistant Deputy DEO	Mohammad Akbar	78545
Principal, Model Residential "Public" School - Loralai	Syed Amiruddin	76742
Director of Education (Colleges)	Qazi Mohammad Iqbal	77846
Elementary College		
Principal	Khurshid Ahmad	78554
Teacher	Mahboob Hussain	78554
Teacher	Muhammad Saeed	78554
Government Degree College		
Principal	Mian Muhammad Siddique	
University of Baluchistan		
Vice Chancellor	Brig. Akbar Shah	75323
Registrar	Mohammad Anwar	70431
Chairman, Social Work Deptt.	Magrud H. Rizvi	78779
Director, Education College	Mohammad Iqbal Qazi	
Primary Education Development and Expansion Project (PEDEP)		
Director	Syed Mobeen Ahmad	77947
Learning Coordinator	Fateh Mohammad	78565

Baluchistan
Page 2

ORGANIZATION/TITLE	PERSON	PHONE
LAMEC - Baluchistan		
Resident Director	A.D. Bugti	79723
District Project Manager	M. Ishaque	74479
Field Officer	Jalal-Uddin Tareen	74479
PLANNING AND DEVELOPMENT MINISTRY		
Minister	Saifullah Khan Paracha	77060
Secretary	Abdul Raziq Khan	70466
Additional Secretary	Major Nadir Ali	71725
Chief, Education/Health	Mohd. Azam Kasi	70181
Chief, MNA/Senator	G. M. Marri	70180
USAID Consultant to P&D	Steven Shepley	72453
LOCAL GOVERNMENT/RURAL DEVELOPMENT DEPARTMENT		
Director	Nayyar Agha	75048
Deputy Director (Tech.)	M. Naseem Qadri	78558
SOCIAL WELFARE DEPARTMENT		
Director	Anwer Zaman Khan	79383
HOME AND TRIBAL AFFAIRS DEPARTMENT		
Secretary	Agha Aman Shah	70400
OTHER		
Turbat		
Commissioner	Sultan Mohammad Nasir	
Assistant Commissioner	Nayyar Mahmood	
UNICEF		
Program Officer	Farida Nosherwani	73195
Assistant Program Officer	Ms. Annette Noten	73195
Quetta District		
Assistant Commissioner III	Bashir Ahmed Raisani	
Assistant Commissioner, Rural Areas	Rai Ijaz Ali Zargham	

Baluchistan
Page 3

ORGANIZATION/TITLE	PERSON	PHONE
Headmistress	(Miss) Anwart Begum	77944
Textbook Board		
Chairman	M. Cardar Khan Baluch	72945
Secretary	Mohammad Akbar	71434
Provincial Assembly		
Member	Ms. Fazila Aliani	73473

1141D

ANNEX D

ANNEX TO PART II, CHAPTER II

EDUCATIONAL POLICY AND PLANNING

D-II.1 Sixth Plan Strategy (Summary)

D-II.2 Selected Project Synopses for Educational Development

D-II.3 Prime Minister Junejo's Five-Point Program - 31 December, 1985

SIXTH PLAN STRATEGY (SUMMARY)

The Sixth Plan proposes an allocation of Rs. 19.85 billion in the Education Sector. This is considerably higher than the actual fifth plan allocation of Rs. 5.5 billion. With increased outlay for each sub-sector of education, the plan strategy is linked with the quantitative expansion at the primary level, and qualitative improvement at higher levels.

A : PRIMARY EDUCATION

In the primary sector, the major objective of universalization of primary education and the improvement of existing, educational facilities will be achieved by using the following strategic approaches:

(i) A specific development programme of primary education will be launched. This will be administered by the Federal Government for maintaining a high momentum for the expansion of primary education;

(ii) Mosques will be utilized to accommodate classes I–III of new schools and overcrowded existing schools;

(iii) Buildings will be provided to existing shelterless schools, and for classes–IV and V for those completing class- III from mosque schools;

(iv) Construction of buildings/sheds will be undertaken in urban areas to supplement the space available in the mosque for opening new schools;

(v) Mixed enrolment will be introduced in all new and existing schools in classes I–III;

(vi) Separate girls schools will be provided where mixed enrolments are not possible;

(vii) Two teachers (including the Imam) will be provided in each mosque school; one teacher each for classes IV and V, will be provided in the existing schools where only one or two teachers have been provided;

(viii) The curriculum will be simplified. The schools hours will be staggered to enable a larger number of children to stay in the school;

(ix) Only religious instructions and the skills of reading and writing will be emphasized in classes I–III. The teaching of full curriculum will be started from class–IV;

(x) In areas where population is scattered (e.g. settlements of less than 300 persons) innovations like mosque schools and mobile schools will be used for providing educational facilities;

(xi) Obstacles in the way of women education will be removed through motivation of the community especially the parents;

(xii) Private sector will be encouraged to participate in the development of primary education;

(xiii) The local bodies will be induced to share the responsibility for the development of educational facilities.

B : SECONDARY EDUCATION

In Secondary Education, the strategic approaches will include the following:

(i) Provide educational facilities for additional enrolment of 1.0 million children in secondary schools and to ensure progressive increase in the level of universal education beyond class—V;

(ii) Equip a number of secondary schools for providing vocational education in one selected discipline corresponding to local needs;

(iii) Redesign the secondary curriculum to provide for a wide variety of options, and to enable the students to select subjects suited to their aptitude;

(iv) Strengthen science and mathematics education, by providing laboratories, science apparatus, library books and qualified young men and women for studies leading to B.Sc. and B.Ed. degrees (on completion of studies they will be required to teach in high school, for 3 years);

(v) Expand secondary education facilities in the rural areas. This is to be achieved essentially by upgrading primary schools to middle schools, and by raising middle schools to high schools in rural areas;

(vi) Consolidate ongoing agro-technical programme in 3000 middle schools and 200 high schools and introduce training in these subjects in 400 more middle and 100 high schools;

C : TEACHER TRAINING

A massive programme of teacher training is contemplated. This is to be achieved by the following strategic approaches:

(i) One hundred and twenty thousand primary and fifty thousand secondary school teachers will be trained in the existing training institutions;

(ii) Curriculum will be redesigned and crash refresher courses will be introduced;

(iii) Short intensive training programmes will be organized for the training of less qualified teachers in areas facing shortage of teachers with the required qualifications;

(iv) Teachers will be placed for training after recruitment. The training programme will include three periods of training of 5, 3 and 2 months duration. These teachers will be paid the initial salary of trained teachers from the first date of their appointment.

D: TECHNICAL EDUCATION

The Sixth Plan places emphasis on the development of training programmes for all categories of technical manpower. This objective is to be achieved by the following strategic approaches:

(i) Training programmes of the existing engineering and other technical institutions will be strengthened;

(ii) New institutions for increasing training capacity will be set up; 19 polytechnics and 10 monotechnics will be added (monotechnics in the rural areas);

(iii) A network of vocational institutes will be established in the country (278 trade schools);

(iv) Selected university departments will be encouraged to undertake programmes of study leading to

M.Sc. degree. Adequate workshop, machinery, laboratory and library facilities will be provided for this purpose;

(v) M. Phil and Ph. D. programmes at the water resources management centre Lahore will be improved, and selected departments in other engineering universities will be developed into centres for advanced studies. The linkages of these centres will be developed with reputed foreign universities;

(vi) Ongoing projects (NWFP, University of Engineering and Khuzdar Engineering College) will be completed;

(vii) Intake capacity of B.Sc. Engineering course will be increased;

(viii) A new Engineering College will be set up in Punjab;

(ix) Programme of strengthening the polytechnics under the Asian Development Bank will be continued.

E: HIGHER EDUCATION

The general strategy in higher education is to consolidate the existing educational facilities, to provide additional inputs for improving the quality of research, and to strengthen teaching of sciences. The following strategic approaches will be adopted for achieving the objectives:—

(a) *Intermediate level*

(i) A gradual integration of classes XI–XII with secondary education will be undertaken in a phased programme;

(ii) A number of steps which include improvement of laboratory and library facilities, and provision of visiting teachers will be initiated for the qualitative improvement of instruction;

(iii) A system of annual inspection will be introduced to ensure that appropriate standards are maintained;

(b) *Degree level*

(i) Growth of institutions which would impart only degree level education will be encouraged;

(ii) Higher admission criteria will be set through a system of admission tests;

(iii) Opening of private institutions at this level will be encouraged, and the institutions will be allowed freedom in matters of tuition fee;

(iv) Science laboratories and libraries will be improved;

(v) Facilities will be provided to teachers for improving qualifications and refreshing knowledge;

(vi) Services of expatriate Pakistanis will be made available as visiting professors.

(c) *Post-graduate education and research*

(i) Existing university campuses and facilities will be completed and improved at an accelerated pace;

(ii) No new university will be opened in the public sector;

(iii) Under-graduate programmes at universities will be discontinued;

(iv) A system of admission test and make-up courses for removing the deficiencies (assessed through the admission tests) will be introduced;

(v) Selected university departments will be developed into Centres of Advanced Studies (with physical facilities and faculty resources comparable to advanced countries);

(vi) A privately endowed university for science and technology will be established with complete freedom to determine contents and duration of courses of studies, admission criteria, salary and qualification of teachers, rate of tuition fee, etc. It shall have linkages with foreign universities and its physical facilities, teaching faculty, and quality of instruction and output shall be comparable to best institutions abroad;

(vii) Scholarships to talented students, particularly in scientific fields, will be awarded. To make higher education a privilege for the talented, special award of scholarships will be introduced for talented students from low income groups, covering the entire expenses which will be financed out of Zakat and Ushr funds;

(viii) The recurring expenditure of consumables for research and teaching will be provided from the development funds.

F : STRATEGIC APPROACHES IN OTHER RELATED AREAS

(a) *Scholarships*

(i) The scholarship schemes will be liberalized to enable all talented students to have full access to education;

(ii) A National Scholarship Coordination Committee headed by the Federal Education Secretary will be set up to provide guidelines to various agencies and to lay down the conditions of eligibility;

(iii) Exclusive scholarship programmes will be initiated for the children of families having limited income. Scholarships will be provided for all levels of education and financed through Zakat and Ushr funds;

(iv) A National Scholarship Foundation will be set up to administer scholarship funds to the tune of Rs. 1.0 billion during the 5 years period.

(b) *Mass Literacy Programme*

(i) About 15 million person of the age group 10–19 will be made literate;

(ii) Higher priority will be given to women in rural areas;

(iii) Functional literacy programmes will be delivered through a variety of media and methodology;

(iv) All students passing matriculation examination will be drafted to work for literacy programmes;

(v) Interested individuals, non-governmental organizations and local bodies will be actively involved.

(vi) After a specific cut off date, no illiterate will be employed in government offices, and facilities will be provided for the education of existing illiterate employees of the Government;

(vii) Non-conventional approaches will be used for launching literacy programmes.

(c) *Library Services*

(i) The on-going programme of the National Library will be completed, and further efforts will be made to set up a National Library of the scale which is comparable to best libraries elsewhere.

(d) *Educational Guidance and Placement Services*

(i) Necessary preparation will be made for establisning guidance services on an experimental basis (400 schools);

(ii) Placement services will be established in all universities.

(e) *Preparation, production, publication and supply of books*

(i) The Ministry of Education in consultation with the provinces will develop a plan for the writing of books, particularly the technical books.

(f) *Development of education in special areas*

(i) In Azad Jammu and Kashmir, a big programme at the secondary level will be launched to consolidate the gains of primary education. Participation rates at middle will be targetted at 65% for boys and 41% for girls. Good quality educational facilities will be developed for teaching upto class–XI and existing intermediate colleges will be improved. Facilities in six existing degree colleges will be consolidated with strong science teaching programmes. The project of AJK University will be completed;

(ii) In the Northern Areas, development of educational facilities will be accelerated. More emphasis will be placed on technical education (monotechnics, commercial and vocational schools will be provided). College education will be consolidated;

(iii) In Federally Administered Tribal Areas (FATA), accelerated expansion of enrolment at all educational levels will be undertaken. College level education, and technical education will be consolidated. Special provision will be made for expansion of facilities for girls education at primary and middle levels.

G : POLICY ISSUES

(i) The local bodies need be involved in the development of educational process;

(ii) Revision of user charges, especially in higher education, need serious consideration;

(iii) Private sector be allowed freedom in the development of educational institutions at all level.

H : PLAN ALLOCATION

		(Rupees in Billion)
(a)	Development (1983–88)	19.85
(b)	Existing recurring annual	31.90
(c)	Increase in recurring expenditure on account of implementation of the Plan (1983–88)	8.50
(d)	Total recurring cost during the Plan period; (b+c)	40.40
	Total development and recurring costs : (a+d)	60.25

I : FINAL WORD

The essence of the strategy outlined is to ensure spread of primary education, restructuring of higher education to improve its quality, and a desire to create a literate society with high level trained scientific and technical manpower.

5.

BENCHMARKS AND TARGETS

The following table indicates the benchmarks for 1982-83 and the targets to be achieved in tha last year (1987-88) of the Sixth Plan (data based on Sixth Five Year Plan) :

	Sub-sector	Unit		Benchmark (1982-83)[a]	Sixth Plan Target (1987-88)[b]
	A : PRIMARY EDUCATION				
–	Number of primary schools	Number		73,782 *	1,14,137 **
–	Enrolment in classes I–V	(in 000)	T	6,754	12,354
			M	4,608	7,712
			F	2,146	4,624
–	Participation rate	Percent	T	48	75
			M	63	90
			F	32	60
	B : LITERACY				
–	Special programme for adult literacy	(million)		–	15
–	Literacy rate	Percent		27.2	50
	C : SECONDARY EDUCATION				
–	Number of middle schools	Number		6,402	10,209 +
–	Enrolment in classes VI–VIII	(in 000)	T	1,713	2,508
			M	1,954	1,807
			F	459	701
–	Participation rate in classes VI–VIII	Percent	T	26	31
			M	35	41
			F	14	19
–	Number of high schools	Number		4,221	5,530
–	Enrolment in classes IX–X	(in 000)	T	683	919
			M	500	651
			F	183	268
–	Participation rate in classes IX–X	Percent	T	16	18
			M	21	24
			F	9	12

a Last year of the Fifth Plan; b Last year of the Sixth Plan;
* Including 8,200 mosque schools, ** Including 40,000 mosque schools;
T= Total; M= Male; F= Female ,
c To be achieved by upgradation of 1073 middle schools;

	Sub-Sector	Unit		Benchmark (1982-83)	Sixth Plan Target (1987-88)
–	Enrolment in classes VI–X	(in 000)	T	2,396	3,427
			M	1,761	2,459
			F	635	969
–	Participation rate in classes VI–X	Percent	T	21	26
			M	29	35
			F	12	16
	C : TEACHER EDUCATION				
–	Number of primary teacher training institutions	Number		71	71
–	Training capacity of primary teacher training institutions	Number		21,000	21,000
–	Number of institutions for training of secondary school teachers	Number		17	17
–	Training capacity of secondary school teacher training institutions	Number		4,500	4,500
	D : TECHNICAL EDUCATION				
–	Engineering Universities	Number		4	4
–	Engineering Colleges	Number		1	3
–	Poly/mono-technics	Number		34 *	63 **
–	Trade schools	Number		–	278
–	Intake capacity of:				
	(a) B.Sc. Engg. courses	Number		3,650	5,000
	(b) Polytechnic/Mono-technics	Number		5,950	7,425
	(c) Trade schools	Number		--	4,000
–	Enrolment in B.Sc. Engg. classes	Number		12,800	15,500
–	Enrolment in Diploma classes polytechnic/mono-technic	Number		17,320	20,950
–	Enrolment in Trade schools	Number		–	4,000

* Including 5 polytechnics for women and 6 mono-technics
** Including 12 polytechnics for women and 16 mono-technics

Sub-Sector		Unit	Benchmark (1982-83)	Sixth Plan target (1987-88)
–	Annual output of:			
(i)	Engineering graduates	Number	2,360	3,550
(ii)	Diploma holders	Number	3,973	4,396
(iii)	Certificate holders	Number	–	4,000
	E : COLLEGE EDUCATION			
–	Intermediate colleges	Number	236	324
–	Degree colleges	Number	277	277
–	Enrolment in classes XI–XII	(000's)	251	335
–	Enrolment in classes XI–XIV	(000's)	80	90
–	Number of general universities	Number	15	15
–	Enrolment in general universities	Number	17,000	18,500

ANNEX D-II.2

Ministry of Education
Government of Pakistan
November, 1984

SELECTED PROJECT SYNOPSES FOR EDUCATIONAL DEVELOPMENT

1983-88

1. Rural Education And Development (READ)

2. Setting Up of Primary Schools At Union Council Level

3. Supply of Textbooks on Reduced Price to the Students of Classes 1-5

4. Primary Education Development and Expansion Project (PEDEP) (World Bank Sponsorship)

5. National Institute of Communication in Education (NICE)

6. Strengthening of the Academy of Eductional Planning And Management (AEPAM) in Islamabad

7. Establishment of 4,500 New Primary Schools For Girls

8. Improvement of existing Primary Schools: Two Room Accomodations in 1,600 Schools

9. Production of Primary Education Kit and Imparting Teacher Training

10. Upgradation/Establishment of One Primary Girls School to Middle School in Each Union Council

PROJECT SYNOPIS

1. **Project Title:** Rural Education and Development (READ)

2. **Statement of the Problem**

2.1 The present population of Pakistan is 93 million out of which 72% live in the rural areas. Literacy rate in rural areas is only 17.3% which is more pronounced in the case of rural females being only 7.3% as compared to rural males which is 26.2%.The population of Pakistan is increasing alarmingly at the rate of 3% annually but the irony of the development problem is that hardly 1.6% of GNP is spent yearly on the spread and expansion of education in the country.

2.2 The villages in Pakistan are characterized by low literacy, low productivity, traditional way of life and reluctance to accept innovations. The formal system of education and training is neither accessible to all nore it caters to the needs of poor rural masses. Therefore, there is an urgent need to introduce alternate methodologies to bring socio-economic changes in the rural masses through education and training. A combination of formal and non-formal systems of education offers one solution to the problem.

2.3 The project envisages to elevate the living conditions and earning potential of rural masses by employing education as a vehicle for rural development through establishment of a package of five components of formal and non-formal education systems:

i) Women Education Centres – to impart skill training to out-of-school female population of the village. Trades including dress making, knitting, poultry, vegetable gardening, child care centre etc.
ii) Adult Literacy Centre – for men and women community, viewing facilities will be provided in this centre.
iii) Mosque for children where there is no primary school.
iv) Mohallah school for girls – to impart literacy and elementary skills.
v) Village Workshop to impart skill training to out-of-school youth (males) in trades relevant to the area.

2.4 All this program would be supervised by a local committee (para 3.4).

3. **Project OLjectives**

3.1 To organize and set up an integrated package of education components comprising *Women Education Centre, Village Workshop, Mohallah School, Mosque School and Community Viewing Centre* addressed to the needs of all segments of the community in 2000 villages which may include different indigenous skills, cooperatives, dissemination of information on nutrition, child care, personal hygiene & health and training in poultry, vegetable and dairy farming.

3.2 To develop effective teaching learning methods, including those of mass media, simulation games, peer group teaching, modular techniques and other non-formal education practices.

3.3 To establish non-formal institutions to alleviate the primary education demands of the rural population, suiting to their norms, values and beliefs. The project would on the one hand help in the efforts to universalize primary education through two components of the package of the project *(Mohallah school and Mosque school)* and on the other hand to provide training facilities to youth and adults to make them more productive, generate more income, increase productivity and absorb themselves in the socio-economic system of the country easily. The three components of the

integrated education package namely *Women Education Centre*, the *Village Workshop* and the *Community Viewing Centre* would cater for three categories of the rural community namely out of school females, out of school youth and adults.

3.4 In order to supervise, manage and control the program in each village, an Education Committee constituted with the elected Councillor as its Chairman; three village elders nominated by the villagers as members; and teachers, resource persons working at the five centres as ex-officio members of the committee. A motivator is appointed from amongst the villagers actively involved in the social work of the village who is assigned the responsibilities to mobilize the villagers to participate in the above programme by sending their children and youth to the centres and attend the literacy program in the evening. To supervise the centres, an Educational Facilitator is appointed and is provided with a motor-cycle. He is assigned 10 villages. He submits weekly reports to the Project Director about each component. He is also responsible to bring work orders and raw-material from the market for the production at the Women Education Centres and Village Workshops. The labour charges on production of material are distributed among the facilitators, the trainees, the resource persons and the Village Education Committee.

4. **Expected Results (Intermediate, at the end of the plan period)**

4.1 A feasibility study on ways and means by which, at village and community level, potential resources from all sectors can be mobilized for primary education and literacy in an effective way through the participation of all population groups as well as the private and military sectors in the process of human resources development

Constraints: Demands for the expansion of primary education and non-formal literacy facilities are not made forcefully since the under privilaged persons, "adversely affected" by lack of education, are often not conscious of their deprivation. The creation of such a demand by a package of incentives (employment/income generating activities, fulfilment of basic human needs, improved quality/relevance of educational/training services) will need to change the "rational" resisting behaviour of villagers who see little benefit from school attendance for their children.

4.2 A tested "package" of program inputs (including basic literacy, skill development, utilization of health/nutrition services etc) to be provided in harmony through different institutional arrangements (workshops, cooperatives, women/community centres, mosques, unused capacity of Government schools at all levels) while utilizing a mixture of improved learning technologies (assistant teachers, mass media; reading materials; practical work/handicraft etc). Knowledge generated by the experimentation of package delivery regarding the feasibility for self financing of village education.

Constraints: the badly needed search for an optimum mix of scarce resources for education and skill development has not been decentralized to the provincial and district/local levels. For encouraging planners/administrators at the levels to take proper initiatives involving risk, new incentives will to be developed at federal level.

4.3 An organisational and management capacity for extension of the project beyond its pilot phase, based on principles of decentralization (union councils, tehsils, village committees for all new sectors involved in the programme (Open University, role of intermediate/high school students, etc).

Constraints: The existing knowledge base and training facilities which could support capacity building at district levels is almost all concentrated in Islamabad or in provincial institutions. To release part of these resources for READ may require an official decision.

5. **Main Activities: (in order of priority over time)**

5.1 *Mobilization,* selection of motivated villagers to become resource persons, motivators/facilitators through crash *training courses* and other incentives.

5.2 *Action-research* on the possible involvement in non-formal education and training by women education centres, village workshops (and their marketing potential), mosque/mohallah schools, cooperatives and other institutional arrangements at local levels.

5.3 *Establish:* and *staff* units at Provincial levels to assist in the design of learning packages and in the development of incentives and technologe-mixes for delivery of programs which are attractive enough to create a demand for non-formal and literacy programs from the village population.

5.4 *Material Support* to existing institutions to be involved in the program at village levels (e.g. pedagogical as well as non-pedagogical/workshop materials) as well as *management* support (e.g. cars, type-writers, stencil machines etc) to the Project Units at Provincial level and to the Village Education Committees (including provision of basic needs services such as health, nutrition, family welfare if and when required).

6. **Mechanisms and Strategy for Implementation**

6.1 No pre-determined mechanism "invented" at the central level is likely to be effective (see: IBRD supported primary education project). In view of this, the focus should be on a *strategy* of learning by doing:

1) implement the program in a number of selected villages
2) draw conclusions about local resources which can be mobilized and minimum incentives which will be required to create a demand;
3) proposals for management and structural/institutional implications at district, provincial and federal levels;
4) prepare a "blue print" for operational action with suggestions for resource allocation from Provincial and Federal development budgets;
5) develop a simple and flexible set of guidelines for build-in evaluation and rapid adjustment to changes in the community and/or plan implementation.

7. **Required Resource**

7.1 **National :** Expertise for training and action-research activities; basic needs services (health/nutrition); travel/stipends for training; office furniture; salaries for project personnel, village workshops/committee staff etc; cost of maintenance/repairs of transport and workshop facilities and of village schools; cost of fuel;

7.2 **International:** Expertise in program monitoring and evaluation (short-term consultancies); stipends for international/regional training and study tours; transport; minimum "kits" of workshop/gardening tools; pedagogical supplies; etc.

5.2 Identifacation of Evaluation consultant.

5.3 Distribution of that paper to provincial Textbook Boards according to their needs.

5.4 Identification of efficient & high quality printers in the provinces countrywide.

5.5 Repair/Renovation of printing machines at the cost of printers and not the textbook Boards.

5.6 Printing of Textbooks with improved quality but low in cost.

5.7 Distribution of books so as to make available subsidized and quality Textbooks to all the children specially in rural areas.

Mechanism and Strategy for Implementation and Evaluation

6.1 The primary objective of the project is to print text-books on quality paper at reduced cost and also make necessary arrangement for the distribution so the poor must accrue the benefit. All these functions have to be performed by Provincial Textbook Boards. These Boards have big establishments to undertake the job. The Curriculum Wing of the Ministry of Education may take the responsibility of evaluation of the project.

6.2 Through this scheme the Federal Government will pay to the Provincial Textbook Boards half of the cost of the total paper required to publish textbooks for classes I to V in a phased manner. The paper will be of a good quality preferably imported offset printing paper 70 GSM. The market price of such paper is estimated @ Rs. 16,000/- per metric tonne with 10% increase every year. The books will be supplied at subsidized rates to the students of classes I to V.

6.3 50% subsidy in the cost of paper for the textbooks will reduce the price of the books by about 40%. Thus the students will be able to purchase textbooks at 40% less price then the price had there been no susidy.

7. Required Resources by Component

(Rs. in million)

	Component	Total	FEC
1.	Cost of 13,075 metric tonnes of paper	180.300	180.30
2.	Storage and transportation charges	61.113	–
	Total:	241.413	180.30
	Say Rs.	240 million	

424

8. **Project Budget**

(Million Rs.)

	Component	Total	FEC
1.	Transport	6.725	—
2.	Tools & Equipment	6.207	--
3.	Poultry facilities	1.100	—
4.	Training	2.630	—
5.	Consultants	4.500	2.500
6.	Evaluation	0.200	—
	Total	88.925	2.5

Annual recurring expenditure after the completion of the project will be Rs. 46.00 Million per annum.

PROJECT SYNOPSIS

1. Project Title: Setting up of Model Primary Schools at Union Council level.

2. Statement of the Problem

2.1 Pakistan has a large concentration of rural population while urbanization is increasing at an accelerating rate. The rural population remains numerically (70%) dominant and is expected to remain so for next several decades. Keeping in view this problem, the Sixth Five Year Plan and the Action Plan have suggested pragmatic approach to concentrate more effects in the development of rural areas.

2.2 The poor quality of primary education in rural areas is a matter of concern. The time has come to begin imparting quality education at the primary level, and in the rural areas. This would have a healthy impact on the drop-out rate because the marginal quality of primary education has been one of the main factors responsible for loss of interest amongst the parents.

2.3 At present quality institutions exist in the urban areas only. The Action Plan seeks to change this scenario, beginning with primary school. The concept of *spatial planning* has been introduced to equitable geographic dispersal of these institutions. This is why the criterion of one school in each Union Council has been adopted.

2.4 Each Model School would have:

i) Five class rooms for five classes with simple furniture.
ii) Five teachers for five classes including Headmaster.
iii) Headmaster room, which should also store teaching kit, and books.

2.5 In each Union Council a primary school with largest enrolment will be converted into a model school by bringing it at the above level (para 2.4).

3. Project Objectives

3.1 To improve 4,000 model primary schools (one in each Union Council) in qualitative and quantitative terms with reference to the guide-lines provided in the Action Plan. These schools will serve as model for other schools in rural areas.

3.2 To provide basic physical facilities to schools as well as improve learning environment of teachers and taught.

3.3 To make schools attractive and useful enough so as to attract increased enrolment and better retention.

3.4 To change the attitude of parents towards education and motivate them about the usefulness of education for their children.

3.5 To make education functional and activity based.

3.6 To decrease student-teacher ratio.

4. **Expected Results**

4.1 Through better quality of education and physical facilities, the existing drop-out rate of 50% will be minimized to a considerable extent.

4.2 The parent & other members of the community will develop confidence in the school system and thereby provide needed support.

5. **Main Activities**

5.1 Identify the primary schools with largest enrolment in each Union Council for conversion to middle school.

5.2 On the basis of 5.1 the District Education Officer concerned will develop a consolidated list of such schools and develop a project for seeking approval of the concerned agencies of the Government.

5.3 Allocation of required funds for the project by the Government for implementation of various components, i.e. construction of additional rooms, supply of equipment and books, etc.

6. **Mechanism and Strategy for Implementation**

6.1 The overall monitoring of the project will be done by the Provincial Education Departments. They will determine the mode of execution of construction work i.e. either through the Provincial Works Department or the District Council concerned.

6.2 Once the construction work is completed, and the project becomes operational, it has to be evaluated after two-three years whether the objectives set forth in the project are being achieved. This evaluation would be organized by the Provincial Governments.

6.3 On the basis of the evaluation outcome the concept of the model school will be modified, if necessary, for wider application.

7. **Project Budget**

Cost on the development of one school is given below:

	Item	Expenditure
i)	Building @ Rs. 50,000/- per room (25' x 20') @ Rs. 100/- per S. Ft.	Rs. 200,000
ii)	Furniture	" 20,000
iii)	Equipment	" 20,000
iv)	Books & Journals	" 5,000
v)	Miscellaneous	" 10,000
	Total:-	Rs. 255,000

427

Cost of 4,000 schools is as follows:

(Rs. in million)

	Component	Total	FEC
1.	Building	800	800
2.	Furniture	80	80
3.	Equipment	80	80
4.	Books & Journals	20	20
5.	Misc.	10	10
	Total:	1020	1020

Note:— Annual Recurring Expenditure: Rs. 851.20 million and the land will be provided by the Government.

PROJECT SYNOPSIS

1. **Project Title:** Supply of Text books on reduced price to the Students of Classes 1 to 5.

2. **Statement of Problem**

2.1 The poor performance of our educational system at primary level specially in rural areas, is a matter of great concern for educational planners. The poverty factor has been identified as the most important impediment to achieve our objectives of Universalization of Primary Education.

2.2 Most of the parents in rural areas have large families with an average of six children to a family. Within the limited available financial resources the parents are not inclined to send their children to schools.

2.3 In villages a child who goes to school is generally considered by rural parents as a liability because he is neither supplementing his father's income by helping him in the field nor does he earn anything (in immediate financial terms) from school. Instead parents have to spend money on uniform, books, Stationery etc. The text books are the most important component of learning in our system but the quality of text books printed is very low and the prices are not within the reach of the purchasing power of the parents.

3. **Project Objectives**

3.1 To bring qualitative and quantitative improvement of Education in Primary sector.

3.2 To provide textbooks to 9 million primary school children at reduced cost.

3.3 To inculcate habit of reading among the children at primary level in the schools.

3.4 To provide opportunities to children so as to develop an attitude of reading at home.

3.5 To provide direction to primary school children that learning process goes on in as well as out of school.

4. **Expected Results**

4.1 The quantity of text-books will be improved.

4.2 The subsidized rate of each textbook will be 40% less than the regular price. This will provide incentive to the parents.

4.3 The financial burden of parents will be lessened.

4.4 School becomes better equipped place for students because teacher will teach effectively.

4.5 Improved Reading Skills.

4.6 The enrolment will increase and the rate of drop-out also decrease.

4.7 Better and improved literacy ratio specially in rural areas.

5. **Main Activities**

5.1 Acquisition of better quality paper.

5.2 Identifacation of Evaluation consultant.

5.3 Distribution of that paper to provincial Textbook Boards according to their needs.

5.4 Identification of efficient & high quality printers in the provinces countrywide.

5.5 Repair/Renovation of printing machines at the cost of printers and not the textbook Boards.

5.6 Printing of Textbooks with improved quality but low in cost.

5.7 Distribution of books so as to make available subsidized and quality Textbooks to all the children specially in rural areas.

6. Mechanism and Strategy for Implementation and Evaluation

6.1 The primary objective of the project is to print text-books on quality paper at reduced cost and also make necessary arrangement for the distribution so the poor must accrue the benefit. All these functions have to be performed by Provincial Textbook Boards. These Boards have big establishments to undertake the job. The Curriculum Wing of the Ministry of Education may take the responsibility of evaluation of the project.

6.2 Through this scheme the Federal Government will pay to the Provincial Textbook Boards half of the cost of the total paper required to publish textbooks for classes I to V in a phased manner. The paper will be of a good quality preferably imported offset printing paper 70 GSM. The market price of such paper is estimated @ Rs. 16,000/- per metric tonne with 10% increase every year. The books will be supplied at subsidized rates to the students of classes I to V.

6.3 50% subsidy in the cost of paper for the textbooks will reduce the price of the books by about 40%. Thus the students will be able to purchase textbooks at 40% less price then the price had there been no susidy.

7. Required Resources by Component

(Rs. in million)

	Component	Total	FEC
1.	Cost of 13,075 metric tonnes of paper	180.300	180.30
2.	Storage and transportation charges	61.113	--
	Total:	241.413	180.30
	Say Rs.	240 million	

PROJECT SYNOPSIS

1. **Project Title:** Primary Education Development and Expansion Project

2. **Statement of the Problem**

2.1 In the past our attention remained focussed mainly on higher education in utter disregard of Primary Education, so much so that funds allocated for the sub-sector of Primary Education in the Five Year Plans used to be transferred to the sub-sector of higher education, with the result, that while education continued growing at the top, it became stunted at the base. No wonder in the 5th Five Year Plan Period enrolment rate at Primary level declined from about 54% to about 48%.

2.2 The five year experimental project known as PEP or the Primary Education Project (1979–84) came in time to arrest this tendency of decline in primary education. The PEP experiment has been successful and we have learnt that if we want to make head way in Primary Education we must derive our inspiration from PEP experiment.

2.3 National Education Policy has tried to rectify the anomalous position of Primary vis a vis Higher Education. It contains the important policy decision that funds provided or earmarked for Primary Education can not be transferred to any other tier or sub sector of Education.

2.4 "The Sixth Five Year Plan approaches Primary Education with earnestness and urgency it has always deserved but never received. Universal Primary Education will be instituted within the Plan period. All boys of the relevant age group will be put into class I in the middle years of the Plan and all the girls by the terminal year (1977–88)".

2.5 In the Sixth Plan financial allocation to the tune of Rs. 6460 million has been made which is about 300% more than the allocation made in the Fifth Five Year Plan.

3. **Project Objectives**

Over the short term, within the project life, the project would aim to:–

3.1 Improve grade 1 participation rates and reduce drop-outs especially in rural communities;

3.2 Improve teacher effectiveness;

3.3 Find low cost solutions for achieving these objectives;

3.4 Institutionalise project activities within the existing structure of Government.

4. **Expected Results**

4.1 Increased enrolment particiularly of girls in rural areas at Primary stage leading to universalization of Primary Education. In 29 Districts wastage, dropout and repetitions will be reduced at primary stage.

4.2 Recurrent costs will be reduced.

4.3 Quality of education will be improved through pre– and in-service training of teachers and of the supervising staff.

4.4 Innovative supervisory structure will be amalgamated into the normal structure of the education system.

5. Main Activities

5.1 Identification of 29 Districts in 4 Provinces of the country where the project has to be implemented.

5.2 Appointment of project personnel and implementation machinery at Federal and Provincial levels.

5.3 Identification of project schools to be provided with project inputs, i.e. building, furniture, equipment and books.

5.4 Training of project personnel espeically for teachers and supervisors.

5.5 Identification of International/National consultants.

5.6 Development of instructional materials and learning modules related to supervision, in service training, teachers performance and children's competencies.

5.7 Development of data collection storage and retrieval system to ensure the effective management of the project.

5.8 Promote Development Support Communication at the District level to assist a dialogue with the Communities about the aims objectives and achievement of the Project.

5.9 Development of Community Support for Primary Schools.

6. Mechanism and Strategy for Implementation and Evaluation

The project will be implemented through (i) the Federal Implementation Unit and (ii) the Provincial Implementation Units in the four Provinces. Each Provincial Unit will be headed by a Project Director, who will have necessary staff. In the field, District Elementary Education Officers (DEEO's) either in place or apart from the present District Education Officers, at the District level, whereas Sub-Divisional Elementary Education Officers (SDEO's) at the Sub-Divisional level, will supervise, the staff of the project below them. In each pair of Union Council there will be one male learning coordinator and one female learning coordinator.

7. Project Budget

(Please see page 12)

GOVERNMENT OF PAKISTAN AND WORLD BANK CONTRIBUTION

(In Millions of Rs.)

No.	Input	Total Cost	World Bank Percentage	Government of Pakistan Share	World Bank Share
A.	Physical Facilities				
	a) Cost	200.0	50%	100.0	100.0
	b) School Supplies (Equipment, books etc).	100.0	25%	75.0	25.0
B.	Strengthened Supervision				
	a) Staffing	188.0	90%	18.8	169.2
	b) Supplies (Transport)	75.0	90%	7.5	67.5
	c) Per Diem	35.0	90%	3.50	31.50
C.	Staff Development				
	a) Material	50.0	100%	–	50.0
	b) Workshops	5.0	100%	–	5.0
	c) Recurrent In-service	150.0	100%	–	150.0
	d) Fellowships	5.0	100%	–	5.0
D.	Implementation Machinery				
	a) Staffing	180.5	25%	135.37	45.13
	b) Supplies (Equipment)	24.3	25%	6.08	18.22
	c) Technical Assistance	7.2	100%	–	7.2
	Total:			346.25	673.75

PROJECT SYNOPSIS

1. **Project Title:** National Institute of Communication in Education

2. **Statement of the Problem**

2.1 The pace at which communication technology is advancing in the world is phenominal and the requirements of matching software is placing much greater demands on the communicators. Even in the developed world where the production of communication software has acquired the status of an industry, the pinch of shortage both of the expertise and materials is being felt. Thus important as it is, the question of communication in education must find its place in the core of our educational planning and be regarded as a potent factor for effective, integrated and coordinated use of communication technology in the totality of the educational systems of Pakistan.

2.2 There is a growing realisation that inadequate attention has been given to reaching the rural people of Pakistan with educational content designed to produce behavioural changes that would increase their productivity, income, health and quality of life. The area of adult education has received little attention because of the educationists' over-emphasis on 'Literacy first' pre-occupation. No doubt literacy is a crucial factor in the development process but it is also a long drawn out exercise. The immediate requirement for a country like Pakistan is to concentrate simultaneously on development communication alongwith a concerted literacy campaign.

2.3 The failure of the present use of communication media in bringing about behavioural changes towards development is mainly due to the following factors:—

1) Spreading out thinly the limited communication expertise in different pockets attached with nation-building ministries.
2) Lack of coordination among the ministries and different projects inputs within the same Ministry.
3) Lack of properly designed content oriented development messages.
4) Limited training of Information Officers confined only to publicity and public relations work.
5) Lack of intensity of efforts and exclusivity of focus in the development messages.
6) Single media approach.
7) Entertainment oriented mass media.
8) Limitations on regional programming on the national hook up.
9) Development communication as an integral part of development projects.

2.4 NICE would be the first institution of its kind in Pakistan which would promote expertise in Development education. Modern communication techniques would be used to design and develop campaign oriented strategies to promote development, particularly in the rural areas.

2.5 National Institute of Communication in Education would concentrate its efforts on Rural Education, Mass Education, Civic Education, Religious Education and will supplement the formal system of education. With the ultimate objective of imparting education, various communication strategies, techniques would be developed to supplement the development efforts in the country.

2.6 This Project has a very close relationship with and in fact supplements the efforts envisaged in the Education Policy embodied in the massive emphasis laid on Mass literacy and non-formal education reflected in the Sixth 5 year Plan.

3. Project Objectives

3.1 To develop, produce, distribute and evaluate:-

- Self learning packages for both the non-formal systems of education.
- Religious education programmes for Pakistanis abroad.
- Enrichment programmes for the formal system.

3.2 To develop communication strategies and to produce campaign oriented public education programmes on literacy, Health & Nutrition, Agriculture, Population Planning, Rural Development.

3.3 To develop and produce inter-personal communication packages.

3.4 To develop and produce learning material for the neo-literates.

3.5 To promote inter-university lecture exchange programmes through the effective utilization of media.

3.6. To promote an increased awareness of the contribution of science and technology to the quality of life in society today.

3.7 To assist in the improvement of the quality of textbooks practicularly the diagrams, illustrations, graphs, pictures etc.

4. Expected Results

4.1 Development of Effective Education Model in relation to rural Development.

4.2 Strengthening programmes of rural development which relates to education, Health, Technical competencies, skills and rural leadership.

4.3 Developing attitudes and enthusiasm for experimentation in rural areas.

4.4 Developing positive attitude and greater interest on the part of villagers towards rural schools.

4.5 Community becomes enriched both socially and economically with improved Educational programmes.

4.6 Developing Functional and effective relationship between educational Institutions and community.

5. Main Activities

5.1 Constitution of a National Advisory Committee to carry out a need assessment survey for the Development of rural areas in different Provinces.

5.2 Collaboration of different departments/Divisions/Ministries to develop an inter-disciplinary approach to undertake the project.

5.3 Identification of subjects to be included in the development of self learning packages.

5.4 Acquire land, construct, equip and furnish the building to be known as NICE Head quarter.

5.5 Development, Printing and dissemination of learning packages to the rural people.

5.6 Setting up of Tehsil/District center to develop linkages between Educational programmes and the community.

5.7 Establishment of close linkages with the participants t' rough the Tehsil/District centers.

6. Mechanism and Strategy for Implementation and Evaluation

6.1 The project will be implemented through the Federal Implementation Unit and the District Education Committees. Each DEC will be headed by the District Education Officer. All the educational material will be disseminated through that office. This material will be provided on non-commercial and no profit/no loss basis.

6.2 The Ministry of Education shall undertake the evaluation of NICE for prognostic purposes through institutions/facilities as may be available for the purpose.

7. Project Budget

(Million Rs.)

	Component	Total	FEC
1.	Building	20.511	4.640
2.	Furniture	1.840	–
3.	Equipment	5.000	5.000
4.	Consultancies	3.000	3.000
5.	Fellowships	1.000	1.000
6.	Salaries & allowances	11.976	–
7.	Telephones & contegencies	3.024	–
8.	Escalation charges at the @ of 10%	4.635	1.364
		50.986	15.004

PROJECT SYNOPSIS.

1. **Project Title:** Strengthening the Academy of Educational Planning and Management in Islamabad.

2. **Statement of the Problem**

2.1 The state of education in Pakistan at all levels is a matter of conern. Standards of education at school and higher levels are disappointingly low. The slow progress in the improvement of standards of education both in qualitative and quantitative terms has partly emanated from the inadequate allocation of resources but more from the absence of a suitable machinery for planning, management, and supervision. In order to improve this deficiency, a Burea of Educational Planning and Management was established in the Ministry of Education a decade ago. This Bureau rendered some useful services by undertaking training programmes and carrying out research studies in collaboration with international agencies.

2.2 In 1978 when the National Education Policy was promulgated, the aspects of educational planning, management and supervision were re-emphasized:

"i) The Federal Ministry of Education and the Provincial Departments of Education will be re-organized in order to cope with the expanding requirements and incorporating the modern techniques of educational supervision and management.

ii) The existing infrastructure for the planning and implementation in the Provincial Education Departments will be strengthened to ensure effective planning and implementation of the policy."

2.3 In pursuance of these policy decisions, the Ministry of Education established the Academy of Educational Planning and Management as an autonomous body. AEPAM is concerned essentially with training, research, evaluation and dissemination in the field of educational planning and administration. AEPAM priorities for the period of Development Plan have been set as under:

1) Training of personnel who are either promoted or appointed to posts of planning and administrative responsibilities through 3 months courses (3 MC).

2) General training in the form of short in-service courses, workshops, seminars (10–15 days each) for specified categories of staff in the education system.

3) Establishment of Educational Management Information Services, in order to take measures and strengthen provincial capacities in EMIS with respect to data needs, collection, storage, processing and effective reporting.

4. Research: Conducting and contracting research projects to various organizations and persons of repute in Pakistan.

It is essential that Academy of Educational Planning and Management shall be strengthened.

3. **Project Objectives**

3.1 To identify, develop and evaluate various projects based on modern planning and management planning techniques.

3.2 To collect and consolidate educational statistics and information.

3.3 To develop training modules for the grass root planners and administrators.

3.4 To provide in-service training to the planners and administrators so as to enhance their capabilities.

3.5 To impart pre-service training to those educationists who are being considered for appointment as educational administrators and planners at various levels.

3.6 Specialised training programs in the area of computers and data processing for educational planners and administrators.

3.7 To develop liaison with the trainees for monitoring their performance and providing feedback for the improvement of the training programs.

3.8 To contract and carry out action oriented research studies in order to facilitate the effective implementation of the Action Plan.

3.9 To organize conferences, seminars and workshops on important themes of educational planning and management.

3.10 To provide expert advisory services to the Provincial Education Departments and other institutions in the country if required.

4. **Expected Results**

4.1 Planners and administrators trained in educational planning and equipped with modern techniques applicable in educational management through a 3 months course.

4.2 Opportunities made available for training through six short course/year to educational planners & managers (25 trainees per course).

4.3 Training modules developed for grass root planners in the country.

4.4 Specialized training courses in MIS & computers made available

4.5 Action oriented research undertaken in problems affecting education development in the country.

4.6 Guidelines developed for education policy & plans.

4.7 identification and development of projects on scientific basis.

4.8 Expert advisory services in educational planning and management made available.

4.9 Education MIS development services made available.

5. **Main Activities**

5.1 Assessment of training needs at all levels of education in the country.

5.2 Development of training materials based on 5.1 above.

5.3 Establishment of linkages with national agencies such as PIDE, Planning & Development Departments and other agencies.

5.4 Establishment of linkages with international agencies, i.e. IIEP Paris, NIEPA New Delhi, OISE, IIE Stockholm, KEDI Seoul and MESTI Kualalumpur etc.

5.5 Action research studies.

5.6 Formulation of recommendations for educational plans and policies.

5.7 Staff development through international fellowships.

5.8 Acquisition of hardware for computerized Education MIS.

5.9 International consultants.

6. **Mechanism and Strategy for Implementation**

The Academy have already implemented a UNDP project and for the current proposal a detailed project document will be worked out in consultation with the donor agency. D. G. of the Academy will be responsible for implementation of the project.

7. **Project Budget**

(Rs. in million)

	Component		Total		FEC
1.	International consultants	48 mm	4.032	Rs.	4.032
2.	National Consultants	34 mm	1.120	Rs.	1.120
3.	International Fellowships	60 mm	1.680	Rs.	1.680
4.	Equipment: Minipress, copiers, micro-computers, vehicles etc.		7,000	Rs.	7.000
5.	Books & journals		0.140	Rs.	0.140
6.	International linkages		1.400	Rs.	1.400
7.	Improvement & expansion scheme of AEPAM (Hostel building furniture & equipment)		2.300		–
8.	Establishment of EMIS		1.500		–
	Total		19.172		15.372

PROJECT SYNOPSIS

1. **Project Title:** Establishment of 4500 New Primary Schools for girls.

2. Statement of Problems

2.1 Primary Education has suffered greatly in rural areas specially for females as is demonstrated from the following table.

LITERACY RATE (%)

	Pakistan		Punjab		Sind		NWFP		Baluchistan	
	R	U	R	U	R	U	R	U	R	U
Total	14.8	43.4	17.3	43.1	12.7	46.8	10.9	32.1	4.4	29.9
Male	23.1	51.5	26.4	51.5	20.5	53.9	18.7	42.8	7.3	37.7
Female	5.5	33.7	7.4	33.2	3.4	38.3	2.5	18.8	0.8	14.3

2.2 Lack of schools and class room facilities is a serious problem at primary level but it is acute specially for girls schools in the rural areas.

2.3 More than 50% of our population consists of females but their overall literacy rate in rural areas is 5.5% and in Baluchistan it is no more than 0.6%. Ideally the number of girls schools ought to be the same as that of boys. However at present, there is one girl's school for two boys schools. Boys & Girl's schools are in the ratio of 66:33. This inequality as regards opportunities for Education between the sexes is creating social problems of its own nature. Under the present policy document emphasis has been laid down as to establish 45000 Primary School by the end of 1988.

3. Project Objectives

3.1 The project intends to strengthen the Education system at primary level with an emphasis on female education. The improvement of education in coverage and quality will be achieved through the following objectives.

i) To enhance female literacy rate by providing new girls schools with minimum physical facilities and trained teachers.

ii) To provide better learning environment so as to make the school attractive enough for student to complete five years cycle of primary schools.

iii) To provide school buildings in rural areas which help and change the attitude of parents to send their daughters to schools.

iv) To provide basis to achieve the objectives of 6th five year plan in terms of Universalization of Education at Primary level.

v) To broaden the base of secondary Education by providing increased number of primary school graduates specially females.

vi) To bring education at the door steps of ordinary people.

vii) To lessen the imbalances between Rural & Urban and Male & Female Education.

4. Expected Results

4.1 The immediate and more visible out come will be the construction of 4500 new girls primary schools but the long term and very important results will be as follows.

a) Higher percentage of Female literacy ratio in rural areas.
b) Increased participation rate for females at primary level.
c) More balanced and harmonious development of the Pakistani society by enhanced Educational opportunities.
d) Conducive atmosphere for better return on investment made in the sector of primary education.

5. Main Activities

5.1 Identify specific places/villages where the new primary schools will be located.

5.2 Acquisition of land to built or develop schools.

5.3 Construction of new schools & renovation/extention/development of existing ones.

5.4 Supply of furniture and equipment to the school buildings.

5.5 Appointment of personnel, which includes supervisors, Head teachers and teachers for schools.

6. Required Resources by Component

(without the cost of land) *(Rs. in Millions)*

	Item	Cost
i)	Building	1350.00
ii)	Furniture	90.00
iii)	Equipment	90.00
iv)	Books & Journals	22.50
v)	Miscellaneous	45.00
vi)	Escalation @ 15%	191.70
	Total:	1789.20

Staff

		Per month	Per Year
A)	Salaries & allowances of 4950 personnel in NPS 11, @ Rs. 840/PM. person	50.24	602.88
B)	Salaries & allowances of 22,500 Personnel in NPS 7 @ Rs. 840/PM. Per Person	18.90	262.80
C)	Salaries & allowances of 4500 Personnel in NPS 1 @ Rs. 638/PM. Per Person	2.87	34 45
	Total:	72.01	900 13

PROJECT SYNOPSIS

1. **Project Title:** Improvement of Existing Primary Schools: Provision of 2 rooms accommodation in 1600 schools.

2. **Statement of the Problem**

2.1 There are about 11.5 million school-going age children at primary level. Only 6 million have an access to school and the remaining 50% do not have any school buildings available to them.

2.2 In very few cases schools are available but there are not enough class rooms in the school that can accommodate primary school children. As primary education is the birth right of every child and literacy is the *since qua non* for any kind of development, some strategy needs to be adopted to create access to school for all the children as early as possible.

2.3 Nearly one third of primary schools in urban areas are over crowded. The space norms imply 12 sq. ft. covered for a child. In most of the schools it is as small as 5 sq. ft.

2.4 In rural areas the number of class rooms in each school are not enough (should be one class room for each grade) and two or more grades share one class room.

2.5 The Sixth Five Year Plan provides a sum of seven billion rupees for the development of education facilities at the primary level. This program forms an important component of the primary education package.

3. Project Objectives

3.1 To provide sufficient physical facilities in schools in rural and urban areas.

3.2 To provide access of primary education to at least 75% children of school going age.

3.3 To decrease over crowding in the schools of urban areas.

3.4 To help in the reduction of drop-out at primary level.

3.5 To enhance literacy rate to 48% by 1988.

4. Expected Results

4.1 Minimise the number of shelterless schools for primary education.

4.2 Over-crodwing in the class rooms eliminated in urban and rural areas.

4.3 Improved literacy in rural areas.

4.4 Creating conditions for a better return on investment made in the sub-sector of primary education.

4.5 Imbalance of opportunities between rural and urban areas minized.

4.6 Drop-outs reduced at primary level.

5. **Main Activities**

5.1 Identification of schools where additional rooms will be aided.

5.2 Construction of class rooms under the supervision of DEO.

5.3 To provide necessary furniture and equipment.

6. **Project Budget**

(Rs. in million)

	Item	Cost
i)	Building @ Rs. 50 thousand/room	1,600
ii)	Furniture & Equipment	80
	Total:	1,680

PROJECT SYNOPSIS

1. **Project Title:** Production of Primary Education Kit and Imparting Teacher Training

2. **Statement of Problem**

2.1 The traditional notion of the development of instructional material was mostly confined to textbooks and charts. The Curriculum revision and the availability of new teaching methodologies had made it necessary that instructions should be imparted not only to teach but to create learning environments for teacher and taught. The learning process should be activity based and should accelerate child's thinking. This new approach to learning can be promoted through teaching kit.

2.2 A teaching kit was developed by the Educational Equipment Technical Assistance Centre, Lahore under the Supervision of the Ministry of Education. This project was partially funded by UNICEF. The kit contained 101 items and covered all the subjects of primary schools alongwith a guide book to facilitate the teacher to use the kit more effectively. Apparently the kit seemed quite useful and 59,683 kits were supplied to schools all over Pakistan.

2.3 Most of the teachers did not feel conversant with the kit during lesson preparation & presentation because of lack of training to handle it effectively. It is therefore planned to produce a teaching kit and train the teachers so that they can use the kit for lesson preparation and presentation. Provision will also be made to replenish the broken items and regularly replace consumable items.

3. **Project Objectives**

3.1 To develop a teaching kit which has more relevance to curriculum and learning needs of students, based on the outcome of the evaluation of the existing kit.

3.2 To involve the teacher in the use and production of low cost or no cost learning material.

3.3 To emphasize on concepts, through kit, in place of traditional stress on rote learning and bare facts.

3.4 To motivate the child with the help of models & toys of the kit toward continued learning.

4. **Expected Results**

The teaching kit project will provide:

4.1 Motivated teachers in use of concrete and tangibles items instead of abstract concepts.

4.2 Availability of learning material to primary school kids.

4.3 Students involved and actively participate in the learning process.

4.4 Clarity of concepts and the development of psychomotor, cognitive & affective domains of children.

4.5 Learning activity to provoke thinking of the students.

5. **Main Activities**

5.1 Evaluation of the existing teaching kit and identification of improvement of items.

5.2 Modification and development of items of the teaching kit and development of prototype.

5.3 Development on large scale.

5.4 Training of teachers so as to make sure that they can use the kit and explain the concepts clearly.

5.5 Distribution of kit.

5.6 Monitoring of progress.

5.7 Replenishing broken items.

6. Mechanism and Strategy for Implementation and Evaluation

6.1 The Ministry of Education shall carry out the evaluation of the existing kits and shall determine the extent of improvement. The Lahore Equipment Centre shall undertak the development of prototype & shall device mechanism for large scale production.

6.2 The distribution of teaching kit and to ensure that it reaches the schools, is one of the most important aspect of implementation. The existing Divisional Directorates of schools, have an infrastructure to distribute the kit, can be strengthened with manpower and financial resources for effective implementation of the project.

6.3 The training of master trainers to use the kit effectively will be undertaken through short courses. These master trainers will be drawn from Tehsil level and they provide training at the grass root level. The existing provincial Bureau of Curriculum and Extension Centres can play important role in the training.

6.4 The District Education Offices shall be entrusted the job of supervision and evaluation of the kit. Evaluation will be undertaken with the help of National/International expert on evaluation.

7. Required Resources by Component

(Rs. in million)

1.	Development & Production cost of 19,000 kits @ Rs. 800/- per kit.	15.2
2.	Development of Production cost of 16,000 kits for Mosque schools @ Rs. 350/- per kit	5.6
3.	Replacement of Broken kit items @ Rs. 50/- per kit for 60,000 kits.	3.0
4.	Training of trainers.	0.5
5.	Provision for distribution of kits	0.50
6.	To provide financial resources for implementation and evaluation of the project.	0.7
7.	Inflation costs.	2.04
	Total:	27.54

PROJECT SYNOPSIS

1. **Project Title:** Upgradation/Establishment of one Primary Girls School to Middle School in each Union Council.

2. **Statement of the Problem**

2.1 Pakistan has population of 83.78 million inhabitants of which 41 million are illiterate and most of these belong to rural areas. Over all literacy rate in the country is 26.2% but the ratio for female in rural areas is 5.5% and it is as low as 0.8% in rural Baluchistan. The over all participation rate at primary level is 43% and at secondary level it is only 15%. The situation is even worse for female education in rural areas.

2.2 Though there are socio-cultural barriers which inhibited the growth of female education, yet the fact remains that adequate physical facilities could not be provided for the education of female population. While looking at the statistics of the number of educational institutions and their enrolment, it has been observed that there are 1,635 female middle schools in which the total enrolment is estimated as 424,000. The average per school enrolment comes out to be 259 and average enrolment per class is 86, apparently a large number. Though these classes are divided into sections, yet these are just indications of the fact that the female middle schools are over-crowded due to lack of physical facilities.

2.3 With increased emphasis on quantitative expansion of primary education, and mixed classes at elementary level, i.e. class I—III, a large percentage of girls are expected to join the stream of secondary education. With quantitative expansion of the primary education, there is need for commensurate expansion at the secondary level, otherwise the gains from the primary education could not be consolidated and made permanent.

2.4 The Sixth Five Year Plan has recognized the situation of rural education and that of females in particular. According to the Plan: "In view of the prevalent indifference of most rural parents towards the education of their children compelled with their financial limitations, the chances of many students especially girls, leaving their homes to receive education are very remote." Any attempt to raise the educational level of rural areas and for the promotion of the principle of equality of educational opportunity shall have first to concentrate on the development of secondary education in the rural areas. Hence the highest priority in the proposed programme is assigned to raising rural primary schools to middle standard to provide education upto class VIII. According to the Action Plan, 2600 girls primary schools will be upgraded to the middle level.

2.5 The program is designed to meet the target of providing a Girls Middle School to every Union Council, thereby raising the number from 1400 to 4000. This would bring the educational facilities to the doorsteps of the rural people, and help to clear the large back log in female education. A more even geographic dispersal is central to the concept of spatial planning which attemnts to evolve equitable allocation mechanism for the amelioration of the back ward areas.

Project Objectives

The objectives of the project are to:

3.1 Provide equality of educational opportunity at the secondary level to rural female population;

3.2 Make secondary school facilities available to a large number of school-age female children;

3.3 Consolidate the gains of primary education and to make them permanent so that investment in the female education at primary level does not turn out to be a disinvestment;

3.4 Fully utilize the potential capabilities of the female population in the rural areas for the cause of national development.

4. Expected Outcomes

4.1 Each Union Council will have a girls middle school.

4.2 Assuming that on an average 40 girls are enrolled in class VI, the total intake capacity of the secondary school system for girls will be enhanced by 104,000.

4.3 The enrolment will go up by 312,000 in classes VI, VII, and VIII.

4.4 It will be possible to fill the vaccum of qualified school teachers in the rural areas where there is acute shortage of such teachers. Roughly about 50,000 secondary school graduates will become available for teaching jobs in the rural female primary schools.

4.5 With the availability of such qualified teachers, it will be possible to have further quantitative expansion of the female education so that to bring them at par with male education.

5. Main Activities

5.1 School mapping exercise inorder to indentify & determine criteria for the location of the proposed schools.

5.2 Designing of the school building, suitable for mountainous, plains and other geographical areas, which is durable & low cost.

5.3 Designing school furniture employing anthropometrics of school students.

5.4 Construction of schools by the provincial and Union Council authorities.

5.5 Recruitment & training of school teachers.

5.6 Selection of equipment & books etc. and ensuring their proper & timely supply to schools.

6. Required Resources by Component

Capital Expenditrure (Rs. in million)

	Item	*(Rs. in million)*
a)	Building	4,784.00
b)	Furniture	1,011.11
c)	Equipment	325.00
d)	Books & Journals	130.00
e)	Miscelllaneous	130.00
f)	Project personnel	144.44
	Total	6,381.55

ANNEX D-II.3

PRIME MINISTER MR. MOHAMMAD KHAN JUNEJO'S FIVE-POINT PROGRAM ANNOUNCED ON 31 DECEMBER 85 IN HIS ADDRESS TO THE NATION

The five-point program announced by Prime Minister Junejo in his address to the nation on 31 December 1985 immediately after the withdrawal of Martial Law, constitutes the basic framework of development for the next four years. It is an integrated action plan to ensure simultaneously the country's ecomomic growth as well as the development of factors which will make that growth possible. Basic to the program is the creation of a conscious, knowledgeable, productive and effective population.

Following are a list of the five basic points contained in Junejo's speech, and excerpts from the Government's decisions on ways to implement the programs in which the Ministry of Education plays a significant role. The decision to strengthen the Union Council role is central to the Education Action Plan which highlights the Union Council as a base for educational development.

FIVE-POINT PROGRAM

I. The establishment of a strong Islamic democratic political system based on the ideology of Pakistan.

II. Promotion of an equitable economic order, erradication of unemployment and ensuring the prosperity of the people.

III. Preparing the nation for the modern scientific age after removing unemployment from the country.

IV. Putting an end to bribery, injustice and other evils in society and giving a sense of security and justice to the people.

V. Consolidation of the national integrety and prestige through strong defense and balance of foreign policy.

1145D

ANNEX D-II 3

DECISIONS OF THE SPECIAL MEETING HELD 3 JANUARY, 1986

IN RESPONSE TO THE PRIME MINISTER'S FIVE-POINT PROGRAM

EDUCATION EXCERPTS

(b) Promotion of an Equitable Economic System

(i) During the next four years, Rs 7000 crores* will be spent on development projects relative to RURAL EDUCATION; supply of electricity to 90% of the villages; supply of potable water to most of the population; and setting up of a Basic Health Unit in every Union Council (in addition to the setting up of Rural Health Centers).
*(equivalent to $4,117,647,000. at the rate of Rs 17 to $1)

Action: Planning and Development Division in consultation with EDUCATION, Water and Power, Health and Social Welfare Divisions and the Provincial Governments

(ii) Proposals shall be submitted for consideration of the Government by the Local Government and Rural Development Division, in consultation with the Provincial Governments for STRENGTHENING OF THE LOCAL BODIES, ESPECIALLY THE DISTRICT AND UNION COUNCILS in order to gear them up for the purposes and tasks of rural development.

Action: Local Government and Rural Development Division in consultation with the Provincial Governments

(g) Problem of Unemployment

(i) A Committee, headed by the Deputy Chairman, Planning Commission and including SECRETARY, EDUCATION DIVISION and Secretary, Manpower Division should prepare a Manpower Plan for the consideration of the Cabinet.

Action: Deputy Chairman, Planning Commission
Secretary, MINISTRY OF EDUCATION
Secretary, Ministry of Labour and Manpower.

(ii) Proposals for the EMPLOYMENT OF THE EDUCATED UNEMPLOYED should be firmed up. The Summary for the Cabinet on the subject already prepared by the Planning Commission should be recast in the light of socio economic programs announced by the Prime Minister and put up for the consideration of the Government within a fortnight.

Action: Planning and Development Division

(h) PROBLEMS OF THE EDUCATION SYSTEM

(i) THIS YEAR (1985-86) 2.2% OF THE NATIONAL INCOME AND 9% OF THE FEDERAL GOVERNMENT BUDGET WILL BE EARMARKED FOR EDUCATION. IT IS PROPOSED TO INCREASE THE PERCENTAGE TO 3% OF THE NATIONAL INCOME AND 15% OF THE BUDGET DURING THE NEXT FIVE YEARS. THROUGH AN IQRA TAX ONLY, AN ADDITIONAL AMOUNT OF RS 500 CRORE* ANNUALLY WILL BE COLLECTED FOR EDUCATION.
*(equivalent to $294,177,600. at the rate of Rs 17 to $1)

Action: Planning and Development Division in conjunction with Finance and EDUCATION DIVISIONS.

(ii) A NATIONAL EDUCATION CORPS WILL BE SET UP UNDER WHICH ABOUT 100,000 EDUCATED YOUTH WOULD BE ABLE TO PLAY A FULL ROLE IN SPREADING EDUCATION. THE DETAILS OF THIRD PLAN WHICH IS EXPECTED TO COST ABOUT 100 CRORE* ANNUALLY SHOULD BE WORKED OUT BY THE EDUCATION DIVISION IN CONSULTATION WITH THE PROVINCES. THE WORK OF THIS CORPS SHOULD ALSO PREFERABLY BE INTEGRATED WITH THE PRIMARY SCHOOL SYSTEM. AN ADDITIONAL ADVANTAGE OF THIS CORPS WILL BE THAT THOUSANDS OF EDUCATED YOUNG MEN WILL GET GAINFUL EMPLOYMENT.

Action: EDUCATION DIVISION

(iii) RESEARCH FACILITIES IN SCIENTIFIC AND TECHNICAL FIELDS SHOULD BE ENHANCED. ADEQUATE RESOURCES SHOULD BE PROVIDED TO THE EXISTING INSTITUTIONS TO IMPROVE THEIR EFFECTIVENESS.
THE PRIVATE SECTOR SHOULD BE EXHORTED TO SET UP ITS OWN CENTERS OF RESEARCH AND DEVELOPMENT. INDUSTRIAL CONCERNS SHOULD SET APART A PERCENTAGE OF THEIR INCOME FOR THIS PURPOSE. THE PRESENT PROGRAMME OF SENDING ABROAD INTELLIGENT
AND CAPABLE STUDENTS AT GOVERNMENT EXPENSE FOR HIGHER SCIENTIFIC EDUCATION SHOUD BE FURTHER EXPANDED.

Action: Science and Technology Division inconjunction with EDUCATION DIVISION.

(j) Industrial Development and the Dismantling of Unnecessary controls on Investment.

(ii) All legitiment rights to labour should be protected and no tolerance should be shown for exploitation in any forn or matter. INDUSTRIALISTS SHOULD PROVIDE FOR THE EDUCATION OF THIER WORKERS CHILDREN and for other basic facilities in the interest of higher production and better labour-management relations.

Action: Labour Division, and Industries Division

Equal opportunities for all: Social evils to go: Junejo's address

The following is the English rendering of the Prime Minister's address to the nation on Tuesday:

My dear countrymen,
Assalam Alaikum

Today, I have the privilege of addressing you on an historic occasion. With the end of Martial Law, the dawn of democracy has brought us today a message of bright future, the beginning of a new era of stable democracy.

By the grace of Allah Almighty, we have passed the period of trial and have now entered into an era of democracy as a united people.

FUNDAMENTAL RIGHTS

This is an era of fundamental rights. The people have regained the rights which remained suspended for the last 20 years. In fact these rights were suspended as a result of the state of emergency which was imposed in 1965 and the people's government which came into power as a result of the 1970 elections also kept the people deprived of these rights these rights remained suspended till yesterday. Thank God we have now restored these rights to the people. These rights are the foundation of democracy, a symbol of a democratic society and sign of the dignity of the nation and the country. These rights ensure an equitable economic system for everyone. Now you are the custodian of the rights. I hope that these rights will be exercised in the national interest and will help us proceed forward from the destination which we have reached today (Tuesday).

This is a success of the people of Pakistan and it is a proof of their political sagacity. The restoration of democracy is the result of the decision you took during the elections of February 1985.

NEW MILESTONE

Today we stand justified before history. Those who opposed us and had not taken part in the elections, did not believe that there could be an end to Martial Law. But today all uncertanties have vanished.

Today I sincerely invite them all to forget the past differences and bitterness and join us in celebrating the historical occasion of happiness.

The journey towards democracy with which we are starting afresh is a new milestone in our history.

Let us pledge as a dignified nation on this historic occasion that in future there should be no change of government in this sacred land either through agitation or through Martial Law but the formation and change of government should be through a democratic process.

To fulfil this pledge, we must strengthen our democratic traditions and build up the democratic institutions on a solid footing, so that the democratic system can face all challenges and meet the expectations of the people. My government during the next four years, would give the first priority to the strengthening of the democratic system and establish healthy political traditions, which include the free expression of differences of opinion and an opportunity for healthy and constructive criticism.

SALIENT FEATURES

Ladies and Gentlemen,

I would like to present before you some salient features of the programme which we would implement for the betterment and prosperity of the people and for making Pakistan a modern Islamic State in the next four years.

My programme has five important points:

(1) The establishment of a strong Islamic democratic system on the basis of the ideology of Pakistan;

(2) Promotion of an equitable economic system which would eliminate unemployment and make the prosperity of people certain;

(3) After elimination of illiteracy to prepare the people for modern scientific age;

(4) Launch 'Jehad' against brbery, injustice and corruption in the society so that the sense of security and justice among the people is strengthened;

(5) Consolidation of national integrity and sovereignty through strong national defence and non-aligned and balanced foreign policy.

BASIC OBJECTIVES

I believe that by implementing this programme, we could fulfil the aspirations and wishes of the people and attain in the basic objectives of the creation of Pakistan.

We achieved this country with the commitment that Islamic values would be promoted here, there would be democracy, economic justice and equal rights for everyone. We could not fulfil this commitment so far. I do not want to explain again our shortcomings and past failure but would like to remind you of the words of the Quaid-i-Azam, while addressing the Sibi Darbar in 1948:

The Quaid said: "It is my belief that our salvation lies in following those golden principles set down by our great law giver Prophet Mohammad (PBUH). Let us lay the foundation of democracy on correct Islamic thought and principles. Allah teaches us that the decision in State affairs should be taken in the light of mutual discussions and consultations"

ERA OF DEMOCRACY

In the new era of democracy, we would always keep these words of the Quaid-i-Azam and the ideology of Pakistan, as envisaged by Allama Iqbal, in our mind.

The pivotal point of the thoughts of the Founder of the Nation, the Quaid-i-Azam and the architect of Pakistan, Allama Iqbal, was the creation of an equitable Islamic society,

151

based on Islamic judicial system—a society which may generate the fulfilment of spiritual and national needs of the Pakistani nation.

There has been significant development in promoting Islamic system in the country for the last eight years but enforcement of Islamic order is a continuing process and to make it more successful it is necessary to continuously review all the previous steps in this regard. Whenever necessary, these steps will be accelerated. In order to promote the Islamic brotherhood and national integrity, my Government would accord prime importance to such steps.

IDEOLOGICAL UNITY

In order to strengthen the ideological unity of our country it is also necessary that all the citizens of the country whatever be their province or region, should be imbued with feeling that it is their own country and they have got equal chances to utilise its resources and play their role in the development process and that the national issues are their own issues.

A real synthesis of the rights and obligations would be achieved when every Pakistani is ready to sacrifice for his country and prefers national interests over personal ones. This was the great spirit which created Pakistan and by strengthening this spirit the goal of Pakistan's development and security would be achieved. For the next four years, I would try to create a sense of participation among each and every citizen of the country so that the ideological unity of Pakistan is strengthened.

PEOPLE'S PARTICIPATION

The important measure to achieve this goal is enforcement of such a political system which may ensure participation of people from local to national levels. This is the essence of democracy.

The main cause of the crises we had to face in the past was that after coming into power, the rulers threw aside all the democratic principles, ignored the people and cared only for personal and group interests. Due to these blunders the course of democracy could not continue, people lost confidence, chaos was created which led to agitation and finally to Martial Law.

It is a great tragedy of our history that out of 38 years of our existence we have spent a period of 17 years under Martial Law and when the Martial Law was removed, no attention was paid to strengthen the democratic system.

CRUCIAL MOMENT

Now, with the grace of God once again the power has been transferred to the civil Government at the Federal and Provincial levels. We are at a crucial moment of our history. Insha Allah, with our utmost sincerity, we would bring the process of political democracy into the second lap, strengthen the democratic values and democratic institutions so that in future the change of government occurs through democratic way. But only the Government cannot establish this methodology. The people out of Government should also realise that democracy cannot be brought through slogans and that in order to bring democracy, there is need to adopt democratic behaviour and follow democratic ways.

As far as the Government is concerned, I assure you that it would follow the democratic principles. At the same time, I expect that every politician and political party would follow the democratic principles. It is their national obligation also to follow democracy and if they have disagreement on any matters, to express it democratically. We would provide sufficient time to the political parties to organise themselves and establish contacts with the people for next elections.

If still some politicians and political parties think in terms of politics of agitation, I would request them to learn lessons from our own political history. The experience of 1958, 1971 and 1977 are before you and now after a period of eight and a half years a democratic process has been started and it is obligation of each one of us to unitedly nurture the plant of democracy. No hinderance should be placed in the process of democratisation started in the country.

PEACEFUL CONDITIONS

This process should go on in peaceful conditions, up-till the next general elections, for a peaceful atmosphere in the country and ensuring economic development and social justice.

Ladies and Gentlemen

The basic objective of my economic programme is the formulation of such an economic system which should benefit poor masses and effective steps are taken for the development of under-developed areas and classes of the country. Being an elected Government, it is our duty to formulate such economic policies which may result in acceleration of agricultural and industrial development and all the citizens and regions of the country may equally benefit from the fruits of these developments. These principles are not only the basic principles of Islam but in fact the national economy cannot achieve desired development until we achieve balance and equilibrium in society by creating equal chances for everyone.

The real foundation of the national economic development is not the material resources but it is the level of mass participation in the development process. Democracy does not mean only that the people elect Government every five years. The real benefit of the democracy would be achieved only when the entire capabilities and full potential of the people is harnessed for the national development. My programme does not aim at mentioning the details of the services I would render for you, but actually it aims at pointing out the goals and targets which we would collectively achieve. An economic system based on the principles of social justice is our primary aim.

HISTORIC GOAL

I want to identify such vital and concrete programmes and policies which may enable us to achieve this historical goal.

Seventy per cent of the total population of Pakistan lives in the villages but these villages could not get equitable proportion of the total development of the country for the last 38 years. Eighty-five per cent of our rural population is illiterate, 80 per cent does not get potable water and more than half of the total population is deprived of the basic health facilities.

I have been observing for years this regrettable helplessness and deprivation in the eyes of the poor people of my own area. For this reason, one of the purposes of my political life is to lay the foundation of a real revolution in the rural life.

For this purpose, I have decided that the priority given to rural programmes under the Sixth Five Year Plan is not only acted upon, but also that these programmes are made more effective by enlarging their sphere. Insha Allah, during the next five years at least Rs. 7,000 crore will be spent on rural education so that education facilities become freely available in rural areas; to supply electricity to about 90 per cent villages and to build a network of roads in the countryside so that they could be connected to the mainstream of national economy. During this period, potable water will be supplied to most of country's population and a Basic Health Unit will be set up in every Union Council.

AGRICULTURE UPLIFT

It is my firm hope that these steps would not only accelerate agricultural development, but would also usher in a new era of industrial development in the rural areas.

Agricultural development is the basic pillar of rural progress. If agricultural development is rapid, it not only increases the income and employment opportunities in the rural areas, but also boosts development in the agro-industries as well as in other related fields.

During the last few years the pace of agricultural development has been satisfactory. But, the per acre yield of many crops is still too low and we are spending more than Rs. 1,200 crore on agricultural imports each year. Besides this, our peasants particularly the small farmers are facing tremendous difficulties. There is a great need to find out practical solution of all these problems and to step up agricultural development. Therefore, I have decided to constitute a high-powered agricultural commission. This commission will submit its recommendations to the Government after looking into all these problems and opportunities. The constitution and jurisdiction of this commission will be announced soon.

SALINITY & WATERLOGGING

The problem of salinity and waterlogging need our special attention in order to conserve our resources and to gear up the pace of agricultural development. I have decided that Rs. 1,500 crore would be spent in the next five years on salinity and waterlogging projects.

For progress towards an equitable economic system the inhabitants of Katchi Abadis need our immediate attention next to the rural population. Twenty per cent of our urban population lives in such localities where basic amenities of water, sanitation, education, health and transport are not available. The young and old as well as the children live in an unhealthy atmosphere of a single smallroom. In Karachi, Lahore, and other big cities one-third of the total city population lives in Katchi Abadis. These problems have reached such an extent that our present local bodies are incapable of solving them due to their limited resources and numerous responsibilities.

I have a firm belief that through a comprehensive and an integrated programme, we would be able to stop that tendency of migration from rural areas to urban areas which came into being because of neglect of rural development in the past. However, it is essential that immediate measures should be adopted for the welfare of those who come to cities to earn their livelihood and are living under unhealthy conditions of Katchi Abadis.

Therefore, I have decided to set up a new cell at the Federal level to solve the problems of Katchi Abadis which would strengthen the programme of provincial government, extend financial assistance and help the dwellers of Katchi Abadis to locally envisage low cost plans which could provide them the basic amenities. Proper measures will be taken to give permanent occupation rights to the permanent inhabitants of Katchi Abadis. A real solution of these problems is possible only when the dwellers of Katchi Abadis act jointly and co-operated with each other on self-help basis to solve their problems.

HOUSING POLICY

We will also review our Housing Policy to solve the problems of low income groups. In this regard, we are launching seven-marla scheme in the rural areas to enable the poor and needy to get small pieces of land. In view of our past experience, allotment of official land will be done through a ballot under this scheme. Only low income people would be able to benefit from this scheme.

This third important problem, which would be given particular attention, is the problem of unemployment. Although it is not possible for any developing country to fully solve the unemployment problem but it is essential to control it particularly educated unemployment. During the last few years many Pakistanis got employment opportunities abroad. Hence the unemployment problem remained under check. Now the number of workers coming back home exceeds those going abroad each year. Therefore, we will have to set up employment opportunities within the country. For this purpose we are preparing an Integrated Manpower Plan which would be put into action soon. An important part of this plan relates to the provision of jobs to the educated youth. In this regard, steps would be taken both in the public and private sectors.

EDUCATION

An important part of the public sector programme relates to education. As I would explain later, this would require the additional services of about one lakh teachers. Besides this we would also start a special programme to provide jobs to doctors, engineers and other qualified persons. There is a proposal under consideration that all candidates should be provided computerised information about all Government jobs and vacancies at a nominal fee. This service can be supplied to all areas through banks and post offices. Besides providing more job opportunities in the public sector, it is essential that maximum number of youth should get work in the private sector. For this purpose, the private sector should be given such concessions which would provide a better chance to the youth to play their role in the national economy. In this regard there is a proposal, which would be put into action soon, that youth should be given an opportunity to form co-operative societies in order to set up their own businesses. Youth Investment Advisory Centres will be set up in each province

guide these societies of the ith. The doctors, engineers, d other trained young men ll be given loans through nks on soft terms to start nall-scale business.

JOB OPPORTUNITIES

The purpose of providing bs to all citizens of the coun-y can only be achieved by celerating the pace of agricul-ral and industrial develop-ent. I have mentioned earlier bout agriculture. Without odern industry a country nnot develop. Some policies the past hampered our dustrial development—invest-ent fell to the lowest ebb be-des the imposition of various strictions and uncalled for ontrols in the economic sys-m. This not only discouraged vestment as a whole, but lso resulted in shifting of the ain responsibility of provid-g jobs to the public sector. or this reason a National leregulation Commission is valuating the whole spectrum f controls and regulations so hat unnecessary restrictions would be lifted.

INDUSTRIALISATION

Besides this, it is essential hat all industrial preferences hould be looked into in order o make Pakistan a modern ndustrial country, so that ew industries could be set p in the private sector, and he machinery of old industrial nits could be modernised and nodern technology could be sed to increase production. or this purpose an Industrial ommission is being set up hich would soon submit its re-ommendations to the Govern ent after evaluating the pre-ent policies and procedures.

It would be the endeavour f my Government to enable he people to participate in he economic development of he country in accordance with heir capabilities as freedom as being restored in the poli-ical field. These steps would trengthen the private sector. ll citizens will get equal op-ortunities, the number of jobs would increase and the cur-ailment of the unnecessary uthority of the officials would educe corruption and other alpractices.

Here I would like to make t clear that we only want to emove unnecessary restric-ions. This does not mean at ll that we would give up the policy of strengthening our economy according to our na-tional priorities and on equit-able foundations. We would formulate our economic poli-cies, as a whole on such lines that progress towards our na-tional objectives continues and there is no uncalled for inter-ference in small matters on the part of officials. Similarly the creative capabilities of industrialists and technicians would be free. On the other hand the pace of national deve-lopment would be geared up through an equal participation of all areas.

INDUSTRIAL PEACE

Labourers and workers are an important part of industrial peace and to increase indus-trial production. It is my Gov-ernment's firm determination that all due rights of labour should be protected, and that they should not be exploited. It is an obligation of the indus-trialists to provide for their children's education. Whereas we have been extending so many concessions to the private sector, particularly the indus-trialists, the Government ex-pects that they would treat their workers with justice and beneficiences in accordance with the Islamic principles.

Our labourers are patriotic and hard working. They have earned goodwill for Pakistan abroad and they are playing an important role in the nation-al economy by remitting pre-cious foreign exchange. I assure the workers within and outside Pakistan that the Government will always protect their inte-rests.

ENERGY

Energy also plays a very important role in the industrial development. Our present re-sources of energy are far less than our needs, we are spend-ing a large portion of our in-come on the import of energy resources. Three quarters of our total energy requirements are being met by oil and gas. We have accelerated our efforts for exploring new resources of oil and gas. The beginning of offshore exploration of oil is a part of this. The recent achievements in oil and gas have proved that God Almighty has certainly blessed Pakistan with these resources.

Efforts would be made to utilise coal which is found in abundance in Pakistan for power generation and for other uses. But as you all know, it takes many years to complete a power project.

Hydroelectricity forms the major component of our power generation and it is greatly effected by shortage of water in winters. We are forced to resort to load-shedding during winter. The Government is determined to reduce the load-shedding to the minimum. Every effort would be made to reduce the effect of load-shed-ling on agricultural and indus-trial production. We will also try to use other sources for power generation other than hydro-electric, in order to get rid of load-shedding. Thermal power stations will be estab-lished and atomic energy pro-gramme will be continued. But as long as load-shedding is unavoidable I appeal to the nation to observe economy in the use of electricity.

Ladies and Gentlemen!

I want to remind you that the Muslims of the Indo-Pak sub-continent started the strug-gle for their rights from the education sector.

Our great leaders took a timely decision that the economic and political backwardness of the Muslims can be removed only by spreading education and paying special attention to female education. The freedom movement was greatly streng-thened by this and the Musl m nation was successful in gett ng an independent homeland. But it is regrettable that after inde-pendence we ignored our educa-tional objectives. Today even after 38 years the majority of our population is still illiterate though without proper educa-tion due progress is not possi-ble in any field. Once again my Government pledges with full responsibility to achieve this goal that in the next few years, illiteracy will be completely era-dicated. In order to achieve this objective we will start a move-ment, which not only at Govern-ment level but also through po-litical and social process, will mobilise the full strength of the nation to endow every adult and child with the basic bless-ing of education.

For the last few years we have been spending only 1.5 per cent of our national income and five per cent of national budget on education.

454

This year we will spend 2.2 per cent or our national income and nine per cent of budget on education and, Insha Allah, during the next five years this ratio will be increased to 3 per cent and 15 per cent, respectively. Through Iqra Tax only, an additional amount of about Rs. 500 crore annually would be collected for education.

EDUCATION CORPS

My Government has decided to set up a National Education Corps under which about one lakh educated youth would be able to play full role in spreading education. The details of this plan, which will cost about Rs. 100 crore annually, will be presented to the nation in the near future. This plan will be an additional endeavour which will further supplement our present efforts in spreading the primary education. In this way thousands of educated young men will get employment on the one hand and on the other the nation will get rid of mass illiteracy and, Insha Allah, the ratio of education which is at present one fourth (25 per cent) of our total population will be doubled, i.e., 50 per cent of total population.

Besides increasing the educational facilities we will also pay full attention to raise the standard of education at every level and create opportunities to promote science and technology. Now-a-days no country can call herself developed without science and technology. Modern technology is essential for the progress in all walks of life. The Government has decided to make all-out efforts for the acquisition of science and technology to encourage the scientific and technological capabilities and especially to improve the technical education and research are very important in this regard. The Government's endeavour would be to considerably increase the research facilities in the fields of scientific and technical education and to provide adequate resources to these institutes so that they can play their role more effectively.

RESEARCH CENTRES

The programme of sending abroad intelligent and capable students on government expenpense for higher science education is already underway and would be further expanded. It is also the responsibility of the private sector industries to set up research centres and expand research activities in order to reap benefits of modern technology. They should set apart a portion of their income for research work. In this way the quality of our products will improve and the research workers will also be patronised.

Besides getting education the students should follow the footsteps of their foretathers, try to acquire their qualities, take active part in creating a good society and should avoid frittering away their precious time in wasteful activities. The sanctity of the educational campuses and respect for teachers is the prime duty of the students.

ISLAMIC VALUES

Ladies and Gentlemen!

We want to promote the Islamic values of brotherhood, equality, trust, honesty, justice, benevolence and mutual reliance in our society. The social system given by Islam fully protects the human rights. My Government will be the custodian of these rights and make sure the supremacy of Judiciary. Law years play an important role in securing justice from the courts for the ordinary citizens. I also request them to realise their responsibilities and keep in mind the compulsions of the Constitution and requirements of justice.

There is not doubt that nowadays an ordinary person suffers from sense of insecurity. There are many causes of this phenomenon and my Government will try to remove this sense of insecurity

SOCIAL EVILS

Our Government is determined to eliminate corruption at all levels by eradicating social evils. We are determined to root out these evils. The Government will make no concession to corrupt officials and will make a constant evaluation of Government servants' performance and sense of honesty. The process of accountability will be observed and no discrimination will be made on the basis of rank or seniority. The criterion of honesty will be the basic qualification for appointments on senior posts.

If we make an analysis of the malpractices permeating our society we will find that these have many motives. For example, the desire of becoming rich overnight pomp and show, unlimited powers of officials, misuse and unreasonable use of authority and intentional delay in decisions. It will be our endeavour to eliminate all such motives.

In this regard the elected representatives can also play an important role. They are well aware about the local situation in their areas.

MINISTERS' ASSETS

It is incumbent upon them to use their influence in eradicating corruption and also present themselves as models I have also decided that all my Ministers will declare their assets and they will have to do so again while relinquishing their present posts.

Eradication of the curse of bribery from society constitutes an important part of my social programme. In this regard Eradication of Bribery Committees are being set up at divisional level. Each committee will be headed by the elected member of the National Assembly of that area. Besides the elected members of the Provincial Assembly and the local bodies, the committee will include representatives of the divisional administration. The committee will trace out the corrupt officers with the co-operation of the people of the area and take effective steps to control bribery.

ULEMA ROLE

Ladies and gentlemen!

In order to strengthen democracy everyone has to strive within his sphere. In our society the ulema have got a prominent status. The prominent role played by them in the Pakistan Movement cannot be ignored. Their services in strengthening the national and ideological unity have an important place. I hope that during the new democratic era their support will be coming forth.

Women are half of our total population and it is obvious that no nation can ignore its half population. Woman has a prominent place in our society. I am happy to see that women are playing an active role in the Assemblies and other walks of life. The Government will pay its full attention towards their rights and welfare.

455

I am sure that by fully participating in the process of economic and national reconstruction, they would fulfil their obligations.

WRITERS, NEWSMEN

Our journalists and writers are a part of society. They influence the hearts and minds of the public. During this period they have onerous responsibilities. The Government believes in the right of free expression but the journalists, while utilising the freedom of expression have to introduce responsible journalism in the country.

It is our desire that the journalists and writers positively participate in the process of national development and maintain democratic and Islamic values.

GOVT. SERVANTS

The role of the administration is very important in every society. The Government employees not only participate in the administrative affairs of the Government but their attitude also effects society.

I am sure that while realising their responsibilities they would perform their duties with utmost devotion, sincerity and honesty

MINORITIES

Pakistan is an Islamic State. Our Government is responsible for protection of the rights of minorities. Pakistan's history bears testimony to the exemplary safeguards enjoyed by our minorities. The protection of their lives, property and rights is our religious and moral obligation.

I am pleased that the minorities in Pakistan are fully participating in the affairs of the country. They have got representaton in the National and Provincial Assemblies. I want to assure the minorities that my Government would fulfil its obligations for protecting their rights.

Ladies and Gentlemen-

I have presented the salient points, aims and objectives of my political, economic, educational and social programmes. Although these fields are very important in national life, if the country is intact and safe then everything is there. There is politics, there is boom in economy and there is the good society. I assure you that the Government is fully aware of the requirements of national security and steps are being taken to strengthen it.

ARMED FORCES

On this occasion I would pay tribute to the officers and jawans of Armed Forces for rendering great services for the defence of our beloved country in the past. With the blessing of God our soldier is not only equipped with modern defence technology but due to his enthusiasm and spirit he is the trustee of Islamic values.

In order to ensure the geographical security of our country, we would pay attention towards improving the capabilities of our Armed Forces. But national defence is not the responsibility of the Armed Forces only, it is the responsibility of the whole nation. The defence of the ideological frontiers of the country is the responsibility of the nation.

We would strengthen the national ideology and the ideological unity and, in order to enhance the national prestige would continue to follow our peaceful foreign policy.

FOREIGN POLICY

Ladies and Gentlemen!

The foreign policy has been discussed at length in Parliament. The honourable members of Parliament have evinced keen interest in the discussion and expressed their opinion. I myself pointed out the basic motives of the foreign policy of my Government and submitted the details of the action taken there upon.

Without repeating them all, I would restrict myself only to saying that the foreign policy of Pakistan will, Insha Allah, be reflective of the national aspirations; and dignity and interests of the country will also incarnate the feelings of the people of Pakistan. We believe in the foreign relations based on principles and would, Insha Allah, continue to strictly observe the ideology of Pakistan in our principled foreign policy in future as well.

Ladies and Gentlemen!

This is for the first time in the history of our country that a newly elected Government just assuming power is facing great challenges like lifting of Martial Law, restoration of constitutional system and betterment of the nation and the country. From the very first day the whole nation was looking towards its elected Government and Parliament. I would thank the members of National Assembly and Senate for their courageous and sagacious co-operation for the fulfilment of nation's expectations and bringing the country on the road of democracy.

I would thank the President Gen. Mohammad Zia ul-Haq. He accomplished the programme he gave to the nation for lifting Martial Law.

Ladies and Gentlemen!

This country belongs to the people. The people have offered many sacrifices for its creation. This country is a trust of the Quaid-i-Azam, a trust of those martyrs who strengthened its foundations by their blood, a trust of those Muslims who sacrificed their lives in its defence and above all it is a trust of millions of youth, old, children, and women who worked day and night for its creation. This is the result of their struggle that today, we are leading a life of respect and prestige.

DEFENCE

I assure you as the Prime Minister that all our efforts will be aimed at defence of our sacred land, people's prosperity and upholding of Islamic ideology. Insha Allah, we will come up to the expectations of the people of Pakistan for the confidence they have reposed in us.

Now when the democracy has been restored, let us all join hands to strengthen it,

—If democracy is strengthened, the ideological basis will be strengthened,

456

—If democracy is strengthened, everybody will get a chance to participate in the national affairs.

—If democracy is strengthened, the violence will be replaced by nobility and serenity in the political process.

—If democracy is strengthened, the elected representatives will be able to play their role in freeing society from corruption.

—If democracy is strengthened, there will be justice and balance in the society.

Inshaa Allah we will follow the democratic values in accordance with Islamic injunctions. We will strengthen democratic institutions and will establish solid democratic traditions in the country which will guarantee the supremacy of the people and integrity, progress and prosperity of Pakistan.

I pray to Allah that He may provide us guidance at each and every step.

ANNEX D-IV

ANNEX TO CHAPTER IV

ORGANIZATION, MANAGEMENT AND ADMINISTRATION OF THE PRIMARY AND NON-FEDERAL EDUCATION SYSTEMS

ANNEX D-IV.1

THE ORGANIZATIONAL AND MANAGEMENT STRUCTURE OF EDUCATION IN PAKISTAN MAY, 1986

TABLE OF CONTENTS

4. District Level
   a. Organizational Structure
   b. Duties and Responsibilities

5. Sub-Divisional/Tehsil Level
   a. Organizational Structure
   b. Duties and Responsibilities

C. Baluchistan

1. Provincial Department of Education
   a. Organizational Structure
   b. Duties and Responsibilities

2. District/Tehsil Levels
   a. Organizational Structure
   b. Duties and Responsibilities

D. Sind

1. Provincial Level: Education and Culture Department
   a. Organizational Structure
   b. Duties and Responsibilities

2. Divisional Level
   a. Organizational Structure
   b. Duties and Responsibilities

3. District Level
   a. Organizational Structure
   b. Duties and Responsibilities

4. Sub-Divisional/Tehsil Level
   a. Organizational Structure
   b. Duties and Responsibilities

Concluding Page

1145D

ANNEX D.IV.1.

THE ORGANIZATIONAL AND MANAGEMENT STRUCTURE OF EDUCATION IN PAKISTAN

Three federal ministries in the government of Pakistan are directly involved in the management of the country's educational system. These are the Ministry of Planning and Development, the Ministry of Finance and the Ministry of Education, which occupies the central role. Federal involvement in education consists of the general responsibilities for direction and development, planning and coordination, policy guidance and standards. The Ministry of Planning and Development has an education unit which reviews all educational development plans requiring federal funding. These plans are in practice contained in Annual Development Plans (ADPs) which are formulated during the year for implementation in the next fiscal year. Provincial ADPs are developed by respective planning and development units at the local levels and submitted to the Ministry of Planning and Development, through channels. The Ministry of Finance, as its nomenclature implies, is in charge of providing the funds for approved educational projects with a federal aid component. The day-to-day affairs in federal-provincial relations concerning educational management are conducted by the Ministry of Education, which is the national overseer of the country's educational system. It is the main responsibility of the Ministry of Education to insure that the national education policies, objectives and standards are observed and implemented by all concerned from the federal to the provincial and local levels of management.

This ANNEX is aimed at providing the raw data on the management structure of Pakistan's educational system, starting from the Federal Ministry of Education, to the provincial and local strata. It presents, for ease of reference, the educational organization and administrative charts, as well as the duties and responsibilities of major offices and functionaries at each level of management. The coverage should provide the general and specific contexts for the management of primary education in the country.

Since the purpose of this Annex, as indicated earlier, is merely to provide a reference and data base for analyses, there is no critique and discussion beyond factual presentation of the organizational charts and duties and responsibilities based on documentary review and results of the field survey. The regular text of the Team's report on the subject makes up for this lacuna. The rational for this Annex is self-evident. Its inclusion in the regular text (as will be obvious in the reading of it) would have clogged the discussion with liturgical, if not boring, materials and details which impede easy reading and deduct from concentration on the main points. Needless to add, the chapter dealing with the subject would have been voluminous.

THE FEDERAL MINISTRY OF EDUCATION

Organizational Structure

The attached Chart No.1 shows the organizational structure of the Ministry. As can be seen, it is headed by a Minister, together with an Education Secretary, both of whom have the over-all responsibility for providing general direction and policy guidance. The Ministry has nine (9) wings, namely: Administration, Planning and Development, Primary and Non-Formal Education, Higher Education, Federal Institutions, Sports and Welfare, Curriculum, Science and Technology and

International Cooperation. The following pages show the organizational structure of the above wings, followed in each case by a statement of duties and responsibilities of each major office, all of which are self-explanatory.

Attached Semi-Autonomous Bodies

To the federal structure should be added attached semi-autonomous bodies which have their own internal organization, usually headed by a Director General or Chairman, assisted by administrative and technical/professional staff. These bodies include the Literacy and Mass Education Commission (LAMEC), the Academy of Educational Planning and Management (AEPAM), Allama Iqbal Open University (AIOU), Academy of Letters, National Institute of Psychology, University Grants Commission (UGC) and the National Education Council (NEC). Three of the attached bodies are especially worth noting because of their involvement in some aspects of primary and non-formal education. These are LAMEC, AEPAM and AIOU.

LAMEC was established in 1981 to evaluate strategies, develop plans and suggest measures on literacy and non-formal mass education program, as well as recommend improvements and arrange follow-up materials for literacy. The Academy of Educational Planning and Management was established in 1982 by the Ministry of Education. To this Academy was entrusted the major tasks of organizing training and research programs in the field of educational planning, management and supervision, including provision of valid, reliable and up-to-date statistical data on the educational system. The Academy has recently been designated as the national center for the development of computerized Educational Management Information Systems. It will assist in identifying data requirements for planning and management, provide specialized training programs in the area of computers and management information services, develop systems and programs relating to desired output formats and initiate work on trends analysis, input and cost projections.

The Allama Iqbal Open University was actually founded in 1974. Initially called "The People's Open University," it provides part-time educational facilities through correspondence courses, tutorials, seminars, workshops, laboratories, television and radio broadcasts and other mass communication media. The University uses the distance learning model and is a multi-media, multi-level, and multi-method teaching institution. It has since developed some 104 courses which include basic functional and functional non-credit, education, matric, intermediate and teacher's training (both primary teachers orientation course - PTOC - and PTC - Primary Teachers Course). The University covers the whole territory of Pakistan and all its activities in this regard are organized and maintained by some 15 regional centers (including sub-office), spread throughout the country.

PROVINCIAL DEPARTMENTS OF EDUCATION

Provincial departments of education have the basic responsibility of promoting the cause of general, technical and scientific education and implementing the educational policies formulated by the Federal Government. They are free to develop any type of educational institution and to provide any material and content which do not come into conflict with national goals and policies. In this context, they can be said to be independent and autonomous.

The management structure of education in the provinces generally follows a basic pattern, in fact, almost identical in many respects, including main duties and

responsibilities of officers. Each province has a Department of Education which formulates educational policies and coordinates the activities of the various levels of education in the province, taking into account national educational objectives, policy guidance and standards. The downward hierarchy of public school administration through the 12th Grade starts from the Department to, Divisional, District, Tehsil (sub-district), Markaz, Union Council and to the individual schools and classrooms. A region is composed of divisions; a division consists of districts; and districts, in turn, are composed of tehsils. On the average, a tehsil consists of 7 to 10 markaz and a markaz is composed of a similar number of union councils. Some 7 to 10 villages may compose a union council.

The above levels of public school administration form a parallel to the officially recognized units of local government (namely, Divisions and Districts with their sub-divisions into tehsil, markaz and union council), which have their own organization, representative bodies and roles as arms, mainly, of the Department of Local Government and Rural Development. These units of local government do serve as convenient administrative units for the Department of Education and other departments, such as Agriculture, Health, etc.

The following pages present the organizational structure and functions of the main offices and functionaries of each of the provincial departments of education, down to the local levels of administration, as gathered from documentary reviews and field interviews.

I. PUNJAB

Organizational Structure

The attached Chart No. 2 shows the organization of the Department of Education in the province of Punjab. As can be seen, the Department is headed by a Minister who, normally, is not an educator, but a political officer and member of the Governor's Cabinet in charge of education matters. The administrative head of the education machinery and real Chief Executive Officer is the Education Secretary, who is a professional educator and member of the Civil Service of Pakistan (CSP) corps of career administrators. The Education Secretary is assisted by two Additional Secretaries: (1) Additional Secretary (Establishment) and (2) Additional Secretary (Academic).

Directly under the Additional Secretary for Establishment are three Deputy Secretaries (DS) -- for Schools, Planning and for Establishment. Three Deputy Secretaries also assist the Additional Secretary for Academic Affairs. These are the Deputy Secretaries for General, Academic and Technical. Each of the Deputy Secretaries have Under Secretaries or Section Officers with respective areas of responsibility. All these functionaries constitute the professional support staff of the Education Secretary.

Duties and Responsibilities

1. Education Minister

   Responsible for policy matters concerning the Department, conducting the business of the Department in the Provincial Assembly, submitting cases to the Governor, seeking his approval on important decisions and keeping him informed of important developments in the field.

2. Education Secretary

The Education Secretary is the Administrative head of the education machinery in the Province of Punjab and is responsible for its efficient administration and proper conduct of business. The Secretary is assisted by a number of Additional and Deputy Secretaries. His major responsibilities are diverse and complex because of his position as the Chief Executive of the Education Secretariat, the professional leader of all the Directorates, Boards and Bureaus, and the political Head (representing the Governor) of the entire educational system in the province. Therefore, in the exercise of his responsibilities, the Secretary should equally allocate his time and energies proportionately to meet the three components of his responsibility:

a. Administrative Matters: meetings with Deputy Secretaries, attending to matters relating to accounts, staff, development projects, policies, etc.

b. Professional Matters: meetings with Directors of Education, Boards, Bureaus, Principals of Colleges, Vice-Chancellors, etc. on issues relating to academic, facilities and services of the institutions.

c. Ceremonial Political Matters: meetings with the Governor, Chief Secretary, other Secretaries, external visitors of crucial interest to education; attending functions, e.g., opening/closing/launching ceremonies on various projects, schemes, centres, etc., on education.

3. Additional Education Secretaries

The Additional Education Secretary (Establishment) oversees departmental affairs relating to schools, planning and internal secretariat services, including cases of promotion, move-overs, etc. In this task, he is assisted by Deputy Secretaries for each of the above areas of responsibility. The Additional Education Secretary (Academic) is in charge of general services (relating to complaints, policy implementation, coordination, pensions), academic affairs (universities, colleges, boards, etc.) and technical/special services, including foreign aid projects, physical education, scholarships, etc.

4. Deputy Secretary (Schools)

Responsible for matters relating to school education, non-gazetted schools and nationalized schools.

a. Under Secretary SE (School Education)

All matters of Class I and Class II (Grade 17 and above) officers of school site including forwarding of applications for employment in the country and abroad.

b. Section Officer, NG (Non-Gazetted Schools)

All matters pertaining to NG establishment of Directorates of Education, including secondary school teachers (SST). Senior Vernacular Teachers (SC), Primary Teacher Certificate (PTC) and Elementary School Teacher Certificate (ESTC); litigation work, student teacher's ration relating to primary schools.

c. Under Secretary, NS (Nationalized Schools)

All matters relating to nationalized and provincialized schools and their services; non-gazetted establishment of colleges and schools, and all matters concerning non-gazetted ministerial field staff.

5. Deputy Secretary (Planning):

Responsible for planning, development, budget and accounts, inspection, and purchases of the whole Department of Education.

a. Section Officer (Planning)

Preparation of the Annual Development Plan (ADP); processing of development schemes with development working committees concerned; provision of foreign exchange for scholarship; standardization of norms for buildings, furniture and equipment for schools, colleges and technical education; matters relating to purchase procedures.

b. Section Officer (Development)

Re-appropriation of A.D.P. assessment of additional demand for unfunded and short funded schemes; administrative approvals in respect of development schemes relating to general, technical and university education; matters relating to minor work allocations; monitoring progress of development cases, A.D.P. utilization review meetings with D.P.I/D.T.E./C&W Department; economy measures regarding construction of buildings and efficient utilization of existing resources; and references from Governor's inspection team.

c. Section Officer (Budget and Accounts)

Budgetary work and drawing of progress, evaluation and other reports; consolidation of schedule of new expenditure items for submission to Finance Department; creation of posts and provisions for Directorates of Education and District Education Offices; procurement of equipment for Directorates of Education; reconciliation work pertaining to revenue and development expenditure with the Accountant General, Punjab; budget and accounts matters emanating from the Directorates of Education Extension and Specialized Services and its subordinate offices; S.N.E. budget, creation and continuance of posts, etc. of the Directorate of Public Instruction, Punjab, and work relating to Public Accounts Committee and Audit Reports.

d. Section Officer, Purchase/SRO (Senior Research Officer)

Liaison with Directorate of Industries Mineral Development for transfer of record, obtain relevant printed materials; correspondence relating to purchase, releases of securities; serve as Signature Verifying Officer (SVO) and supervise Purchase Section.

e. Senior Research Officer

Collect statistics relating to education from the Bureau of Education (Government of the Punjab Education Department), Bureau of Statistics (Government of the Punjab P&D Department), Field Officers, Census Commission, Government of Pakistan; update and analyze statistical data; identify education requirements to expand educational institutions and establishment of new educational institution attached to the Department; projections of statistical data in order to determine future requirements; draft 5-Year plans, medium and annual plans; evaluate implementation of previous plans; prepare comments on publications of planning commission and Ministry of Education relating to educational planning; supply material for economic survey in education sector to Federal government; miscellaneous activities relating to educational planning.

e. Section Officer (Inspection)

Inspection by Administrative Secretary and submission of reports thereof to SGA&ID.

6. Deputy Secretary (Establishment)

Deals with cases relating to the establishment of schools and colleges, inquiries and disciplinary actions; maintains records of the confidential reports, responsible for internal administration of the education secretariat.

a. Section Officer (CE-I)

All matters relating to officers of Grade 18 and above belonging to college cadre, including forwarding of applications for employemnt in the country and abroad; establishment and service cases of assistant professors, professors and principals.

b. Section Officer (CE-II)

All matters of officers of Grade 17 of college cadre including forwarding of applications for employment in the country and abroad; matters relating to the service and establishment of lecturers of the colleges of Punjab.

c. Section Officer, S&I (Services and Inquiry)

Maintenance of character rolls of officers of Grade 10 and above; review of character rolls; disciplinary cases under E&D rules; monthly statement of suspended officials; all references from B&A Cell and Anti-Corruption Establishment; receives and disposes secret inquiries; prepares reports on those inquiries.

d. Section Officer, R&B (Rent and Budget)

Framing of rules under MLR 118 and budget, schedules of new expenditure and legal matters of nationalized institutions; matters relating to rent and budget accounts of the Education Secretariat.

e. Section Officer, NC (Nationalized Colleges)

Establishment matters of nationalized College Teachers.

f. Section Officer, G (General)

Attends to duties of general and miscellaneous nature assigned by the Education Secretary; all matters relating to gazetted and non-gazetted establishment of the Secretariat; supervision of establishment and accounts branch; assistance of liaison officer for assembly business; supervision of receipts and issue sanction; caretaking of the Department; establishment of Ministerial Officers of the Directorate of Public Instruction and the Directorates of Education.

7. Deputy Secretary (General)

Deals with affairs relating to admissions, teacher training, educational institutions and Primary Education Council; attends to matters pertaining to the Provincial Council; deals also with cases relating to curriculum scholarships, coordination and Bureau of Education.

a. Section Officer C&P (Complaints and Petitions)

Complaints and petitions received through MLS's Headquarters and other sources and reports on those matters; directives of the President and the Governor; press cuttings; implementation.

b. Section Officer, PI (Policies and Implementation)

Implementation and follow-up of education policy; curriculum development for classes I to XII and teachers training; internal visits and workshops; approval of books; admission to training institutions; equivalence of qualifications, degree and diplomas; matters concerning women education; comments on UN and UNESCO reports; age relaxation cases; population education; all miscellaneous references, except those from Finance and Services, General Administration and Information Departments; all matters relating to libraries.

c. Section Officer, PEC (Primary Education Council)

All matters relating to provincial Education Council and Provincial Council; all matters relating to Audiovisual Aids; Establishment matters concerning education extension centre; matters relating to isolated posts; establishment of Curriculum Research and Development Centre and Bureau of Education; matters relating to admissions, teacher training institutions.

d. Section Officer, Coord. (Coordination)

Coordination of meetings held by the Cabinet, Administration Secretaries, Pension Cases Disposal Committee, Welfare Committee and the Department; coordination of common miscellaneous references from SGA&ID, Law Department and Finance Department.

e. Section Officer (Pension)

Disposal of Pension cases of Officers of Schools, Colleges, Physical Education and Technical Education; coordination between Education Department and PCDC in the S&CAD in connection with delayed pension cases for over a year; submission of quarterly returns in respect of delayed pension cases of Occers of Colleges, after collection from the Directorates; general/ miscellaneous complaints/ references, etc.; issuance of various sanctions regarding commutations, etc.

8. Deputy Secretary (Academic)

Responsible for the academic affairs of universities, colleges, Boards, schools, primary education and academic planning.

a. Section Officer (Universities)

Work relating to Punjab University, University of Engineering and Technology, Islamia University and Raha-ud-din Zakrva University; status and ordinances relating to and formation of academic bodies; appointment of foreign experts in all academic matters realting to universities; work relating to symposia, conference seminars, workshops, foreign training courses of universities, study tours and internships; all matters pertaining to academics and other related affairs of the Universities in Punjab.

b. Section Officer, Colleges

Colleges (including training colleges), education in general and developement schemes; arrangements with regard to foreign experts on their visits to the Punjab; creation of new posts and continuat on of old posts (SNE) relating to colleges; afiliation cases of colleges; student affairs; Student-teacher ratio relating to Colleges (VII), tour programs/notes of DPI(C);

c. Section Officer (Boards)

Work relating to Boards of Inter and Secondary Education in the Punjab, Board of Tech Education, and the Punjab Textbook Board; social institutions like the Cadet Colleges, Public Schools, and English Medium Schools; establishment matters relating to Gov't servants working in public schools and Cadet Colleges in the Punjab; development of schemes pertaining to above said special institutions.

d. Section Officer (Schools)

Attends to the academic affairs of schools in Punjab; comprehensive High and Pilot Secondary schools; awards; secondary education in general; upgradation of Middle Schools to High Schools; grants-in-aid, and other allied matters; special studies regarding failures in examination; student-teacher ratio relating to Middle, High Schools, (VIII) tour programs; planning and registration of schools.

e. Section Officer PE (Primary Education)

All matters relating to primary education; upgradation of primary schools to Middle Schools; education cases (IV) Mosque Schools; Mohallah Schools (V) schools broadcast; Elementary Colleges and Normal Schools; teaching kits (IV) educational code; tree plantation; special studies regarding dropouts; agro-technical schemes (class VI-VIII); Literacy Board, Mass Literacy and adult education.

f. Section Officer (Academic & Planning)

Assists the Deputy Secretary (Academic) in academic affairs and planning related to schools, colleges, boards, universities, etc.

9. Deputy Secretary (Technical)

Responsible for cases relating to the administration and establishment of technical institutions in Punjab; foreign aid; physical education; special education; scholarships.

a. Section Officer (Technical Establishment)

All matters relating to gazetted and non-gazetted establishment on the technical education side; meetings relating to technical education; forwarding of applications for employment in the country and abroad, relating to technical education.

b. Section Officer (Foreign Aid)

Budget and academics, teachers problems, technical and foreign assistance; introduction of "x" list subjects in schools; foreign aided schemes.

c. Section Officer (Physical Education)

Physical education and its establishment; Punjab Sports Board.

d. Section Officer (Special Education)

e. Section Officer (Scholarship)

Internal scholarships and private and state help to indigent students; foreign scholarships and training; advertised scholarships; study leave, study tours and internship programmes; proceding abroad of Education Department's employees for attending cultural programmes, etc.; Deaf, Dumb and Blind Institutions; in-country training of the officers of the Education Department.

Attached Departments and Autonomous Bodies

Chart No. 3 shows the departments (actually directorates) and autonomous bodies attached to the provincial Department of Education. These bodies carry out line or field functions covering specific areas and each is headed either by a Director or a Chairman. As a rule, the heads of these autonomous but attached departments/directorates occupy the rank between the Education Secretary and the Additional Education Secretaries in the secretariat staff. The list includes the Directorates of Public Instruction, (DPI), Colleges, DPI (Schools), Curriculum Research and Development Center, Technical Education, Sports and Physical Education, Libraries, Universities, Cadet College, Gohra Gali College, Institute of Education and Research, Boards of Intermediate and Secondary, Board of Technical Education, the Bureau of Education and the Punjab Text Book Board.

Of the above list, the directorates most concerned with primary and middle school education (Class 1-8) are the Directorate of Public Instruction (Schools) and the Directorate of Curriculum Research and Development Center. The organization and functions of the curriculum directorate are covered elsewhere. (See Section on Primary Education and Curriculum).

The Directorate of Public Instruction (DPI), Schools

Organizational Structure

Chart No. 4 is the organigram of the Directorate of Public Instruction (DPI) Schools. This Directorate is actually in charge of the delivery services system of primary education from the provincial level down to the lowest level of administration in the public school system and its role (as those under it) is central in the study of the management process.

At the apex of the DPI (Schools) structure is the Director, who is assisted by four (4) deputy directors, respectively in charge of planning, administration, teacher training institutions (TTIs) and administration for female education. The Deputy Director for Planning has in his staff, a Senior Research Officer (SRO), a Research Officer (RO), a Planning Officer (PO) and a Junior Assistand Director in charge of budget and accounts. The Deputy Director for Administration has two administrative Assistant Directors (I and II) and a Junior Assistant Director in charge of establishment or internal secretariat matters. The Deputy Director for Teacher Training Institutions (TTIs) is assisted by a senior officer and three (3) Assistant Directors for general, academic, and TTIs. The Deputy Directress for Administration has two Assistant Directors, one for administration and the other, for academic affairs. All these functionaries form the departmental staff at the provincial level. They form the administrative corps of the DPI whose jurisdiction as earlier hinted, extends to the division, district, tehsil, and markaz levels and ultimately to union councils. Each division has a Director of Education (more accurately, a Divisional Director of Education) who has a supporting staff and whose jurisdiction reaches out to the districts. Each district, in turn, has a District Education Officer (DEO) who has also a supporting staff. Under the DEOs

are the Deputy District Education Officer at the Tehsil level. At the markaz level are Assistant Education Officers (AEOs). These lower local levels of administration will be looked at in more detail in succeeding pages.

Duties and Functions of DPI (Schools)

The Director of Public Instruction (Schools) is charged with the following specific duties and responsibilities:

1. Advise the provincial government in the formation of education policies relating to the Schools education and see that the approved policies are implemented in their true sense and spirit.

2. Assess the need of the masses in respect of opening new schools and improving existing schools in the province. Direct the preparation of development schemes/plans for approval of the government.

3. Direct the preparation of annual budget regarding expenditure on school education and ensure that it is carefully and economically operated.

4. Responsible for the effective enforcement of administrative, financial and discipline rules in Schools and subordinate offices.

5. Guide the heads of subordinate offices and institutions by paying personal visits in the removal of defects and bottlenecks in the smooth administration and functioning of institutions.

6. Ensure the divisional School directorates, and DEO's offices, and all institutions under his administrative control are functioning properly.

The duties and functions of the Deputy Directors of Public Instruction (DDPIs) and their respective staff relate to their specific areas of designation. The DDPI for Planning assists and advises the Director in respect of planning and development in the Department. The DDPI for Administration assists and guides the heads of respective offices in the smooth running of administration and the respective functions of the offices. The DDPI for Teachers' Training Institutions takes charge of all matters relating to teacher training, while the Deputy Directress for Administration advises on school administration and academic matters relating to female education.

In addition to the field set-up consisting of the divisional, district, tehsil and markaz levels of administration, there are special institutions under the jurisdiction of the Directorate of Public Instruction. These institutions which are headed either by directors or deputy directors, include the 3rd, 4th and Expanded Primary Education Project, the Directorate for Deaf, Dumb and Blind, the Audio-Visual Aids Bureau and the Teacher Education Extension Centre. Of these institutions, the Primary Education Project and the Teacher Education Extension Centre have the most relevance to primary and middle school education. These institutions are covered elsewhere in the Team's Report (see section on Primary Education: Curricula and Instruction).

Division Level

Organizational Structure

It is worth repeating that for school system administrative purposes, the recognized units of local government below the provincial level, e.g., divisions, districts, tehsils, markaz, union councils, serve as convenient nomenclature and administrative units for educational management. Punjab province has officially eight (8) political/local government divisions, 29 districts and 2,367 union councils with varying distribution of population totalling approximately 50 million. Below are the divisions and their respective number of districts and union councils.

Name of Division	District Council (#)	Union Council (#)
Lahore	4	332
Gujranwala	3	401
Rawalpindi	4	244
Sargodha	4	203
Faisalabad	3	327
Multan	4	338
D. G. Khan	4	204
Bahawalpur	3	268
TOTAL	29	2,367

Table 1 shows the statistics at the divisional level with reference to sex and number of students, teachers, primary schools, middle schools and high schools in each division of the entire province of Punjab. These data should reflect the scope and dimensions of educational administration at the division level. They also tell that there are actually eight divisional offices of education in the province.

A typical example of the organizational and administrative structure of the educational system at the division level can be seen in Chart No. 5. The division office is called Directorate of Education and is headed by a Director, assisted by a Deputy Director for male education and a Deputy Directress for female education. Each of these two deputies maintain a separate but parallel line up of supporting staff. Below these deputies are Assistant Directors for administration, teachers training institutions, planning and development, academics and general affairs. In some other divisions, there is also an Assistant Director for litigations. At the same level are Junior Assistant Directors for Establishment and Budget and Accounts and a Registrar, Departmental Examinations. Each of the above offices have support staff which usually consists of a superintendent and a number of assistants, senior clerks, junior clerks and a stenotypist.

The field set-up consists of the district offices which are separate for male and female institutions, and below them, the tehsil offices which are also separate for male and female. The Directorate of Education also oversees government colleges for elementary teachers, government comprehensive high schools and government central model schools.

Duties and Responsibilities of the Directorate of Education (Schools)

Each Director of Education (Schools) is responsible for the administration of his office, DEOs' offices and schools within the division; acts as transferring authority of officers/officials from NPS 5 to NPS 18 and equivalent posts; provides general supervision, guidance and inspection of the DEOs offices and all types of schools of the division; exercises financial control of the whole divisional budget on school education and is responsible for the opening/improvement of existing schools in the division. He is also responsible not only for the "direction dimension and quality of primary, middle and high school education" but also for "adult literacy and rural education programmes." His job focuses on the following major responsibilities: provision, promotion and maintenance of good quality school education in the region; ensuring proper development of all persons (pupils and staff) in school education in the region irrespective of sex, social background or creed; promotion of adult and community literacy in the region; overall control of school education; general administration of the services and facilities for school education in the region; and supervision for personnel, instructional and facilities improvement in school education.

The above major responsibilities can be further sub-divided into the following duties: implement the policies of the government in school education; convey the instructions of the government to subordinate offices and to institutions and to see that they are fully carried out; provide all sorts of data with regard to the schools in the region to the department and other agencies; exercise administrative control over the officer/officials working within his jurisdiction; guide the inspection/supervisory staff to ensure the progress of educational programmes and pupil welfare; help and supervise all the officers/officials in the directorate and the institutions in the region; guide the field staff in all educational and academic matters; adjustment of officials within the region; promote the cause of education to keep its standards consistent with the demands of the country and needs of the times; help in the organization of refresher courses for teachers at the various levels of school education; coordinate thework of all the districts in the region on school education; provide facilities to the field staff to keep them aware of the modern trends of education in the more advanced countries; see that each institution in the region has all the facilities necessary to impart effective, purposeful and meaningful education; provide and distribute funds for development of the educational institutions with regard to the building, purchase of materials and students' welfare; award all kinds of scholarships for which government is the awarding agency; help and guide the field staff in identifying talented students for scholarships and other prizes; hold all the professional examinations in addition to the Primary, Middle and High School examination in the region; provide guidance and help to the secretariat in the making, innovation and reorientation of the curriculum at various levels of education; supervise and help subordinate offices and teachers in the institutions in the admission of pupils; provide general supervision to promote efficiency of work in the subordinate offices and institutions in the region; maintain good libraries containing most modern books suitable to the needs of the teachers and the students in the schools; and, coordinate the activities and programmes on school education with the activities and programmes in other levels of education both in the region, the province and the country as a whole.

The duties and functions of the Deputy Directors of Education relate to overall supervision of the Assistant Directors and their support staff in the conduct of their designated responsibilities covering the areas of administration, teachers' training, planning and development, academics/ general affairs, establishment, budget and accounts and departmental examination.

The administrative functions cover personnel matters pertaining to nationalized and provincialized cadres (gazetted officers); headmasters; assistant directors; District Education Officers; Deputy DEOs; move-over cases and enquiry cases; selection grade; study leaves and interdivisional transfers. Those of planning and development cover monthly reports on Annual Development Plans (ADPs), preparation of ADP and PC-1 forms, feasibility reports, special repairs, construction of school building and minor works.

The academic and general affairs functions cover refresher courses through the Teacher Education Extension Centre, nomination of teachers for general courses, national incentive schemes for the promotion of primary education, civil defence courses and Primary Teacher Certificate (PTC) and Teacher Certificate (CT) admission cases on merit. They also include nominations for teacher scholarships abroad, boy scouts/girl guide, administrative technical inspection reports and purchases out of available funds. The functions of the Establishment section relate to promotion of ministerial staff, transfers of staff personnel, reimbursement of medical charges, grants of leave to secretarial staff, including litigation cases.

The duties and functions of the Budget and Accounts section relate to preparation, supervision and distribution of budget and revised budget, control over receipts and expenditures, all kinds of advances, reconciliation of expenditures, T.A. bills, audit objections, meetings of Public Accounts Committee and other duties as assigned by the Director of Education. The Junior Assistant Director of this section is also a drawing and disbursing officer. The Office of the Registrar, Departmental Examinations is responsible for the following functions: control of departmental examinations, i.e. Middle, PTC, JDPE, SDPE, CT, Arts and Crafts, etc.; appointment of Superintendents, Assistant Superintendents, Invigilators, Head Examiners, Examiners, Practical Examiners in connection with the Departmental Examinations; tabulation and declaration of results; issue of certificates; stationery for examinations; unfair means cases; other duties as assigned by the Director and act as drawing and disbursing officer in connection with the examinations and control over expenditures.

District Level

Organizational Structure

For background purposes, it is useful to note that until 1962, primary education was neither a national nor a provincial subject. It was, in fact, a District subject and had been since the early years of British India, when the chief British officer-in-charge of a district (usually referred to as Deputy Commissioner, the Commissioner being at the division level) was the direct representative of the British crown and had extensive combined judicial, legislative and executive powers to govern, with the advice of local advisory groups. Then, as now, the district is

still the most focal and strategic post in respect of primary, as well as middle and high school education, albeit its role has been diminished to the extent that it has now to contend with policy guidance from above and depend on additional funds from external sources to carry out educational development projects.

There are 29 districts in Punjab province. Each district has an Office of Education under a District Education Officer (DEO). There are separate DEOs for male and female institutions. The management structure of education at the district level is not always identical for all the districts, but the variations, due mainly to size in area and population, do not alter the basic pattern. A typical example is shown in Chart No. 6.

The District Education Officer (hereinafter referred to as DEO) is responsible for school education within the administrative district and is directly accountable to the Division Director of School Education. In large districts, the DEO normally has a support staff headed by an officer in charge or a Deputy District Education Officer (DDEO) who oversees a staff component, composed of a superintendent and a number of assistants in charge of budget and accounts, establishment, planning and development and general affairs. The line offices below the DEO are the DDEOs, who are in charge of education administration at the tehsil level (often referred to as sub-divisional, but is in fact, on the sub-district level), and the Assistant Education Officers (AEOs) at the markaz level who in Punjab province constitute the bottom of the hierarchical order of educational administration. These last two levels of local management will be dealt with shortly.

Duties and Functions of the DEO

The duties and functions of DEOs (male or female) are enormous and diversified. They require that this functionary be "one and the same time a good teacher, an effective administrator, a good leader, a community educator, and a human relations officer. The scope of the DEOs' responsibilities include:

a. Appointing/transferring authority in respect of posts borne in the District cadre.

b. Duties of drawing and disbursing officer in respect of his own office.

c. Financial control of the budget of primary, middle and high schools in the district.

d. Planning and development work of the district.

e. Assisting and guiding the department in respect of academic matters; and

f. Attending all other matters as District Head of the Education Department.

Random interviews with a number of DEOs during the field visits converged on the following statement of duties:

a. Administration and supervision of all primary, middle and high schools in the entire district.

b. Inspection of middle schools and especially high schools.

c. Supervision of the duties and performance of the DDEOs at both headquarters and tehsil levels.

d. Supervision of the work of AEOs.

e. Resolve litigation cases.

f. Educational planning and development of the district.

g. Attend to repairs of schools, prepare schemes and submit them to Buildings Department through channels.

h. Attend meetings, such as those of the District Coordination committee, Islah Moeshra (community welfare meetings) District Council, Red Cross (Crescent).

i. Protocal and reception arrangements including meeting visitors at the airport, and

j. Making arrangements for celebration of local and national holidays.

The following operational guidelines (abstracted from documentary files) provide a further imagery of the District Education Officer and his/her duties:

1. Up-to-date statistics of the District may be collected and displayed at some prominent place in the office. An organizational chart of the District should also be prepared. Similarly, list of schools indicating names of incharges should always be kept up-to-date.

2. A regular programme of inspection of High/Middle/Primary schools should be chalked out every month. The AEOs should inspect primary schools and write their inspection notes there and then. Copies of such inspection notes should be supplied to the office of DEO who should take suitable action with follow-up programme. Similarly, High/Middle schools should be inspected by DEO/DDEO. In the case of girls institutions, by DDEO (W). Inspection reports should be written and copies endorsed to the divisional directorates. These inspection reports should be followed up in order to remove defects pointed out during the course of inspection.

3. Institution-wise files should be opened in which all the bio-data of the institution should be incorporated. The inspection notes pertaining to each institution should be dealt with in the relevant file. The AEOs should also maintain their inspection reports files.

4. Office Work

   One Diary and one Despatch Register for the whole district office may be opened. The letters received from higher offices should be entered/despatched in red ink in order to keep these conspicuous. The Diary register should be maintained in such a manner that further disposal of each

reference is indicated. Weekly/fortnightly arrears statements should be prepared by the Receipt Clerk and presented to the DEO through the superintendent. It should be the duty of the superintendent to see that all such references are disposed of within the shortest possible time. The correct maintenance of Service Stamp Register is most important.

5. The distribution chart of the office work should be prepared and every official should be kept aware of his definite assignment. The superintendent of the office should see that the work is distributed equally and no one is over-burdened or anyone is assigned less work.

6. The Index register year wise/headwise should be opened. All the files should be entered in the Index register and number marked before opening.

7. An establishment check register should be opened cadre-wise indicating therein the sanctioned No. of posts. All the postings/ transfers much be entered in the establishment check register in pencil in the first instance immediately after their proper joining/ relieving reports are received in the district office. Utmost care should be taken to maintain the establishment check register quite up-to-date all the time as this would form a basis for exercising proper control over the whole establishment. Similar registers should also be maintained by AEOs.

8. The file should be maintained in proper order, quite clean and tidy with tags. There should be noting part and a correspondence file both page-numbered.

9. All the Reference Books, i.e., CSR, PFR, Delegation of Powers, Leave Rules, T.A. rules, Pension Guide, Revision of Pay Scales, etc., etc., should be made available in the district office immediately if not already done to serve as guideline.

10. A proper file containing proceedings of the Departmental Recruitment Committee should be maintained. All the Government instructions received in this behalf should be made available on this file and decisions taken by the Departmental Recruitment Committee should be recorded properly under the signatures of all members of committee. The merit lists of candidates cadre-wise should be kept in a proper file and all appointments should be made according to the merit assigned by the committee.

11. A proper system of making payment of salary to the teachers should be evolved. AEOs have already been declared as Drawing and Disbursing Officers. These bills should be prepared/checked in the office of AEO from the Establishment Check Register and presented to the District Accounts Officer for payment.

12. Separate Cash book for each sub-head should be opened. Similarly, separately contingencies registers should also be started. The official deputed to handle government cash should be asked to deposit necessary security under the Rules.

13. The file dealing with the budget of the District under each sub-head should be opened. It should be watched that the expenditure is spread over equally in 12 months and there is no excess under any head. An action plan should be prepared for this purpose.

14. Monthly expenditure statements under each sub-head should be prepared and reconciled with the District Accounts Officer. Such statements should be obtained from High schools by the 10th of each month pertaining to the previous month. Strict such orders are issued and in red ink after watch should be exercised over this important assignment as otherwise there are chances of embezzlement/deflactions of government money. The District office can exercise vigilant control over the expenditure of each institution from the monthly expenditure statements and if any institution is found spending more than the sanctioned budget or even spending undue amount over some item of novel nature, these can be pointed out immediately and rectified.

15. The Accounts of the District would be audited over one year but certain audit notes pertaining to the previous years must have been received from the Audit office and relevant file should be opened and efforts should be started to remove the audit objections. Internal audit of all subordinate offices/institutions should also be conducted during the year.

16. There are certain definite orders/instructions of the government in regard to making local purchases and issue of sanctions. Copies of all such instructions should be collected on personal level and maintained in a proper file to serve as guidelines for the District office.

17. Travel Allowance (T.A.) check register should be opened sub-head wise in which all the entries should be authenticated by DDO.

18. Proper attention should be given to disbursement of scholarships to the deserving students. There is a tendency that scholarships are paid very late and in some cases after the students have left the studies. Strenuous efforts should be made in this regard to ensure timely payment of scholarships to the deserving students. A proper file along with a register containing merit of each candidate should be kept ready in order to avoid delay in this important work.

19. The District office is required to send SNE cases by the end of September to the divisional directorates. In the SNE cases, new schemes/additional posts required in the District are supplied along with supporting data justifying the demand. The exercise in this regard may be started well before the target date so that such demands are consolidated and supplied to the divisional directorates in time. Piece-meal demand of additional posts and other new schemes should be avoided as these are of no use. There is a tendency that whenever any head of the institution thinks that some post is needed by him, a reference is made to higher authorities. This is not a correct procedure. There is a definite time fixed for consideration of such demands in the Finance Department and if this time limit is not adhered to, no scheme/demand is likely to be accepted. It should be ensured that proper justification should be submitted.

20. A proper acquittance roll should be maintained and all payments authenticated by DDO.

21. A telephone register should be maintained in which all trunk calls should be entered. The purpose of trunk calls is also required to be indicated in the register. A register should be maintained in which telephone numbers, of all higher/lower/local officers/offices with whom frequent contact is made should be entered.

22. In accordance with the directives of CMLA/MLA the whole office and its premises have to be kept clean and tidy. A duty officer should be appointed who should visit the office and premises daily to ensure that cleanliness is maintained. A vigilance officer should also be nominated.

23. A separate file should be maintained for dealing with the directives issued by the CMLA/MLA. Every directive should be dealt with in a separate file but there should be a general file which should indicate the up-to-date position of each directive at a glance.

24. A detailed directive has been issued by government in which instructions have been issued for the writing and maintainance of Character Rolls. These should be followed in letter and spirit. The Character Rolls should be kept in a most up-to-date condition. A movement Register of CRs should also be maintained.

25. Efforts should be made to keep the service books complete and up-to-date. This is a most important record. Similarly, a movement Register should be maintained.

26. Government cash should be kept in a proper safe. It should be operated with duplicate keys, one key should be kept within the cashier and the other by the DDO.

27. A register indicating all civil suits in the District should be maintained and its progress watched promptly and reported to higher officers.

28. A list of school buildings owned by government/rented/evacuees trust property/Requisitioned should be maintained.

Tehsil/Markaz Levels

Organizational Structure

The organizational structure of education at these levels which, as earlier hinted, constitute the bottom portion of the hierarchical order of educational administration in the province, invariably consists of the office of the Deputy District Education Offices at the tehsil level who may or may not have secretarial help, and those of AEOs at the markaz level. Field visits revealed that these offices are mainly one-person offices in fact barely equipped with the normal amenities of an office. No organizational chart other than those reflected in the district organization chart were found.

Duties and Responsibilities

1. Deputy District Education Officer

A "Charter of Duties for the DDEOs (Male/Female) in the Punjab" issued on December 22, 1985 by the Provincial Department of Education enumerated the following duties and responsibilities of this post which appeared to have been created only in recent months.

A. General

1. be the representative of the Education Department (school side) at sub-divisional/tehsil level;

2. collect and keep up-to-date information/data/statistics of the number of students/teachers, academic performance, results and scholarships, sports, properties, including land and buildings, etc.

3. be the chief executive and supervise Middle schools in his sub-division/tehsil and as such will be responsible for smooth working of middle schools both administratively and academically;

4. control the working of Primary schools in his sub-division/ tehsil through AEOs;

B. Administrative

5. exercise all powers such as appointment/punishment, grant of leave, etc., to PTC teachers and will maintain their service and other record;

6. write ACRs of Headmasters of Middle Schools and AEOs of his sub-division/tehsil and countersign ACRs recorded by AEOs and others in his sub-division/tehsil;

7. be the transferring authorities of all teachers from BS-7 to BS-9 within their sub-division/tehsil and such transfers from sub-division/tehsil will be routed through him;

C. Inspection

8. carry out 100% inspection of Middle Schools thrice a year;

9. inspect at least 25% of Primary schools;

10. submit their inspection reports regularly to District Education Officers;

11. check and supervise the inspection work of AEOs;

12. be the controlling officer of T.A. bills of all teaching and non-teaching staff in their sub-division/tehsil and verify the T.A. claims of AEOs and check their tour diaries;

D. Financial

13. be drawing and disbursing officers for themselves and their offices;

14. sanction the utilization of funds of boys/girls Middle/Primary schools of their sub-division/tehsil;

E. Academic

15. help the Director of Education in conducting departmental Middle Standard examination;

16. help the DEOs in conducting 5th class scholarship examination in their sub-division/tehsil.

17. maintain all record of scholarship holders of their sub-division/tehsil and be responsible for payment of scholarship awarded on the basis of 5th class examination to be paid in class VI-VIII;

18. be responsible for conducting final examination of class-V;

19. submit annual return to DEO on academic achievements of all Primary/Middle schools with recommendations for good or bad performance for teachers, headmasters and supervisors;

20. will report annually on the text books and teaching aids such as audio-visual aid maps, charts, etc., to the DEO;

F. Planning and Development

21. provide all feasibility reports, survey data, statistics, etc. to DEO;

22. coordinate with all other departments in development activities;

G. Miscellaneous

23. coordinate and keep liaison with civil authorities and other departments at the sub-division/tehsil level for all kinds of official duties/functions;

24. supervise the literacy campaign in the sub-division/tehsil;

25. supervise the law and order situation in the institution of their sub-division/tehsil;

26. conduct survey regarding promotion of elementary education in the primary and middle schools.

The Charter added the following clarification to their role:

"The DEOs will continue to have over all control over all the Deputy District Education Officers and Assistant Education Officers in the District. The D.E.Os will be the Reporting Officers for Dy.D.E.Os and countersigning authorities for A.E.Os and for such other categories of officers whose reports are to be initiated by the Dy.D.E.Os. The Dy.D.E.Os incharge of sub-Division/Tehsil will not form a part of the office of D.E.O. and will enjoy independent entity.

The Dy.D.E.Os will be category IV officers for the purpose of delegation of powers under Financial Rules and the Powers of Re-Appropriation Rules, 1962.

The existing purchase arrangement will continue and the Dy.D.E.Os will not be associated with Purchase Committees. The Dy.D.E.Os will also not attend Markaz Council meetings. The Dy.D.E.Os will conduct enquiries but will not act as fullfledged Enquiry Officers."

2. Assistant Education Officer (AEOs)

The AEOs who are "subordinate to the DDEOs" have the following duties and responsibilities:

1. Supervision and inspection of primary schools.
2. Drawing and disbursing officer for primary and middle school teachers, including purchase of materials within limits of budgetary allocation.
3. Supervision of site openings and up-grading of primary/middle schools.
4. Disposal of complaints/applications relating to primary schools.
5. Assisting DDEOs and DEOs at tehsil/district levels in urgent affairs.
6. Promoting community relations and attending meetings at union council and markaz levels for the betterment of education.
7. Performance of national intrust like elections, referendums and preparation of electoral rolls.
8. Conduct of promotion examination up to primary stage (Class 5).
9. Conduct of refresher courses and seminars for primary school teachers, and
10. Other duties as may be necessary concerning primary education.

3. The Headmasters/Headmistress

The Headmasters and Headmistresses are in charge of individual schools. They are responsible for the smooth operation of their respective schools, both in the quality of instruction and in the proper maintenance of the school and its facilities. In addition to administrative duties which consists of keeping and maintaining registers and school records, they also conduct classes. Further, they are supposed to supervise the performance of the other teacher(s) in their school. However, in practice, they themselves are the objects of supervision by the AEOs.

In some of the districts designated for the Primary Education Project (PEP) under World Bank assistance, a Learning Coordinator (LC) assists Headmasters/mistresses and teachers in their conduct of instruction. In these cases, the LCs actually form a tier between the AEOs and the teachers. The duties and responsibilities of LCs are discussed elsewhere in the Team's report (See Section on Primary Education and Curriculum).

2. NORTH WEST FRONTIER PROVINCE (NWFP)

The North West Frontier Province (NWFP) touches China and Russia along its northern border and Afghanistan towards the West. Exclusive of the Federally Administered Tribal Areas (FATA) bordering Afghanistan, the province has a total population of 11.2 million, a substantial portion of whom live in uplands and hilly regions. The FATA population (according to the 1981 census) is 2.17 million. The province is composed of five divisional areas, 14 districts, 58 tehsils, 1 municipal corporation, 13 municipal committees, 20 town committees, 9 cantonments, 462 union councils and 7,442 villages. The number of primary schools alone had been reported at 7,788, as of June 1984. The number of primary schools in FATA, which are administered by the provincial administration, had been recorded at 1105 for boys and 161 for girls. These local characteristics should reflect some dimensions to the task of educational management in the province.

As in Punjab province, the management structure of the educational system in NWFP consists of the provincial or departmental level at the top and the local units below in the following order: divisions, districts and tehsils. There are, no markaz units as in Punjab. Next to the tehsils are the union councils consisting of the villages and individual schools under headmasters or headmistresses.

Provincial/Departmental Level

Organizational Structure

Chart 7 shows the organization of the Education Department of the province. A Minister of Education is responsible to the provincial governor and cabinet and is basically an advisor to a professional Secretary of Education, who is actually the Chief Executive Officer of the department. The Secretary of Education has a secretariat consisting of three major deputies: a Deputy Secretary I, a Deputy Secretary II and a Chief Planning Officer, each of whom has a number of professional staff assistants in charge of assigned tasks and a number of boards or institutions to monitor and look after on behalf of the Secretary of Education.

The Deputy Secretary I has four Section Officers (in charge, respectively, of Technology, Schools, Agro-Technology, Budget) and an Assistant Administrative Officer. This Deputy monitors the Board of Intermediate and Secondary Education (BISE), the Textbook Board, the Board of Technical Education, the Cadet College and public schools. The Deputy Secretary II has three section officers, namely an SO (General), an SO (Colleges) and an SO (Universities), who assist the deputy in matters pertaining to their designated areas of responsibility. He is responsible for monitoring the universities in the province, such as Peshawar, Gomal and Engineering Universities. The Chief Planning Officer (CPO) has two planning

officers and two section officers, all of whom assist in planning and dvelopment tasks. The CPO reports on such projects and special units such as the Primary Education Project (PEP), the Management Unit Study and Training (MUST), and others, including the Pakistan-German Basic Education project, each of which has either a Chairman, a Director or a Project Manager.

The management core of the Department consists of the line directorates, namely the Directorate of Education (Schools), the Directorate of Education (FATA) and the Directorate of Education (Colleges). These directorates are directly responsible to the Secretary of Education for the management of their respective areas of responsibility. Each Directorate has its own staff. Two of these directorates, namely the Directorate of Education (Schools) and the Directorate of Education (FATA), are directly relevant to primary and middle school education and their organizational set-up and functions will be shown after the discussion on the duties and responsibilities of the departmental secretariat.

Duties, Functions and Responsibilities

Interviews with key personnel and documentary review revealed the following inventory/statement of broad areas of roles/duties and responsibilities of the management staff of the secretariat of the Education Department of NWFP.

1. Secretary of Education (NPS 20)

   Interpretation of policy directives issued by the Federal Government, planning, decision-making and to act as top executives; to advise the Minister of Education and to effect coordination between the department and the others in provincial government.

2. Deputy Secretary-I (NPS 19) and SOs

   To advise the Secretary of Education on matters pertaining to the establishment, general rules and regulations connected with non-developmental budget, primary/middle schools, agro- and technical education, intermediate and secondary education, and Textbook Board matters. The SOs assist the Deputy in the above areas of responsibility.

3. Deputy Secretary-II (NPS 19) and SOs

   To advise the Secretary of Education on matters pertaining to the implementation of educational policy, particularly at the higher levels of learning, such as colleges and universities; takes care of professional problems. In these tasks, the Deputy is assisted by the SOs under him.

4. Chief Planning Officer (NPS 19)

   To assist and advise the Secretary of Education on matters concerning planning and development, preparation of the annual development plans (ADP), formulation of schemes, getting schemes approval from the provincial authority (Department of Planning and Development) and releasing of administrative approval; to deal with matters pertaining to implementation and performance of the development plan. The four SOs under the CPO assist in the tasks above mentioned.

5. Institutional Heads

The heads of the various institutions such as the Board of Intermediate and Secondary Education, Textbook Boards, Technical Education, etc. are charged with the responsibility of implementing policy directives pertinent to their designated areas or project, recommending appropriate action to the Secretary of Education, implementation of planning schemes, auditing accounts of their respective offices and coordinating activities with other wings in the department. To the list of institutions should be added the provincial Bureau of Curriculum.

This bureau is operationally a regional office of the Curriculum Wing of the Federal Ministry of Education, and as its nomenclature implies, it is in charge of the development and distribution of curriculum materials and textbooks in coordination with the National Curricula guidelines and the Textbook Board. For fuller details concerning this Bureau, see Annex to the Chapter on Primary Education and Curriculum.

The Directorate of Education (Schools)

Organizational Structure

This Directorate is the hub of management over primary, middle and secondary schools in the province. Chart No. 8 shows its organizational structure. It is headed by a Director of Education whose rank is next or equal to that of the Secretary of Education. Immediately below him are a Deputy Director (Schools), another Deputy Director for Planning and Development and an Additional Directress (Female). A large number of professional staff compose the directorate secretariat. The most notable are the Assistant Directors for Establishment, Physical Education (one for male and another for female schools), Budget and Accounts, Audit, Extension Training, Agro-Technical Education, Private Schools, General Affairs, Planning, Education and Statistics. The other offices include an administrative officer, a statistical officer and senior staff in charge of secondary schools.

The field components, which make up the line levels of management, include five divisional directors of education (covering the five divisions into which the province is divided) each of which has its own organization and secretariat staff. Below the divisional directorate are the district and tehsil education offices. These lower levels of administration will be dealt with shortly.

Duties and Responsibilities

The following are the functions and duties of the key personnel in the Directorate based on documentary review and interviews with personnel concerned:

1. Director of Education (Schools), NWFP

To provide guidance, supervision and control of the main directorate and all subordinate offices and institutions in the province concerning school instruction, budgetary matters, both developmental and non-developmental;

control over the training of teachers, both pre-service and in-service, organized by the Provincial Bureau of Curriculum; to represent the Department in various meetings, such as those of the Departmental Accounts Committee, BISE, Planning and Development, Textbook Board, etc. The Director is also the transferring authority of personnel from grades 17 to 19 and the appointing authority for BPS-16. Concurrently, he is the appellant authority of personnel from 06 to B-16.

2. Deputy Director (Schools), NWFP

Assists the Director of Education in his tasks; acts as drawing and disbursing officer of the Directorate; supervises the staff and employees, and handles general correspondence as well as budgetary matters.

3. Deputy Director, Planning and Development

Assists the Director of Education (S) in developmental cases; prepares annual development plans and other schemes and oversees their implementation; deals with supply of equipment under development schemes, repairs of buildings of the education department and controls the planning cases of all the divisions in the province.

4. Additional Directress (F)

Assists the Director of Education (S) in all cases pertaining to female education, e.g. establishment and preparation of Annual Confidential Reports (ACRs), gradation lists B-8 to 17, disciplinary cases and general correspondence on the female side.

5. Assistant Directors (AD)

The areas designated after each Assistant Director denote the duties and functions of these functionaries. Thus, the Assistant Director for Establishment is in charge of cases and problems pertaining to the maintenance and supplies of the establishment. The AD (Physical - Women) assists the Additional Directress in cases regarding physical education and sports. The AD (Agro-Technical) deals with agro-technical subjects. A document adds that he is also in charge of helping the registry of birth dates of students and deals with the tour notes of Divisional Directors of Education and District Education Officers. The Administration Officer is directly in charge of personnel records and other administrative duties. The AD on Budget and Accounts assist the Deputy Director of Schools in matters pertaining to accounts, including those of the divisional directors of education, D.C. bills, expenditures and reconciliations, G. P. Funds of all sorts of advances, and preparation of working papers for the Departmental Accounts Committee. The AD (Audit), a recently added post, is in charge of auditing budget and accounts and cases relevant thereto. The AD (Extension and Training) deals with in-service courses; general correspondence courses; merit scholarships; stipends for trainees; foreign scholarship cases; nomination of all sorts of Establishment cases from BPS 5 to 12, inter-division and provincial transfers of teachers, preparation of gradation lists, conformation lists and selection grade of BPS

Nos. 7 to 9 of all categories of teachers; BPS rules and pension cases of gazetted offices. The AD (Physical Education - Male) is in charge of physical education and sports for male education. In addition, he deals with tree planting projects, civil defence courses and celebration of national holidays and important days.

The AD (Private Schools) assists the Deputy Director of Schools in cases relating to private schools, as well as rules, regulations and establishment cases of BPS 15 to 19 and Annual Confidential Reports (ACRs) on gazetted offices. The AD (General) is in charge of cases pertainint to MUST (Management Unit for Study and Training), Textbook Board, pre-service training, AIOU (Open University) and NIPA (National Institute of Public Administration) training programs and general correspondence concerning curriculum, textbooks, etc. The Registrar, Departmental Examinations is in charge of the control of departmental examinations (e.g., middle, PTC), appointment of examiners, tabulation and declaration of results and related duties including the issuance of certificates. The AD (Planning) assists the Deputy Director (P&D) and, in addition, prepares quarterly reports on educational policy and progress. The rest of the functionaries relate to duties and responsibilities within the scope of planning and development matters.

Divisional Level

Organizational Structure

Chart No. 9 shows the organization of a divisional directorate of education in the province. As earlier hinted, there are five divisional directorates of education. All, however, are basically similar, if not identical, in their organizational structure. Heading the structure is the Divisional Director of Education (DDE), who is assisted by a Deputy Director (male) and a Deputy Directress (W). Three Assistant Directors deal with, respectively, administration, planning and development, and audit responsibilities. At the same level is a Budget and Accounts officer. Directly responsible to the Divisional Director of Education are the District Education offices.

Duties and Responsibilities

1. The Divisional Director of Education (S)

   A. Administration and Inspection

   Responsible for the organization of public instruction in the division (which encompasses districts, tehsils, union councils, schools); appointment (in schools and offices of the division) of Senior English Teachers (SETs), Workshop Instructors (WI), Certificate of Teaching (CT), Assistant Workshop Instructors (AWIs), Senior Vernacular/Oriental Language/Arabic Teacher (SV/OT/AT), Drawing Masters (DMs), Physical Education Teachers (PETs), senior and junior clerks, and steno-typists; appellate authority in cases of punishment by District Education officers; has authority to punish a person in the Directorate and write confidential reports on the Deputy Director,

Deputy Directress and District Education Officer, countersigns annual confidential reports and recommends a proposed action or transfer or against Deputy Director/Directress and DEOs in the division.

B. Planning and Development

Coordination of the work of DEOs in the division regarding planning and development and statistics; receives and conveys information requested by the provincial directorate to and from the DEOs; represents the division in the Divisional Development Committee; inspects construction work and repair of buildings; and provides over-all supervision of planning and development work in the division.

C. Audit Functions

Supervision and finalization of audit paras, internal audit observations and settlement of audit paras; supervision and recommendations on annotated reply to decide the audit observations; comments and recommendations on advance paras of audit objection; supervision and grant of sanction of up to Rs. 200 to gazetted staff of offices and institutions; grant of ex post facto sanction of cases of various nature in accordance with the rules of delegation of powers; and supervision and recommendation pertaining to condonation of irregularities.

D. Financial Powers

Controls the utilization of the annual budget at the division level; has power to sanction the incurrence of expenditure up to limits provided by the NWFP Delegation of Power rules of 1981.

2. Deputy Divisional Directress of Education (Schools)

Deals with cases of all categories concerning female offices and institutions in the Division after approval by the Divisional Director of Education and follow-up of what is required by higher authorities from subordinate offices.

3. Deputy Divisional Director of Education (Schools)

Serves as drawing and disbursing officer for all incumbents of the local directorate; follows-up what is required by higher authorities from subordinate offices; signs each and every information/case issued either to higher or subordinate offices after approval of the DDE with respect to establishment and general matters, budget and accounts, and audit; writes Annual Confidential Reports on Grade 17 officers of the local directorate and countersigns ACRs on 17 selection grade teaching staff, as authorized by the DDE.

4. Assistant Divisional Directors of Education (ADDEO)

These functionaries assist the above officers in the areas designated after their titles. One of them deals with administration and school affairs. The ADDEO (Planning and Development) assists in the planning and development tasks of the division. The other two deal with budget/accounts and audit respectively.

District Level

Organizational Structure

Each of the fourteen districts in the NWFP has a District Education Office for males and another for females. Each is under the charge of a District Education Officer (DEO) who is accountable upwards to the Divisional Director of Education having jurisdiction over the district. A typical organization of a District Education Office is shown in Chart 10.

Below the DEO is a Deputy and four Assistant DEOs in charge, respectively, of Physical Education and Sports, Budget and Accounts, Planning and Development and Inspection. Secretarial staff is provided by two staff assistants and two junior clerks. The ADEO for Inspection has a superintendent who has five support staff: two senior clerks, one junior clerk, a dispatcher and a diarist.

The field or line components of the District Education Office are the Sub-Divisional Education Offices in the tehsils within the district. Each is under a Sub-Divisional Education Officer (SDEO), who in turn has Assistant Sub-Divisional Education Officers (ASDEOs) in charge of respective schools at the Union Council and village levels. This bottom level in educational administration will be dealt with in the next few pages.

Duties and Responsibilities

1. The District Education Officer (DEO)

   Responsible for the organization and efficient management of public instruction in the district; has general authority over secondary, middle and primary schools; supervises and monitors performance of subordinate officers, e.g. Deputy DEOs (DDEO), ADEOs, SDEOs and ASDEOs; provides supervision and professional guidance to teachers.

   The DEO's responsibilities can be grouped into two major areas: (1) those pertaining to the District Office itself, and (2) those relating to schools. The first includes duties and responsibilities related to financial administration, planning and development, personnel and staff secretariat matters and office efficiency. The second involves inspection and supervision and guidance of teachers.

   The following is a detailed narration of the DEO's duties and responsibilities based on a document.

   A. At the District Office

      The DEO shall spend 3 days of each week attending to his responsibilities in the office and when the schools are closed, the DEO will spend six days in the office, or in the Secretary of Education. The DEO is responsible for planning and scheduling his administrative responsibilities in such a way that the ratio of 3 days in school and 3 days in the office is adhered to, allowing, of course, for exigencies of the service. His administrative duties include the following:

i. Financial Duties: oversees preparation of annual budget and accounts statements for the district; audit monthly expenditures and statements, and exercise control over budget to the amount of Rs. 100 million.

ii. Development: responsible for the collection of accurate data and information required for planning; transmission of these data to the planning officer as required; (these tasks can be and are actually delegated to an assistant, but the DEO must assume final responsibility for the work). In building programs, the DEO will be responsible for the selection of sites for new buildings and for project supervision while buildings are being constructed; inspection of construction and other formalities required for completion and handing over of buildings; any interdepartmental cooperation which may be involved; and duly consider the completion certificates given by Headmaster/Headmistress in case of high schools and by SDEOs in case of middle and primary schools before taking/handing over the building.

iii. Personnel and Establishment: Shall make entries in the Annual Confidential Reports (ACRs) of the high school headmaster/mistress and staff of his own office as a reporting officer; make recommendations to the BISE, Registrar, Departmental Examinations and Universities for the appointment of supervisory staff and examiners for different examinations; perform other administrative powers which may be delegated by the government of NWFP.

iv. Office Efficiency: Responsible for the overall supervision of the DEO office staff and must ensure a high standard of efficiency in the office, especially in such matters as communication, correspondence, official records and financial records.

B. In Schools

i. General

Inspection of schools and supervision of the quality of education in the schools is the first concern of the DEO and the ADEOs. The DEO should spend at least 3 out of 6 school days in this function in such a way that every high school be visited at least twice during the academic year and primary schools which fall in the way. The present ratio of DEOs to schools does not allow for many visits to individual schools, hence the formal inspection functions will predominate for some time. However, the DEO should endeavor to carry out this responsibility, according to modern concepts of professional leadership and educational guidance.

ii. Inspection

An official inspection must be carried out of each school at least once per year. At least two weeks notice should be given for this type of visit. Other visits (e.g., informal/surprise) for follow-up or general supervision do not require formal notice. A formal inspection should be concerned with the following:

a. School Records

Attendance Register; Stock Register; Diary Despatch Register, Cashbook, Contingency Register, Issue Register, Library Register, Funds Register and Observation Books.

b. General Classroom Conditions

Cleanliness and general condition; state of furniture and equipment; personal belongings; and, books of students.

c. Standard of Teaching

Time-table work plan; preparation by teachers, students workbooks; aids and equipment' practical work and field activities; science laboratory; library books and workshop equipment.

d. School Facilities

Condition of building sanitation, lawns and grounds; agricultural activities; technical, vocational and physical activities.

The inspection visit should include discussion with Headmasters/ Headmistresses and teachers of matters arising from the visit. The DEO should note his comments in the school log-book and the comments should be positive and constructive.

iii. Supervision

a. While inspection is primarily concerned with control and administrative efficiency, supervision is concerned with the quality of what is happening in the schools. This aspect of the DEO's role should be concerned with quality of education, including intent of curriculum, teaching methods, teacher-pupil relations and the overall learning climate within the school; planning of work, lesson preparation and individual classroom planning; development of teachers as professional people.

b. The DEO should assist Headmasters/Headmistresses to develop effective supervisory programs in their schools, aimed at developing more effective learning situations and reducing the rate of pupil drop-out.

c. Likewise, the DEO should exercise leadership in the schools and in the communities. The DEO is the direct representative of the provincial education department at the district level and therefore, his attitude and work must reflect the educational philosophy and policies of the province. He acts as liaison officer between the schools and the community at official ceremonies, social welfare, etc.

d. Lastly, the DEO will be responsible for the effectiveness of the supervisory work carried out by the DDEO and ADEO.

2. The Deputy District Education Officer (DDEO)

   a. Jointly plans programs for supervision of the schools and carried out the programs in the company of the ADEO or alone under the guidance of the DEO; assist the DEO in the performance of his office duties; shall be held responsible for planning and statistics of the district.

   b. As the drawing and disbursing officer, the DDEO shall ensure that the bills are not left pending without concrete reason and that entries to the effect are made immediately and regularly in the cash book/contingency register, etc.

   c. Shall ensure the smooth working of the office and implementation of orders/policies in behalf of the DEO and shall carry out any other duties assigned by his DEO.

3. The Assistant District Education Officer (ADEO) for Inspection

   a. Acts as a professional guide and colleague of the teacher; keeps the teacher abreast of educational and social developments and stimulate their professional growth; assists the DEO or DDEO at the time of visit to a school or in the performance of his/her duties.

   b. Schedules the surprise and annual tour program of the DEO and arranges for the supervision of the work of SDEOs and ASDEOs regarding their inspection and supervision of middle and primary schools.

   c. Manages pre-service and in-service training of all categories of teachers/offices in the district and recommend teachers for the training course.

   d. Collects all sorts of educational information and keeps the record of middle school scholarships as well as primary and secondary school scholarships.

   e. Ensure upgrading of the professional competencies of the teachers by supplying instructional materials to the schools, and evaluates/follows-up on inservice training programs as well as inspection remarks of the DEO and other officers.

4. The Other ADEOs

The duties and functions of the other ADEOs in the district education office can be gleaned from their designated areas of responsibility. The ADEO for Physical Education and Sports is in charge of the supervision of physical education teachers and activities. He arranges inservice training of Physical Education and Sports teachers and supervises all the extra and co-curricular activities of the schools in the district. He is also a member of the tournament committee of high schools. In addition, he has the authority over transfers, appointment and all other service matters of the physical education teachers in his district. The ADEO on Budget and Accounts audits goverment and

pupil funds as well as accounts of SDEO offices; prepares proposed budget and monthly expenditure statements; watch over receipts, Travel Allowance bills, tour statements and the like. The ADEO on Planning and Development is in charge of the preparation of ADP proposals on such matters as establishment of new primary schools, upgradation from primary to middle status, reconstruction of primary schools and other related matters including implementation of schemes.

5. The Secretariat and Clerical Staff

The ADEOs usually have assistants and junior or senior clerks to provide secretarial and clerical assistance. The ADEO on Inspection is often assisted by a Superintendent who, in turn, is in charge of a number of senior and junior clerks, including a despatcher and a diarist.

Sub-Divisional/Tehsil Level

Organizational Structure

Chart No. 11 shows the management structure of education at the sub-divisional or tehsil level. The chief education officer at this level is the Sub-Divisional Education officer (SDEO). Assisting him in his duties and functions are Assistant Sub-Divisional Education Officers (ASDEOs), the total number of which depends upon the number of Union Councils in the Tehsil. The ASDEOs form the immediate links between the educational hierarchy and the Headmaster/Headmistres of schools in the villages. Each has an assigned number of schools to look after. It is usual for a number of ASDEOs to be holding office in the same building as the SDEOs. Some, however, maintain one-man offices in the field. The clerical staff for the SDEO is usually composed of an assistant, a senior clerk and two junior clerks, all of whom assist in the discharge of administrative responsibilities as well as provide secretarial and clerical services.

Duties and Responsibilities

1. The Sub-Divisional Education Officer

Documentary review and interviews with a number of SDEOs indicated that the SDEO is responsible mainly for the inspection and supervision of:

a. Government primary schools and government middle schools in the Sub-division.

b. Private schools (at primary and middle level) functioning in the area.

c. Collection of statistical data for establishment of primary schools and upgradation.

d. Transfers of all PTC teachers in the Sub-division.

e. Posting and transfers of Class IV civil servants in the area.

f. Drawing and payment of salary of all the teachers up to BPS-15 working in government primary and middle schools in the Sub-division.

g. Checking and compilation of service books of all the employees in the government schools.

h. Purchase of equipment (e.g., science, sports gears and furniture) for all the government primary and middle schools.

i. Inspection of all the government primary and middle schools in the Sub-division.

Some specific data would be useful in understanding the duties and overall responsibility of an SDEO. The following number of schools and other related information are directly under the control and supervision of an SDEO in NWFP:

School	Number
Government Primary Schools	394
Government Lower Middle Schools	2
Goverment Middle Schools	33
TOTAL	429

The breakdown of staff working in the above schools are:

Staff	Number
Senior English Teachers (SETs)	33
Certified Teachers (CTs)	40
Senior Vernacular Teachers (SVs)	75
Drawing Masters (DMs)	33
Primary Education Teachers (PETs)	33
Primary Teachers Certificates	1,499
TOTAL	1,713
Class IV Employees	160
TOTAL NUMBER OF PERSONNEL	1,873
TOTAL NUMBER OF STUDENTS	50,339

Thus, in summary, the SDEO has to contend with the management of 429 schools, 1,873 employees and 50,339 students.

2. The Assistant Sub-Division Education Officer (ASDEO)

A review of the written duties assigned to ASDEOs (submitted to the team during the field study) showed that not only are they charged with the responsibility of assisting the SDEO in the inspection and supervision of schools, but they are also required to perform a host of administrative duties. These relate to monthly statistical data; Management Unit Study and Training (MUST) matters; inspection remarks; inquiries; annual confidential reports; selection grades of all categories; checking of qualifications; budget and account matters; purchase cases; general, complaint and court cases; annual development plans; leave cases; custody of books of all categories. The conduct of annual examinations is one of the formal duties of the ASDEO.

3. The Headmaster and Headmistress

The Headmaster and Headmistress of individual schools are in charge of the conduct of classes and the smooth functioning of their separate schools. In addition to teaching duties, they have to keep and maintain requested school records (e.g., attendance, inventory, registers, etc.), and maintain discipline both of teachers and students. As in Punjab Province, they too, are the objects of suspicion by officers in the tehsil and district levels of educational management.

A disscussion of the Directorate of Education, FATA, will complete the management structure of mainstream education in NWFP.

The Directorate of Education

The directorate administers the schools in the Tribal Areas bordering Afganistan and spreading over 27,224 square kilometers, most of which lie in seven contiguous agencies constituting the Federally Administered Tribal Areas (FATA). About 5,310 square kilometers are ditributed in areas called Frontier Regions, controlled by Deputy Commissioners of the Provincal Government of NWFP, which is an agent to the Federal Government of Pakistan. Rural population constitutes 99% of the total inhabitants of FATA. Only about 5% of the population is literate.

Organizational Structure: Duties and Responsibilities

The educatonal administration in FATA is a provincial service and funds/budget provisions are the liabilities of the Federal Goverament. Chart 12 shows the organizational structure of the Directorate of Education for the area. As indicated, the educational directorate of FATA is headed by a Director of Education. His headquarters is in Peshawar. A Director of Education is the overall controlling and responsible authority for education in FATA. He is assisted by a Deputy Director of Education and a group of Assistant Directors, each of whom is in charge of a separate area which reflects the coverage of their respective duties and responsibilities. As indicated, the directorate has Assistant Directors for Planning and Development, Scholarships, Physical Education, Training and Extension, and Adult Education. It also has a Statistical Officer and a Budget and Accounts Officer of the Directorate.

Directly below the Director of Education are line Agency Inspectors of Schools who are responsible for the administration and supervision of primary and model schools in their respective Agencies and Frontier Regions, which include Khyber Agency and Peshawar Frontier Region, Mohmand Agency, Bajour Agency, Kurram Agency, Orakzai Agency and Kohat Frontier Region, North Waziristan Agency and Banu Frontier Region, and South Waziristan Agency and D.I. Khan Frontier Region.

All heads of High Schools (Male and Female) are under the direct control of the Director of Education, F.A.T.A. There is only one Elementary College (Male) in the area. This is located at Jamrud and is also under the control of the F.A.T.A. Director of Education. Likewise, all intermediate and degree colleges are under the control of the Director of Education.

It is worth noting that there are no divisional or district education officers in F.A.T.A. The counterpart of these officers in the area are the Agency Inspectors of Schools whose duties and functions include:

1. Appointment and transfers of teachers of primary schools

2. Inspection supervision/guidance of teachers of all educational institutions under their respective jurisdictions

3. Drawing and disbursements of salaries of teachers of primary and middle schools (Male and Female)

4. Supply of equipment to schools, and

5. Assisting the Planning and Development Council on opening of new schools

The activities of teachers are checked through the inspection and examination systems of schools and the results produced by the teachers. Annual and provincial examinations compose the primary level testing program. There is as yet no Management Information System in F.A.T.A. It is germane to add that in 1983 there were 1,105 primary schools for boys and 161 for girls in the area. In the same year, the number of male students was 47,044. Female students numbered 3,601. The total number of male primary schools teachers was 3,353 and female teachers numbered 464.

3. BALUCHISTAN PROVINCE

The province of Baluchistan has a land area of 347,000 square kilometers and a population of some 5.3 million people (1981), 84% of whom live in rural areas and 16% in urban centers. Its educational system is currently managed at the provincial level by a Department of Education and at the local levels by District Education Offices which have extension offices in the tehsils within their jurisdiction. The province is divided into 4 divisions (Quetta, Sibi, Kalat and Makran), 17 districts, 46 sub-divisions, 106 tehsil/ sub-tehsils, 1 municipal corporation, 11 municipal committees, 18 town committees and 376 Union Councils. There has been a rapid growth in the number of Union Councils in the last two or three years. Tables 2 and 3 show some basic data on education in Baluchistan.

Provincial Department of Education

Organizational Structure

The present management structure of Baluchistan's educational system is initially shown in Chart No. 13. As in the other provinces of the country, educational administration is lodged in a Department of Education headed by a Minister, who is a political functionary and a Secretary of Education, a career official. The Secretariat's professional staff is composed of an Additional Secretary and two Deputy Secretaries -- one for Planning and Development and the other, for Administration, plus other supporting staff. Two Section Officers (one for Development and the other for Budget and Accounts) assist the Deputy Secretary for Planning and Development. The Deputy Secretary for Administration has four Section Officers, each in charge of a specific area of responsibility, such as Academic, General, Schools and Colleges. A Superintendent completes the staff complement.

Directly responsible to the Secretary of Education are two projects and three directorates, each headed by a Director. These are line offices/ directorates with field components. One of the projects involves the construction of Model Residential Primary Schools, two of which are currently under construction, one in

Zhob and the other in Loralai. The other project is the Primary Education Development Expanded Program (PEDEP) which is a follow-up of the PEP project under World Bank assistance. The three directorates relate to Schools, Colleges and the Bureau of Curriculum and Extesnion Center. Each of these line offices has its own organizational set-up. Of these three directorates, the Directorate of Education (Schools), is the most directly involved with primary education. Chart No. 14 shows the organizational structure of this directorate, along with those of the Director of Education (Colleges) and Bureau of Curriculum and Extension Center.

The Directorate of Education (Schools) is headed by a Director, who is assisted by four Deputy Directors (covering the areas of Planning, Administration, Audit and Accounts and Policy Implementation) and a Deputy Directress. Below these offices are an Assistant Director for Planning, another Assistant Director for Administration, an Administrative Officer, a Statistical Officer, an Accounts Officer, an Audit Officer and a Registrar, Departmental Examinations. A Divisional Education Officer (Female) and an Assistant Divisional Education Officer (also Female) comprise the staff of the Deputy Directress. The field components of the Directorate are composed of the District Education Offices, High School principals, Deputy District Education Offices, Assistant District Education Offices and the Headmasters/ Headmistresses of individual schools. It is worth noting that there are no Divisional Education Offices in the hierarchy except on the female side.

The organizational chart of the other line directorates as shown in the chart are quite self-explanatory. That for the Directorate of Education (Colleges) has little relevance to primary education. That of the Bureau of Curriculum and Extension Center, may, however, be briefly noted here because of its role in curriculum development and teacher training for primary schools (see Section on Primary Education and Curriculum of Team's Report).

Duties and Functions

The duties and functions of the various officials of the Education Department, from the Minister of Education down to the line and field directors, including key personnel in the Department's Secretariat are basically similar, if not identical, with those of their counterparts (or those with similar designations) in both Punjab and NWFP provinces. They may differ in degree, scope and intensity, but not in kind. The nomenclature of the positions as indicated in the Chart are also quite self-explanatory, and reflective of their basic functions and duties, particularly in light of previous discussion. Hence, only an abridged statement of major responsibilities may be necessary.

The Minister of Education and the Education Secretary are, respectively, the spokesman and chief executive on educational policy, planning and guidance. The Additional Secretary is operationally the overseer of the Secretariat staff. The Deputy Secretary for Planning and Development and the Section Officer on Development are in charge of planning and development matters (e.g., preparation of PC-1s, etc), while the Section Officer on Budget and Accounts deals with expenditures and balances. The Deputy Secretary (Adminsitration) and the Section Officers below him deal with academic affairs (e.g., curriculum, implementation of educational policies, teacher training institutes), general administration (e.g., personnel cases, procurement and supply services, selection of students), colleges, (e.g. administration of colleges) and administration of schools. The Superintendent oversees clerical support and maintenance services.

The duties and functions of the line directors and their staff are geared to ensuring the smooth functioning of their respective directorates. As indicated earlier, the directorate most relevant to the management of primary education is the Directorate of Education (Schools). The whole responsibility for the management of schools (primary, middle and high schools, including mosque schools), both for males and females in the entire province, lies with the Director of Education (Schools) and his secretariat and field staff. The Deputy Directors, and their respective Staff Assistants, assist the Director in educational planning and administration, as well as in implementation of educational policies and in budget, audit and account matters. The Registrar of Departmental Examinations is in charge of conducting the required examinations and tabulation of their results. The Deputy Directress is an adviser on female education and is in charge of all cases relating to female schools. In these tasks, she is assisted by her Divisional Education Officer and Assistant Divisional Education Officer and Headmistresses in the field. The duties and functions of District Education Officers and their subordinate staff will be discussed shortly in conjunction with a closer look into the organizational structure of educational management at this level.

District Level

Organizational Structure

Chart No. 15 is a close-up of the organizational structure of a District Education Office in Baluchistan. It is reminded that although the province is divided into four political divisions, there is currently no Divisional Education offices, except on the female side. There are, however, plans for reorganiztion geared, among others, to establish divisional offices. These will be discussed in later pages.

As in the other provinces, the district is the focal point of management of schools in Baluchistan. The District Education Officer (DEO) is the local chief and is assisted by a Deputy District Education Officer (DDEO). The secretariat/support staff is usually composed of a Superintendent who oversees the performance of assistants and senior/junior clerks. The field staff consists of the Assistant District Education Officers (ADEOs), the total number of which depends upon the number of teshils/sub-tehsils within the district. Some may hold office in the same building or location headquarters of the District Education office, but, generally, most maintain offices at the tehsil level. Below the ADEOs are the supervisors (and learning coordinators in the so-called PEP schools) assigned to a specific number of schools. The Headmasters/Headmistresses and teachers of individual schools constitute the bottom of the organizational chart.

Duties and Responsibilities

1. The District Education Officer (DEO)

   A Notification document from the Education Department of the Government of Baluchistan (and confirmed by interviews during the field survey) classifies "the duties and powers" of District Education Officers into (1) Academic Activities, (2) Budget/Account Planning and Drawing and Disbursing Powers and (3) Service Matters.

a. Academic Duties

i. Smooth conduct of education processes in the district.

ii. Inspection of High, Middle and Primary Schools (by himself or through Assistant District Education Officers) in the district.

iii. Proper maintenance and up-keep of educational institutions.

iv. Maintenance of statistics.

v. Extra-curricular duties/activities.

vi. Sports and games.

vii. Secretary, District Education Council.

viii. Award of Scholarship. The DEO will conduct the scholarship exam of V Class and award Middle School Scholarships, both in respect of boys and girls. He will be in charge of all matters pertaining to scholarship in his district and will submit an annual report thereof to the Director of Education (Schools).

b. Budget/Accounts Planning and Drawing and Disbursing Powers

The DEO will be the drawing and disbursing officer in regard to all Establishment Travel Allowance (T.A.) contingencies of primary and middle schools, as well as his own office. Disbursements of pay will be made, however, through Headmasters/ADEOs. He will be responsible for the maintenance of accounts. In addition, he will be in charge of the preparation of budget estimates, annual development plans (ADPs) and project director of all small works in the district relating to education.

c. Service Matters

i. Appointment: the DEO will be the appointing authority in respect of the teaching staff. The appointments will be made through respective selection boards. Likewise, his is the appointing authority for junior clerks and Class IV government servants.

ii. Transferring Authority: He will be the transferring authority in respect of all non-gazetted teaching staff in the district. He will prpose the transfer of Headmasters of High Schools within and out of the district to the Director of Education. Likewise, the DEO has the transferring authority over all ministerial staff in the district.

iii. Controlling Officer and Other Matters: The DEO will be the controlling authority for travel allowances in respect of all gazetted and non-gazetted staff and for sanctioning of leaves, including casual leaves. He also has the authority to suspend in ranks, compulsory retire, remove or dismiss from the service in respect of non-gazetted teaching staff. Likewise, his permission is necessary to appear in examinations, to work as superintendent, deputy superintendent and as invigilators in examinations. Lastly, he has authority over pension cases and in the nomination and selection for inservice training.

2. The Deputy District Education Officer (DDEO)

The duties and functions of the DDEO are contained in a Notification document issued by the Education Department of the Government of Baluchistan on May 12, 1984. The DDEO has academic, administrative, supervisory and developmental responsibilities. The details are as follows:

a. Academic Responsibilities

i. He/She will ensure that the courses of study are completed and the terminal examinations are conducted in middle, primary and mosque schools in accordance with the schedule.

ii. He/She will be responsible for the improvement of standard of Education in primary/mosque/middle schools and literacy centers.

iii. He/She will guide the teachers in improving the quality of their teaching and overcome difficulties in teaching-learning process.

iv. He/She will promote curricular, co-curricular, extra-curricular and sports activities ir middle schools.

b. Administrative Responsibilities

i. All the files will be routed through him/her when present at the headquarters.

ii. Annual Confidential Reports in respect of the teachers working in middle schools will be initiated by him/her. He/She will countersign the ACRs of the primary and mosque school teachers.

c. Supervisory Responsibilities

i. He/She will be responsible for regular extensive inspection and supervision and smooth running of primary/mosque schools and literacy centers.

ii. He/She will supervise and coordinate the activities of Assistant District Education Officers, Supervisors and Learning Coordinators.

iii. He/She will be responsible to establish interaction between the community and the school at middle/primary /mosque school and literacy center levels.

d. Developmental Responsibilities

i. He/She will assist the District/Divisional Education Officers in preparation of Annual Develpment Programme and will submit report to the District/Divisional Education Officer of the development schemes pertaining to middle, primary and mosque schools.

ii. He/She will propose the opening of new primary and mosque schools and literacy centers.

iii. All the equipment and textbooks in primary, mosque and middle schools will be applied through him/her.

iv. He/She will be responsible for the collection, compilation and consolidation of all educational statistics in the district.

3. The Assistant District Education Officer (ADEO)

The duties and functions of the ADEO are similarly classified into academic, administrative, supervisory and development responsibilities. They are as follows:

a. Academic Responsibilities

i. He/She will be responsible for the improvement of quality of education.

ii. He/She will promote curricular, co-curricular, extra-curricular and sports activities in primary and mosque schools.

iii. He/She will help primary/mosque school teachers, improve the quality of teaching and overcome problems faced in the teaching and learning process.

iv. He/She will ensure that the courses of study are completed according to the time schedule.

b. Administrative Responsibilities

i. He/She will initiate proposals for the adjustments and transfers of primary and mosque school teachers.

ii. He/She will initiate the Annual Confidential Reports of primary and mosque school teachers.

c. Supervisory Responsibilities

i. He/She will carry-out extensive regular inspection and supervision of primary and mosque schools and will furnish reports to the Deputy District Education Officer.

ii. He/She will ensure that the primary/mosque schools are kept clean and tidy.

d. Development Responsibilities

i. He/She will help the Deputy District Education Officer select suitable locations for the opening of new primary/mosque schools and adult literacy centers.

ii. He/She will submit progress reports to the Deputy District Education Officer on the developmental schemes of the area.

iii. He/She will collect, compile and consolidate the educational statistics of the area and submit them to the Deputy District Education Officer.

3. The Supervisors

The same document defining the duties of the ADEOs enumerates the duties of the supervisors as follows:

a. He/She will guide the primary and mosque school teachers in the improvement of the quality of education.

b. He/She will keep a guard against absenteeism in primary/mosque schools.

c. He/She, along with the teacher, will be responsible for increasing the student enrollment in the school.

d. He/She will establish good relationships with the community and Councillors for the betterment of the schools in his/her jurisdiction.

e. He/She will record impressions in the log book of the school and report to the Assistant District Education Officer.

A concluding portion of the document summarizes the minimum number of visits that all supervisory staff, including the supervisor, should make to schools. The Directive is quoted below:

Tours: The Supervisory staff should frequently and extensively inspect and visit schools of their responsibility but not less than the following minimum number in any case.

	Number of Visits				
Name of Officer	High School	Middle School	Primary School	Mosque School	Adult Literacy Center
Dist./Div. Ed. Officer	4	2	twice	twice	twice
Deputy Dist. Ed. Officer	--	4	thrice	thrice	thrice
Asst. Dist. Ed. Officer	--	6	4	4	4
Supervisor	--	--	12	12	12

4. The Learning Coordinators

The duties and functions of Learning Coordinators in the Primary Education Project (PEP) schools in the province do not appear in any written document and as such they are not well-defined. Based on interviews, however, the Learning Coordinators are understood to conduct local level training in the use of teaching kits, assist teachers by providing guidance and demonstration lessons and help Head Teachers in their community work by identifying causes for non-attendance and organizing parent-teacher meetings.

5. Headmasters/Headmistress

There are no available written materials on the duties and functions of Headmasters/Headmistresses, but these civil servants, as in other provinces, are essentially the school's chief executive. They are solely responsible for the efficient and effective administration of their respective schools and are expected to ensure efficient pupil and staff supervision, effective delivery of instruction, improve the quality of education and facilitate pupil growth and development.

It should be stated, in concluding the discussion on Baluchistan province, that plans to reorganize the Directorate of Education (Schools) are under serious consideration. The expectation is that effective July 1986, there will be four Divisional Directorates of Education under the Directorate of Education to conform with the four divisions into which the province is divided. Below the divisional tier will be, of course, the 17 District Education Offices. The ADEOs will be redesignated as Sub-Division Education Officers (SDEOs). These reorganization moves will make the educational management structure of Baluchistan similar to that of NWFP and the other provinces.

In addition to the above structural and designation changes, there is also a serious move to establish a separate Directorate of Primary Education, which, if successful, may induce the other provinces in the country to follow suit. Chart No. 16 shows the proposed Directorate of Primary Education and is quite self-explanatory. The hope is that the establishment of this new Directorate will solve many educational problems at the grassroots level and contribute to the improvement of primary education in the province.

4. SIND

Sind Province has a total land area of 140,860 square kilometers and a population of some 18.9 million. The province is divided into three educational divisions (formerly into two, called regions). These are Karachi, Hyderabad and Sukkur. There are 15 educational districts for boys and 15 districts for girls schools. The Karachi Division has three districts: Karachi East, Karachi West and Karachi South. Until recently, the Hyderabad Division had twelve districts. With the establishment of the Sukkur Division, the twelve districts were redistributed equally between the two divisions. The six districts under the Hyderabad Division include Hyderabad, Dadu, Badin, Thatta, Tharparkar and Sanghar. The districts in the Sukkur Division are Nawabshah, Khairpur, Sukkur, Shikarpur, Jacobabad and Larkana. The magnitude of basic statistical data on education in the province is shown in Table 4.

Provincial Level: Education and Culture Department

Organizational Structure

Chart No. 17 shows the organizational structure of the Education and Culture Department of Sind province. While the nomenclature of the department differs from those of its counterparts in the other provinces of the country, the organizational pattern is basically similar to those already presented. Minor differences will be

pointed out in the course of the discussion. The Department is also politically headed by a Minister of Education and, career- wise, by a Secretary of Education. Three Additional Secretaries (until recently, only one) assist the Secretary of Education, respectively, in three areas of responsibility: Administration, Academics and Planning and Development. Each of the Additional Secretaries has a Deputy Secretary, assisted in turn by a number of Section Officers. In addition to the Deputy Secretaries, there is an Officer on Special Duty (OSD) on Higher Education and a Director of Culture. All these functionaries compose the key personnel in the Department's Secretariat.

The line directorates and field components consist of quite a number of directorates and boards headed either by a Director, a Coordinator or a Board Chairman who are senior officials and directly responsible to the Secretary of Education. The list includes the following:

- Director, School Education, Karachi
- Director, School Education, Hyderabad
- Director, School Education, Sukkur
- Director, College Education, Karachi
- Director, College Education, Hyderabad
- Director, Technical Education, Sind, Karachi
- Director, Planning and Monitoring Cell, Sind, Karachi (This directorate is in the process of integration with the office of the Deputy Secretary for Planning and Development under the Additional Secretary for Planning and Development).
- Director, Sports, Sind, Karachi
- Director, Archives, Sind, Karachi
- Director, Engineering Organization
- Coordinator, Special Priority Projects (Otherwise known as Mosque Schools project).
- Director, Bureau of Curriculum and Extension Wing, Sind, Jamshoro
- Chairman, Board of Intermediate and Secondary Education, Hyderabad
- Chairman, Board of Secondary Education, Karachi
- Chairman, Board of Intermediate Education, Karachi
- Chairman, Board of Intermediate and Secondary Education, Sukkur
- Chairman, Sind Board of Technical Education, Karachi

- Chairman, Sind Textbook Board, Hyderabad
- Chairman, Sindhi Adabi Board, Jamshoro

Of the above line directorates, the most relevant to primary education are the Directorates of School Education in all three Divisions (Karachi, Hyderabad and Sukkur). To these may be added the Directorate of Engineering, the Special Priority Projects and the Bureau of Curriculum and Extension Wing. Chart No. 17 gives a closer picture of the directorate under the Department and a brief coverage of their scope of functions.

Duties and Responsibilities

Previous discussion of the other provincial departments of education make it unnecessary to make a detailed discussion of the duties and responsibili- ties of each of the posts in the Department at the provincial level of administration. The designations and the general areas of responsibility marked for each post reflect the scope of respective duties and functions which are basically similar to their counterparts in other provinces. The Minister of Education serves as an adviser and spokesman for education affairs in the governor's cabinet. The Secretary of Education is directly responsible for overall direction and guidance of public educational administration of the province. The Additional Secretaries and their Section Officers are responsible for the smooth functioning of secretariat management in their respective areas of designation. Overall, the Education and Culture Department deals with the following subjects:

1. General Education and Development
   a. Primary Education
   b. Secondary Education
   c. College Education
   d. Technical Education
2. Matters Relating to the Universities
3. Matters Relating to the Boards of Education
4. Award of Foreign Scholarships to Teachers
5. Grant of Scholarships to Students at Various Levels
6. Special Education (Education for Handicapped Children)
7. Promotion of Scientific Research, Arts and Literature
8. Production and Distribution of Educational Scientific Films
9. Libraries and Museums in Sind

10. Sports and Physical Culture

11. Science Matters

It would be useful to expand a bit on the duties and responsibilities of three of the line directorates, which are also directly relevant to primary education, albeit not quite as central to the subject as the Directorates of School Education, which will be discussed more in detail in the next section. The three directorates are the Engineering Organization, the Special Priority Project and the Bureau of Curriculum and Extension Wing. Increasingly, the Engineering Organization of the Department has undertaken the construction of primary schools and is gradually taking over this task from the Local Government and Rural Development Department. This in-house construction arm is developing its own network of engineers and technicians to oversee the construction of primary schools and is expected to help solve some bottlenecks in the field of school construction.

The Special Priority Projects, otherwise known as the Mosque Schools Project, has since its establishment with federal fund assistance in 1983-84, greatly expanded the number of mosque schools now in operation in the province. A coordinator is actively pursuing the implementation of the project, particularly in the rural areas. He is assisted by district coordinators of the same rank as Sub-Division Education Officers (SDEOs) and quite a number of supervisors each in charge of some 4 Union Councils. In addition to this full complement, the Project has some 100 resource persons in the province, selected from those of at least 10 years' professional experience in the general mainstream of primary education.

The Bureau of Curriculum and Extension Wing has the following duties and functions:

1. Curriculum development and modernization of courses in all subjects for Classes I to XII.

2. Inservice training of teachers, officers, educational administrators and planners.

3. Extension services, such as preparation of model schemes, holding of extension lectures, audio-visual aids and reading materials for students, teachers and adults.

4. Special Education services (for the handicapped).

5. Establishment of libraries and compilation and publication of useful education data.

6. Research activities in respect of curriculum development, designing of equipment and models for scientific and technical attitudes.

7. Administration of teacher training, including agro-technical institutions.

8. Development of Teacher Guides in the subjects of Class I to XII and their distribution.

9. Development of techniques of evaluation.

10. Coordination of the activities of the Bureau of Curriculum with the activities of the Federal Ministry of Education and other agencies.

11. Coordination and organization of various educational programs sponsored by international organizations (e.g., UNICEF, UNESCO, USAID, etc.).

Divisional (formerly Regional) Level: Directorates of School Education

For the sake of clarification in the overview of management structure of the educational system in Sind Province, the three divisional (formerly regional) Directorates of School Education (Karachi, Hyderabad and Sukkur) are directly under the Secretary of Education, and, for that matter, are more independent and autonomous than their counterparts in other provinces. The set-up is unlike that of Punjab province where a Directorate of Public Instruction (DPI) at the provincial level oversees the divisional Directors of School Education, or that of NWFP, where a Directorate of School Education also exists over and above the divisional level of directors of education.

Organizational Structure: Duties and Functions

Chart No. 18 shows the organizational structure of the Directorate of School Education, Hyderabad Division. The Directorate is responsible for carrying out the educational policy of the government. The Director is assisted in the task of administration by two Deputy Directors on the Male side, (one for Administration and the other for Academic) and one Additional Director on the Female side, along with three Assistant Directors (AD), viz. AD (Development), AD (Establishment), AD (Sports), two Statistical Officers, one Assistant Account Officer, one Audit Officer and one Registrar, Departmental Examinations. All of them act as Section Officers, each supported by a secretariat staff usually composed of a Superintendent, assistants, senior and junior clerks, steno-typists and peons.

The Directorate also exercises administrative control over District Education Officers, who are posted in districts within the division, one each for boys and girls separately. The Director has, likewise, administrative control over comprehensive high schools, public libraries and an Inspector of Drawing and Crafts.

Chart No. 19 is an abridged organizational chart of the Directorate of School Education, Karachi Division. As may be observed, it is essentially similar if not identical to that of Hyderabad. In the same breadth, it must be stated tht the organizational structure of the Directorate of School Education in Sukkur is also a prototype of that for Hyderabad, which formerly administered school education in the district now assigned to Sukkur Division.

District Level

Organizational Structure: Duties and Functions

Chart No. 20 is a close-up of the organizational structure of a typcial District Education Officer in the province. At this level, the executive officer is the District Education Officer (separately for boys and girls) who is usually assisted by three Deputy District Education Officers (DDEOs) -- one for Administration, another for Academic and the third, for Planning and Development. Administrative/clerical staff consists of a Superintendent, a number of assistants, senior clerks and junior clerks. Directly responsible to the District Education Officer and DDEOs are the Sub-Divisional Education Officers (SDEOs) at the tehsil level. Below the SDEOs are the supervisors (and the Learning Coordinators in PEP project schools) who are assigned 30 or more schools to supervise. The Headmasters/Headmistresses and teachers constitute the bottom rung of the administrative system.

The duties and functions of the District Education Officers and their Deputies are well structured and documented in record files. Although they are basically similar to those of the DEOs and DDEOs in other provinces, a detailed inventory would be useful in that they underscore the strategic importance of the posts. The following pages describe their job functions and duties:

1. The District Education Officer

   a. Office Administration and Management

      i. Planning and scheduling work for the staff of the office, the newly appointed teaching staff, and for his subordinates.

      ii. Holding discussions with the Deputy Education Officer, the Sub-Divisional Officers, Headmasters/Headmistresses and Supervisors as needed.

      iii. Disposing of crucial office correspondences particularly those that cannot be delegated to his subordinates.

      iv. Receiving important visitors of his district.

      v. Attending to parents and members of the community on any matter that cannot be effectively handled by his subordinates.

   b. Personnel Matters

      i. Attending to matters of staff postings, transfers, querries, discipline, leave, in-service training, etc. in accordance with the provisions of the Rules and Regulations.

      ii. Guidance, counselling, motivation and control of all staff serving within his jurisdiction.

c. School Supervision and Inspection

i. Inspection of physical facilities in schools, condition of building, furniture, equipment and facilities for co-curricular activities.

ii. Checking of school records, accounts and stocks.

d. Supervision of Instruction

i. Physical facilities in classroom, laboratories, etc.

ii. School time table, teachers' work plan, lesson preparation, delivery of lesson and pupil activities in teaching/learning process, students' notes, textbooks and other reading material, lesson evaluation techniques.

iii. Meetings with the staff member to discuss issues relating to strength/weakness in teaching/learning processes and steps needed for the improvement of quality of instruction.

iv. Matters relating to the welfare of students, utilization of students' funds, etc.

e. Financial Duties

i. Ensuring that the salaries, travel allowances, and other compensations to all staff (including teachers) in the District are collected and disbursed appropriately by those to whom such powers are delegated.

ii. Controlling expenditures within the limit of his powers.

iii. Ensuring the provision and award of Primary and Middle School scholarships and prizes.

iv. Ensuring prompt and appropriate approval, processing and control of purchases order, accounts, issues and receipts in respect of primary and middle schools.

v. Controlling the budget of the district and meeting regularly with the budget officers at the provincial and divisional directorate levels.

vi. Ensuring that the Sub-Divisional Education Officers, Headmasters and Headmistresses collect and disburse teachers salaries and stipends appropriately and on time.

vii. Holding regular meetings with the District Purchase Committees and making sure that purchases are approved on time and as needed in accordance with financial regulations.

viii. Cross-checking of all the bills and making sure that they tally with financial provisions, allocations and regulations.

f. Development Duties

i. Preparing development programmes, projects and schemes for schools in the districts. Such a programme should spell out what types of schools are needed; which should be closed, opened, expanded, etc.; the category of staff available and needed; the resources, etc.

ii. Supervise education projects (e.g. buildings) while under construction.

iii. Selection of sites for new school buildings, and ensuring appropriate negotiation for leases of the land and/or buildings.

iv. Inspection for construction, scheme revision and other formalities required for completion and handing over of buildings.

v. Maintenance of existing buildings and plants.

vi. Supervision of on-going development project in the district.

vii. Cooperating with other districts, regions or units in the province for joint projects or schemes.

g. Academic Duties

i. Ensuring that the school syllabus, course outlines, schemes of work, etc. are properly drawn by the teachers with the Special Project Education Specialist (SPES) supervising these.

ii. Setting up appropriate, approved lists of textbooks and other pupil learning materials and supervising their distribution or supply, where applicable.

iii. Making frequent sample checks on the schools to convince himself/herself of the quality of instruction and taking appropriate action.

iv. Encouraging the teachers to develop themselves and organizing study leave, inservice workshops, seminars, etc. for teachers in the district.

v. Encouraging pupils' academic growth and development through the award of scholarships, interschool competitions, etc.

vi. Personally giving short talks or seminars to teachers and thus academic leadership.

2. The Deputy District Education Officer (DDEO)

a. Major Responsibilities (General)

i. Regular and scheduled inspection of schools in the district in accordance with a schedule worked out by the DEO.

ii. Advertising and arranging for appointments of primary school teachers, as well as participating in the selection interviews for new teachers in the district.

iii. Systematic collection, compilation and analysis of all types of data concerning the Primary, Middle and High Schools in the district.

iv. Responsible for supplying all sorts of statistical information of the schools in the District to the Directorate, Department, Ministry or any other higher authorities who call for such data.

v. Paying "surprise" visits to schools as necessary, for example, in cases of floods, pupil crises, teacher grievances, fire, epidemic, etc. Surprise visits should not be regarded as occasions for DDEOs to frighten the school staff. The visits should be called for by certain events or incidents in the school visited.

vi. Hold enquiries on all matters related to school education (primary, middle or high schools) in the district and submit the reports of such enquiries to the DEO for further action.

vii. Preparation of monthly, quarterly and annual reports or returns on the schools in the district.

viii. Distribution of school materials in accordance with the order or decision agreed upon with the DEO.

ix. Purchase and distribution of textbooks, scientific equipments, teaching materials, etc. to the Middle and High Schools after consultation with the DEO.

x. Holding regular meetings with school supervisors to acquaint them with improved technicques of teaching and modern developments in instructional materials.

xi. Direct and regular communication with the Sub-Divisional Education Officers and Headmasters on day-to-day issues concerning schools in the District, this includes the circulation of policy or decision circulars emanating from the DEO's office.

xii. Regular communication on administrative issues concerning the schools with his/her DEO on day-to-day problems in the districts.

xiii. Supervision of the work of the ministerial and clerical staff in the District Education Office, except the clerks working directly in the DEO's office.

xiv. Preparation of reports on ongoing, completed or revised schemes or projects in the district as the DEO may advise.

xv. Attending, on the instruction and on behalf of, the DEO, meetings of the District Education Committee or other District level committees and presenting the views of the DEO at such meetings.

b. Development Duties

i. Preparation and drafting of the PC-1 forms for development schemes and making sure that the information on such PC-1 are accurate as far as possible and submission of the PC-1 to the DEO for consideration, discussion and eventual approval.

ii. Submission or Processing of ADP projects for the district.

iii. Keeping accurate ADP file and records for each year.

iv. Attending all district level meetings on development schemes and projects, in most cases, with the DEO.

v. Preparation of monthly staff returns of the Middle and High School teachers.

vi. Keeping accurate examination results sheets and records from the supervisors.

Sub-Divisional (Tehsil) Level

Organizational Structure: Duties and Responsibilities

The typical organizational structure of a Sub-Divisional Education Office in Sind Province is shown in Chart No. 21. At the tehsil level and below, the Sub-Divisional Education Officer (SDEO) is the overall education manager. Administrative and clerical support is provided by a small secretariat, usually consisting of a Superintendent, an assistant, a cashier, a senior clerk and a junior clerk. Below the SDEOs are the supervisors (and the Learning Coordinators in the PEP project schools), Headmasters/Headmistresses and teachers at the school sites.

Following are the duties and functions of the SDEO, the supervisor and Headmasters/mistresses, as culled from documents and gathered from field interviews:

1. The Sub-Divisional Education Officer

a. Office Administration

i. Appropriate delegation of powers and scheduling of work for the staff of the Sub-Divisional office.

ii. Direct supervision of all the ministerial, clerical and other junior staff in the Sub-Divisional office.

iii. Handling of all correspondence matters.

iv. Collection and compilation of all sorts of educational data and statistics from the schools in his/her Sub-Division.

v. Purchase and/or receipt of materials for the schools in the Sub-Division in accordance with the powers delegated to him/her.

b. Instructional Supervisory Duties

i. That the curriculum content and programmes in the schools in his/her area are in accordance with the policies and objectives of education.

ii. That the timetable, workplan, teachers' lesson notes, diaries and schemes of work or other approved documents showing the day-to-day schedule of instructional activities are properly kept and appropriately used by the teachers.

iii. That the pupils have a good classroom climate for their work including pupil-pupil and pupil-teacher relationships and interactions.

iv. Checking school examinations and countersigning certificates.

v. Check the records of pupil progress and recommending ways of assisting the low achievers or late developers among the pupils.

vi. Checking the general school conditions including the conditions of the classrooms and the school instructional facilities (e.g. desks, blackboards, etc).

vii. Guiding and counselling the weaker or newer teachers.

c. Staff Supervision

(The SDEO will:)

i. Go through the list of staff to determine whether they are adequate for the number, class or age of the pupils, and whether the right teachers are teaching the right classes or subjects.

ii. Observe the teachers in action to determine those that need guidance, or further training.

iii. Discuss with each teacher his/her merits and demerits and highlight with the teachers areas that need improvement in his/her performance.

iv. Discuss with the Headmaster/Headmistress on the matters of staff performance, discipline, morale, development and staff interpersonal relations.

v. Arrange (with the agreement of the Headmasters and the DEO) short courses or seminars for selected teachers on issues related to improvement of programmes or improvement of instructions.

vi. Occassionally organize short inservice courses and workshops for groups of teachers in the Sub-Division on selected aspects of their work. Excellent Headmasters and experienced teachers may be asked to serve as additional resource persons at such short courses.

vii. Identify without prejudice, teachers that need promotion, discipline, further training, etc., and recommending such teachers to the appropriate authorities.

d. Financial Duties

i. Execution of budget received from the Finance Department through the Director of School Education.

ii. Auditing the accounts of the Sub-Divisional Education Office and the school before forwarding them through the DEO to the Accounts Branch.

iii. Carrying out other financial duties as the District Education Officer may delegate.

e. Developmental Powers of the SDEO

i. Preparation of ADP schemes for the development of schools in the Sub-Division, as directed by the DEO.

ii. Attending review meetings at the Sub-Divisional level and meetings with the Social Welfare and local communities.

iii. Collection and preparation of all kinds of data and information (through supervisors, Headmasters/Headmistresses, Taluka masters, etc.) for development planning and decision-making. Ensuring that these information are updated regularly and making copies available to the DEO's office and other planning agencies.

iv. Making monthly, quarterly and annual reports and returns on the development programmes concerning the schools in the Sub-Division.

v. Responsible for the supervision and inspection of building works for schools in his/her area of authority, including:

- Selection of adequate sites for buildings.
- Supervising work while the buildings are being constructed, and
- Inspection of the construction and other formalities required for the completion of and handing over of the buildings.

2. The Supervisors, Primary Education

a. Regular visits to schools for collection of required data.

b. Maintain a record of the qualifications of teachers in his/her beat.

c. Maintain a record of the list of schools and their addresses.

d. Maintain a record of number of teachers in his/her jurisdiction.

e. Inform SDEO about the shortage of teachers in any school.

f. Keep a record of enrollment in each school and in all the schools.

g. Inform the SDEO regarding absenteeism of teachers regularly.

h. Maintain a record of furniture available in each school.

i. Maintain a record of physical facilities available to each school in his beat.

j. Maintain examination records of pupils appeared and passed each year for each school separately and also maintain cumulative record.

k. Collect admission data during the month of April regarding each school and send it to the SDEO.

l. Grant casual leave application of teachers.

m. Forward cases for transfer of teachers, GPF advance, joining reports of new teachers to appropriate SDEOs.

n. Verify materials with the entry in Dead Stock register of the school.

o. Verify attendance of teachers from Teacher Muster Roll and attendance of pupils from class attendance register.

p. Send proposals for meeting the shortage of teachers, furniture, buildings and teaching materials to appropriate SDEOs.

q. Keep a record of the teachers who are trained, those who are untrained, those who have undergone an inservice course and plan for inservice training of teachers on a no cost basis.

r. Conduct and prepare reports on enquiry matters assigned by SDEO.

s. Contact SDEO and other authorities for academic support.

t. Supervise the work of Learning Coordinators, assist them by visiting troubled schools for extra support and organize local level training for primary teachers through Learning Coordinators.

u. Organize process evaluation and synthesize results on an ongoing basis for decision making.

Academic

a. Visit each primary school on turn basis.

b. Check the availability of curriculum reports on each subject, national teaching kits, a set of teachers' guides, prescribed textbooks.

c. Ensure/verify the use of teaching kits in the actual classroom teaching.

d. Possess a list of prescribed books for each subject at the primary level.

e. Bring on notice the use of unauthorized books and ensure their removal from the school after use.

f. Help teachers in planning their scheme of work on monthly or on full academic year basis.

g. Assess the pupils on course content taught by the teachers.

h. Observe teachers while they are teaching in actual classroom situations; discuss the presentation of topics with teachers observed; identify sources from where teachers might obtain professional support.

i. Devise the plan of examination for the schools within his/her jurisdiction and notify the same to each school; constitute a committee/committees for holding exams and ensure the conduct of examinations for each school during the scheduled programme.

Community Involvement

a. Identify the needs of the community where the schools are situated.

b. Prepare a case study for each school, including a description of its vicinity, type of villagers, customs and estimates on current and future enrollment.

c. Contact community members of villages during visits to the schools and attend parent-teachers meetings organized by the schools to help build good community relations.

d. Help teachers in obtaining community support for solving problems.

e. Organize meetings of heads of schools.

3. The Learning Coordinator

a. Conduct local level training on learning modules for primary teachers.

b. Assist teachers in their classrooms on a regular basis by providing guidance and demonstration lessons, and

c. Assist teachers and head teachers in their community work by identifying cause for non-attendance and organizing parent-teacher meetings.

4. The Headmaster/Headmistress

a. Effective school management.

b. Efficient pupil and staff supervision.

c. Effective supervision and delivery of instruction.

d. Boost the morale and capacity of teachers and other staff working in the schools.

e. Realistic and adequate achievement of goals of school education.

f. Promote the understanding, harnessing and facilitation of pupil growth and development.

g. Enhance good school climate.

Supervision of Staff

a. Provide induction/orientation talks or discussions for new teachers.

b. Supervise the teachers at work, and give them guidance or advice on how to improve their performance.

c. Encourage the hard-working teachers and advising such teachers to guide others.

d. Settling disputes, grievances, etc. among the teachers; showing personal concerns for the grievances and problems of individual teachers.

e. Holding regular, intimate discussions with the "problem" teacher/s.

f. Participating (and in some cases initiating) inservice workshops for teachers on school, sub-divisional, district or regional basis.

g. Attending to the teachers' confidential and other personal assessment reports very promptly and justly.

h. Demonstrating willingness to recommend for promotion, study leave, inservice training, etc., any staff member needing such facilities.

i. Holding staff meetings as frank, cordial and open as possible.

Co-Curricular Activities

a. Organize school sports and games at both the intra- and inter-school levels.

b. Organize Scouting, Girls Guide, Red Crescent and other societies aimed at proper discipline and personality development of the pupils.

c. Organize occasional educational excursions, visits or field demonstrations at different places of educational, historical or cultural interests, both within the district and the province.

d. Organize drama, debates and other competitive or participative societies.

Financial Duties

a. Filling and maintaining all financial records, including the school budget, records on contingencies, poor students funds, honoraria, pensions, TA/DA.

b. Submit the following items to the DEO every month:

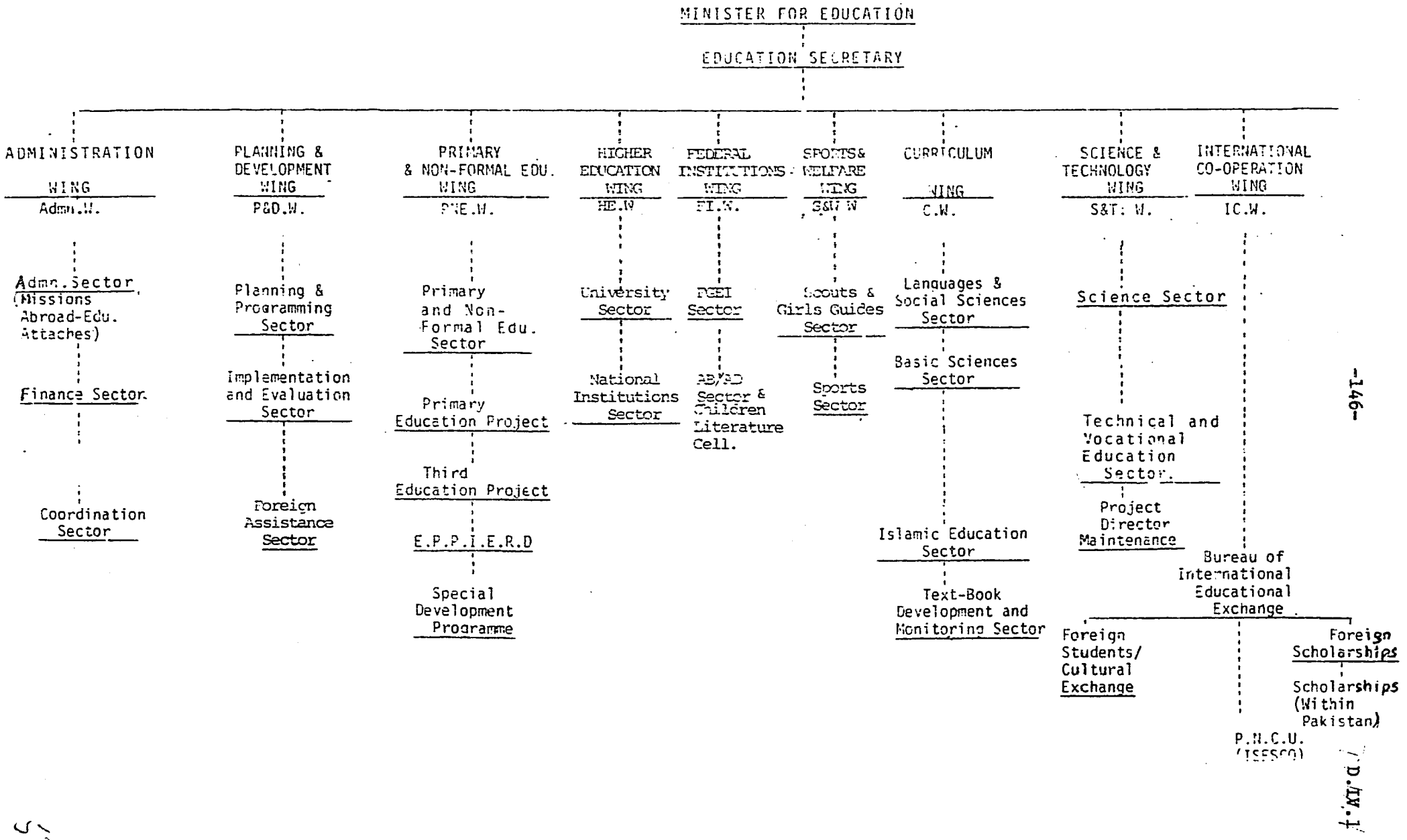
- Monthly expenditure statements; reconciliation of expenditure and receipts; special expenditures; audit reports; budget estimates; 1st and 2nd lists of excesses and surrenders; ADP and SNE reports.
- Report on any development projects as well as other essential statistics and data concerning the school.
- Pay bills, bills for MRC TA/AA, contingencies, liveries and other claims, scholarships, etc.
- Report on scholarship facilities and programmes within the school, including Middle School scholarships, Merit and Charity-based scholarships.

The foregoing discussion concludes the coverage of the existing organization and management structures of mainstream schools and non-formal education in Pakistan. The rather lengthy and detailed presentation of the charts and the duties and responsibilities of key officials, particularly at the district and tehsil levels in each of the provinces, was deliberate and purposive. The aim was to provide a clearer picture and imagery of those in the frontlines, so to speak, in the battle for primary education. Mere summary discussion would have deducted much of the data and content necessary for assessment and analysis.

To complete the general picture, it must be finally added that there are schools, although not really large in number, run directly by the central government in federal territories and by municipal corporations (or city governments), municipal committees and other autonomous bodies which have the legal personality to manage their own educational systems. Also, within recent years, there has been a mushrooming of private schools, usually advertised as English-medium schools and there are indications that they will increasingly continue to grow in number. These other features of the educational landscape will be dealt with elsewhere as may be necessary in the course of further discussion.

2246H

CHART No.1. ORGANIZATION CHART OF THE MINISTRY OF EDUCATION(SECRETARIAT) - 1986



D.W.1

S/20

ADMINISTRATION WING

FUNCTIONS

Joint Secretary

D.S.(Admn.)

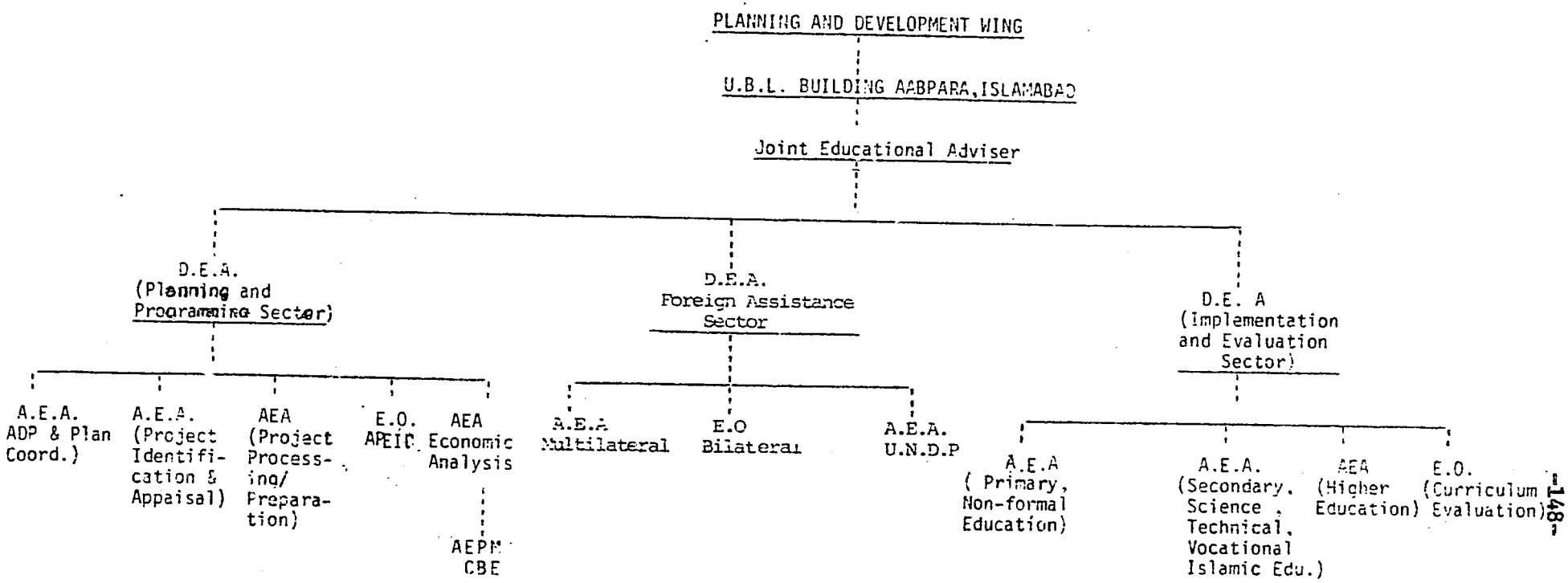
1. General Administration.
2. Recruitment/Appointment and personal affairs of the employees.
3. Rules and Regulations for appointment,promotion, efficiency etc.
4. Maintenance of CR dossiers/ ICP charts/Declaration of Assets of the Officers of Ministry/Attached Departments/ Autonomous Bodies.
5. Identification of major issues,problems and requirements of various Sections/Sectors of the Ministry of Education .
6. Deputation of staff in and outside the country on foreign service. Settelement of their terms & conditions of appointment.
7. Framing of Recruitment Rules for the Professional staff, its amendments/alternations etc.
8. Periodical returns relating to disciplinary cases,vacant posts etc
9. All matters relating to Education attaches & thier complimentary staff in Pakistan Missions abroad.

D.S.(Finance)

1. Financial control and discipline.
2. Preparation of budget estimates in respect of Main Secretariat.
3. Scrutiny of budget proposals.
4. Coordination of expenditure pertaining to various non-development demands.
5. Appropriation of accounts.
6. Reconcilation(Maintenance of expenditure and re-concilation of accounts of the Ministry.
7. Public Accounts Committee.
8. Maintenance of cash books.
9. Preparation of pay/TA bills etc.
10. General service matters.
11. Pension cases.
12. Loans and Advances.
13. Accommodation.
14. Transport & Telephones.

D.S.(Coordination)

1. To receive, study and make the directive immediately available to those who have to take action on it with copies to the Education Secretary & the Education Minister.
2. To be personally responsible for not only monitoring action on the Directive,but also ensuring suitable action from persons/agencies to whom the Directives has been marked.
3. To personally collect information from persons/ agencies to whom the Directive has been marked and development a note on the basis of information collected for the Education Secretary/Education Minister.
4. To maintain a list of Directives received and action taken.
5. To submit a fortnightly report to the Education Secretary/ Education Minister on the list of Directives in process and Directives on which action has been completed.
6. Inter-provincial meetings of the Federal and Provincial Education Secretaries.
7. Monitoring and implementation of decisions taken in the inter-provincial meetings of the Federal and Provincial Education Secretaries.
8. Maintenance of Library.
9. All matters relating to Council Business, Cabinet decisions, Security matters, R&I and Record room.
10. All the matters requiring coordination.



JEA	- 1
DEA	- 3
AEA	- 9
EO	- 3
	16

522

PLANNING AND DEVELOPMENT WING

Joint Educational Adviser

D.E.A. (Planning & Development) Sector

1. All matters relating to Planning of Education at all levels.
2. Identification of Projects.
3. Fixation of priorities and physical targets.
4. To undertake perspective planning and preparation of Five year Plans.
5. Preparation of Annual Development Programme.
6. Appraisal of Projects.
7. Preparation of Projects.
8. Processing of schemes with various concerned agencies.
9. Analysis of data collected.
10. All matters, other than financial and administrative, concerning AEPM and CBE.

D.E.A. Foreign Assistance Sector

1. Formulation, preparation and implementation of projects for foreign assistance and negotiations with multilateral and bilateral foreign aid giving agencies including U.N.D.P.
2. Co-ordination of projects under the third UNDP Country Programme in the Provinces.
3. Processing of foreign assistance/aid through various channels.

D.E.A. (Implementation & Evaluation) Sector

1. Monitoring and evaluation of development programmes and projects at Primary, Secondary and Higher Education level including non-formal and technical education.
2. Implementation and Evaluation of various projects.
3. Evaluation of Federal and Provincial Development projects.
4. Monitoring of actual implementation involving Autonomous Bodies and National Institutions.

Contd...P/2

4. Liaise and utilization between International agencies and local institutions organizations.

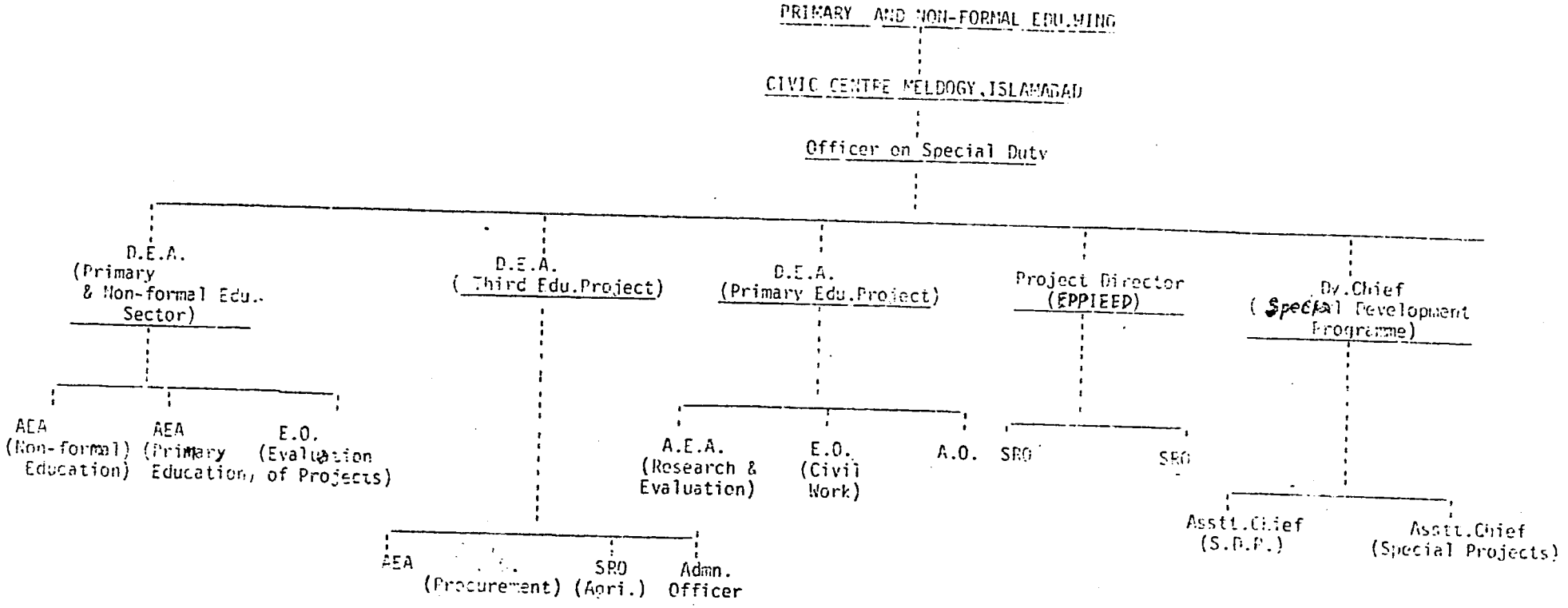
5. Processing of consultancies and fellowships provided under various projects/UNDP.

6. Monitoring of foreign assistance/aid.

7. Preparation of visit programmes of aid giving agencies/foreign missions and Co-ordination of & proposals received from Provincial Governments and Educational Institutions.

8. Explore possibilities and acquire funds from International aid giving agencies for important ad-hoc educational programme.

9. Implementation of Asian Programme and Educational Innovation for Development (APEID).



O.S.D.	-	1	
D.E.A./D.Chief	-	4	(DEA-3, DC-1)
P.D.	-	1	
AEA /A.Chief	-	6	(AEA-4, AC-2)
E.O.	-	2	
P.O.	-	1	
SRO	-	3	
Accts.Officer	-	1	
A.O.(Supdt)	-	1	
		21	

PRIMARY & NON-FORMAL EDUCATION WING

FUNCTIONS

Officer on Special Duty

D.E.A. Primary & Non-Formal Edu. Sector

1. To conduct evaluation on the following Projects being implemented/have been implemented:
   a) Third Education Project.
   b) Fourth Education Project.
   c) EPPIERD.
   d) Special Development Programme.
   e) Special Projects.
   f) Non-formal Educational Projects.
2. To keep liaison with the Research Instts. like,IER,Bureau of Curriculum, Education Extension Centre, NIP and AIOU in the country.
3. To assist the Provinces in the collection of the relevant data necessary for carrying out Evaluation of the Projects being implemented/have been implemented.
4. To assist the PIUS in adopting in-built evaluation system of the Projects being implemented by them.
5. To organize/conduct workshops/ seminars participated by the Researchers so as to expose them to the new research

D.E.A. Primary Edu.Project

1. Implementation,supervision and co-ordination of Primary Education Project.
2. To collect necessary data for analysis from the provincial implementation unit.
3. To exercise financial control over the budget provision allocated by the World Bank to the Federal & Provincial Governments under the Credit Agreement.
4. To organize periodic meetings of the Project Directors for the implementation of the Primary Education Project.
5. Acquisitioning the services of foreign experts for undertaking different research studies provided in the project.

D.E.A. Third Education Project

1. To secure approval of the World Bank to the plans and tenders for the Civil Work to be carried out by the Provinces.
2. To assist the provinces in the procurement of Equipment through International biddings and arrange payment throgh the World Bank.
3. To monitor the progress of Civil work/Equipment and Furniture and send periodic progress reports to the World Bank.
4. To arrange Consultants/ Advisers for Sind Agriculture University and Agriculture Training Institutes under the Technical Assistance component of the Project.
5. To arrange training abroad of the Staff working in the Agriculture Training Institutes under the Technical Assistance component.

Contd.....P/2.

Project Director (EPPIERD)

1. Assessment of the needs of the rural communities and identification of development potentials.
2. Organizing local communities into Village Education Committees, and preparing them for their effective participation in community development work.
3. Establishing local institutions for providing vocational training to rural people.
4. Holding workshops/seminars (National as well as International).
5. Exploring foreign assistance for the Project.
6. To exercise administrative and financial control over the Project.
7. Preparing educational programmes and materials for primary school children and of school youth and adults in rural areas.

Dy.Chief Special Development Programm.

1. To keep effective liaison with the Chief-Co-ordinator, in the Planning Division regarding the allocations made to the Provinces through the Ministry of Finance for the Special Development Programme.
2. To ascertain the needs of the PIUS for the release of funds to meet the recurrin expenditure on the salaries of the Teachers/Imams,DDEO, AEOs, Reource Persons etc.

(Third Education Project)

6. To make arrangements for Orientation course to teach alternate curricula developed for the staff of Teacher Training Institutes and Agriculture Training Institutes developed under the Project.

7. To arrange various studies in the light of the convenants of the Credit Agreement.

8. To oversee & monitor the expenditure by the Provinces as per allocation made for each Province in the Credit Agreement.

(Special Development Programme)

3. To organize/conduct Periodic meetings of the Project Directors, to assess the implementation pace of the Special Development Programme.

4. To assist the PIUS to evolve on in built system of the Evaluation of the Project.

5. To guide the Provinces in the matter of Civil Work and procurement of equipment for the Special Development Programme.

6. To collect the Monthly Progress reports from the Project Directors and offer solutions to the problems confornonted by the Project Directors in the implementation of the Programme.

7. Implementation of the following Special Projects:-

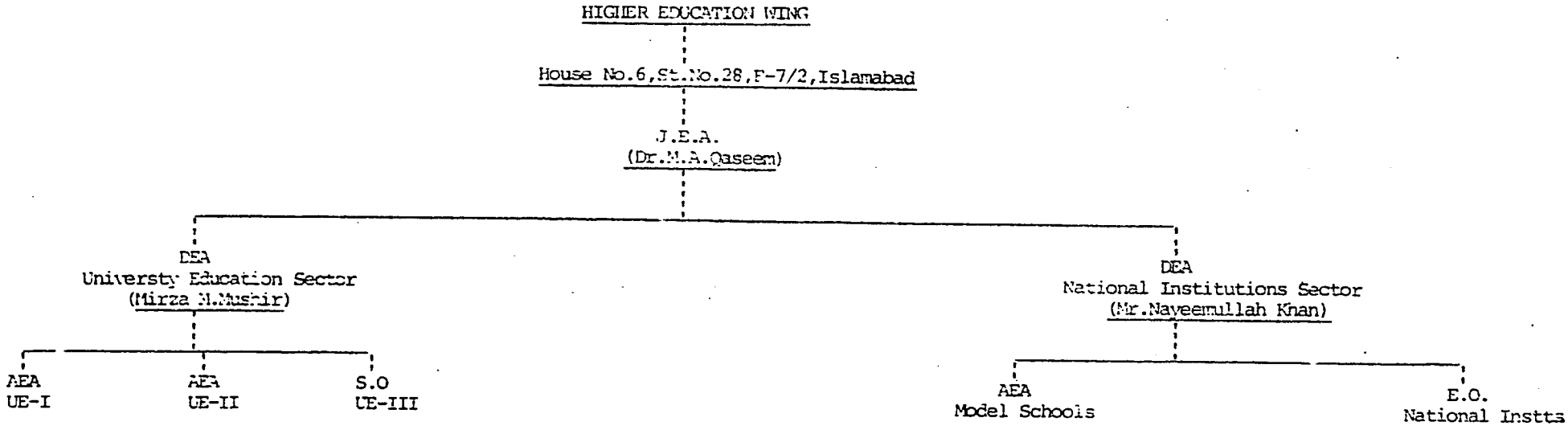
   a) Reading Teaching Project.
   b) School Broadcasts.
   c) Casette Tedt Books.
   d) Popolation Education Project.

8. To keep liaison with UNICEF, Population Division/Pakistan Broadcasting Corporation, in the implementation of the Projects mentioned at (a) & (d) above.

9. To arrange the production of casettes on the required Text Books and subsequent distribution among the schools.

10. To chalk out programme of school Broadcasts in collaboration with the Pakistan Broadcasting Corporation.

11. To initiate the necessary steps in consultation with the Population Division for Population Edu. in the country.



JEA	- 1
DEA	- 2
AEA	- 3
SO	- 1
EO	- 1
Total	8

HIGHER EDUCATION WING

DEA
(UNIVERSITIES EDUCATION SECTOR)

1. Coordination of Policies and Programmes in Higher Education/Development and promotion of higher education.
2. Establishment of New Universities.
3. University Acts/Statutes/Rules/Regulations.
4. Administrative and financial matters of UGC/Federal Univ ties/Cen res/Institutes.
5. Equivalence of Degrees.
6. Federal funding of Universities.
7. All academic matters of Universities.

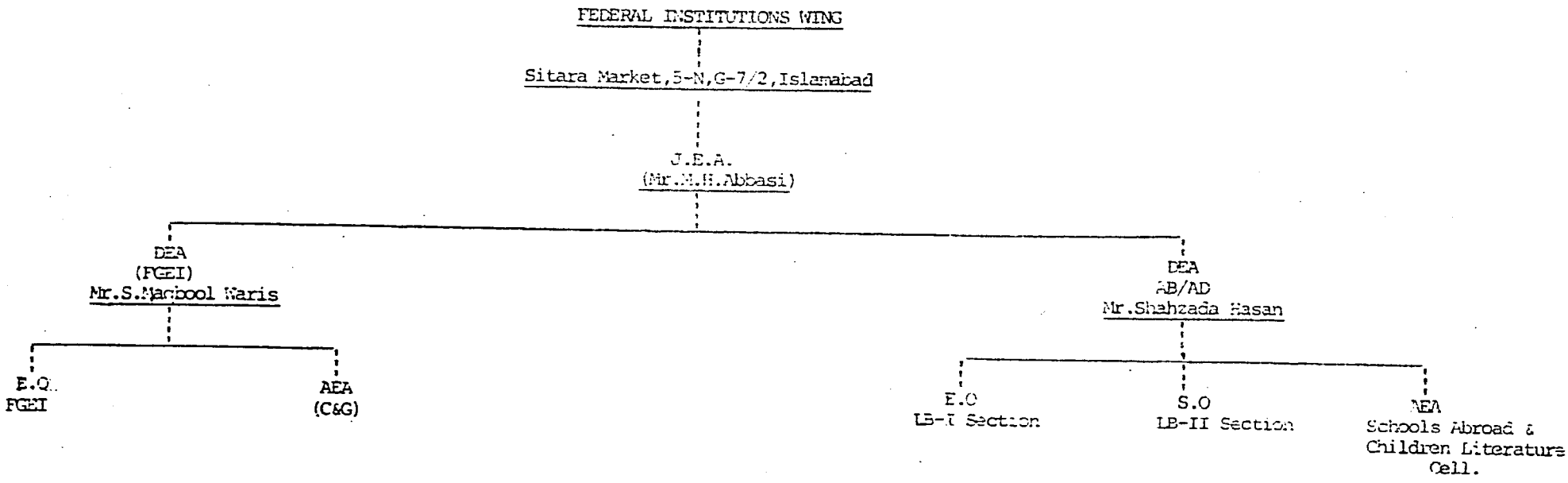
DEA
(NATIONAL INSTITUTIONS SECTOR)

MODEL SCHOOLS/COLLEGES

1. Preparation, Coordination and conduct of meetings of the Executive Committee and Board of Governors of the Model Schools/Colleges and their implementation.
2. All financial matters of Model Schools/Colleges.
3. All Administrative/Academic matters of Schools/Colleges.
4. Disposal of petitions of employees of Model Schools/Colleges against the Principal and complaints of parents regarding working of Model Schools/Colleges.

NATIONAL INSTITUTIONS.

1. Preparation of development & non-development budget of five nationalized Institutions.
2. All Administrative matters of National Institutions.
3. Admission against reserved seats allocated for the Federal Areas in Polytechnics and Dawood College of Engineering & Technology, Karachi.
4. Admission in National Institutions on compassionate grounds under the directive of the President.
5. Examination and approval of minutes of the Executive Committee Board of Governors of all the institutions and its follow-up actions and implementations.
7. Preparation of Development Schemes of the concerned institutions, release of budget allocation of the approved schemes and monitoring of the projects.
8. Disposal of petitions and complaints of the employees of the institutions parents and general public regarding working of the institutions.



JEA	- 1
DEA	- 2
EO	- 2
AEA	- 2
SO	- 1
Total:	8

D.E.A.
(Federal Govt.Edu&.Institutions)

1. Policy,Planning and Management of Educational Institutions in the Federal Territory and in Cantts. & Garrisons.
2. All matters like budget,development schemes, recruitment and disciplinary cases relating to:
   a) Federal Government Schools/Colleges in Cantts & Garrisons all over the country and in Federal Territory.
   b) Directorate of FEDI,Islamabad.
   c) Directorate of CMG,(GHQ),Rawalpindi.
3. Selection and admission of students in Cadet Colleges, and Public Schools from under-developed areas under the talented students scheme.
4. Holding of examinations for selection of talented students from under-developed areas such a Baluchistan,FATA,FANA and A.J.K.
5. Schemes pertaining to conducting of examinations for selection of talented students from three provinces for admission in Aitchison College.
6. Matter relating to Khuzdar Engineering College.
7. Matter relating to Cadet College Mastung.
8. Matters relating to FBISE,Islamabad.
9. Matters relating to IBCC.
10. Matters relating to Department of Libraries.
11. Grants in aid to some Institutions such as Iqbal Academy, Nisar Shaheed College,etc.

D.E.A.
(Autonomous Bodies/ Schools Abroad)

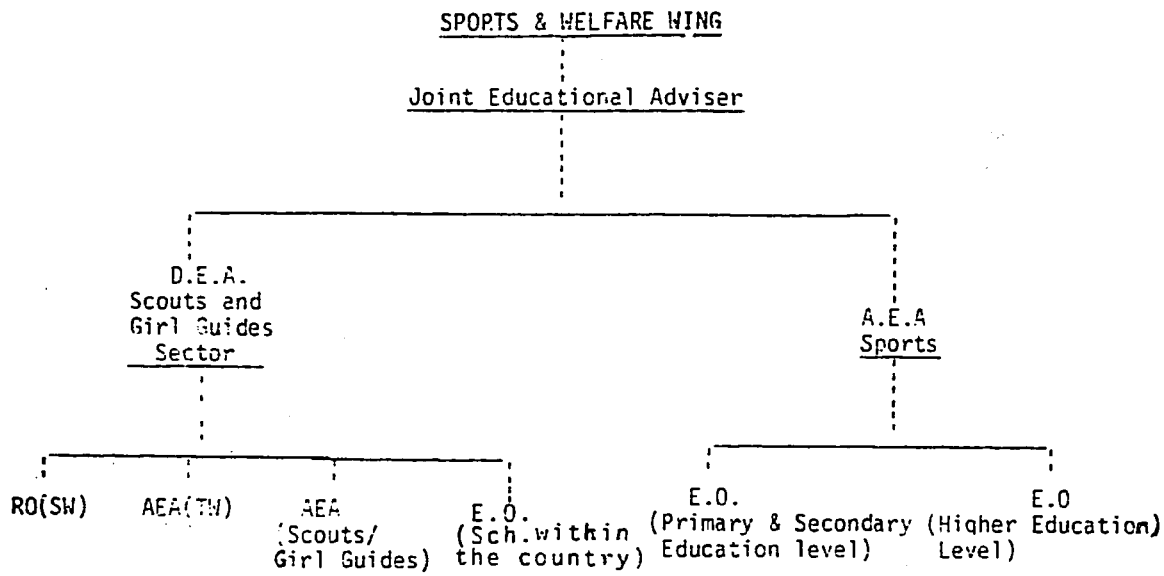
1. Administrative matters relating to learned bodies and National Book Foundation.
2. Processing of budget and grant-in-aid proposals and release of funds including donations by President to Educational Cultural Religious and Scientific Institutions.
3. Preparation of reports on the working of autonomous bodies Learned Bodies as in para 1 above.
4. President Awards for best books produced on the Quaid-i-Azam,Pakistan Movement and Allama Iqbal.
5. Naqoosh Awards.

SHCOOLS ABROAD

1. Preparation of annual Non-development and Development budget of Pakistani Schools abroad.
2. Release of grant-in-aid to all the schools/colleges.
3. Recruitment of teachers for the Pakistani Schools/Colleges abroad.
4. Disposal of petitions/complaints of the parents and Pakistani community living abroad regarding working of the schools/colleges.
5. Establishment of new schools/Colleges.
6. All administrative matters concerning the teachers including misconduct, termination of services,disciplinary problems etc.

CHILDREN LITERATURE CELL.

i) To promote and develop children's literature.



J.E.A.	-	1
D.E.A.	-	1
A.E.A.	-	3
E.O.	-	3
R.O.	-	1
		9

SPORTS & WELFARE WING

Joint Educational Adviser

D.E.A.
Scouts and Girl
Guides Sector

A.E.A.
Sports Sector

FUNCTIONS

1. All matters relating to Pakistan Boy Scouts Association and Pakistan Girl Guides Association.
2. Formulation of Students Welfare and Teachers Welfare programmes.
3. Coordination of programmes of students and Teachers Welfare.
4. Teachers Pay Scales.
5. Denationalization of Educational Institutions.
6. President's one thousand scholarship scheme.
7. Nishan-e-Haider scholarship scheme.
8. Merit scholarships.
9. Allama Iqbal Gold Medal.
10. Admission of talented students.
11. Shoheda stipends.
12. Miscellaneous stipends to student for under-developed areas.

To develop, design and supervise sports programmes and activities at Federal as well as Provincial level to make education institutions into a Primary for Sports activities from where talent can be drawn at the national level.

Contd.....P/2

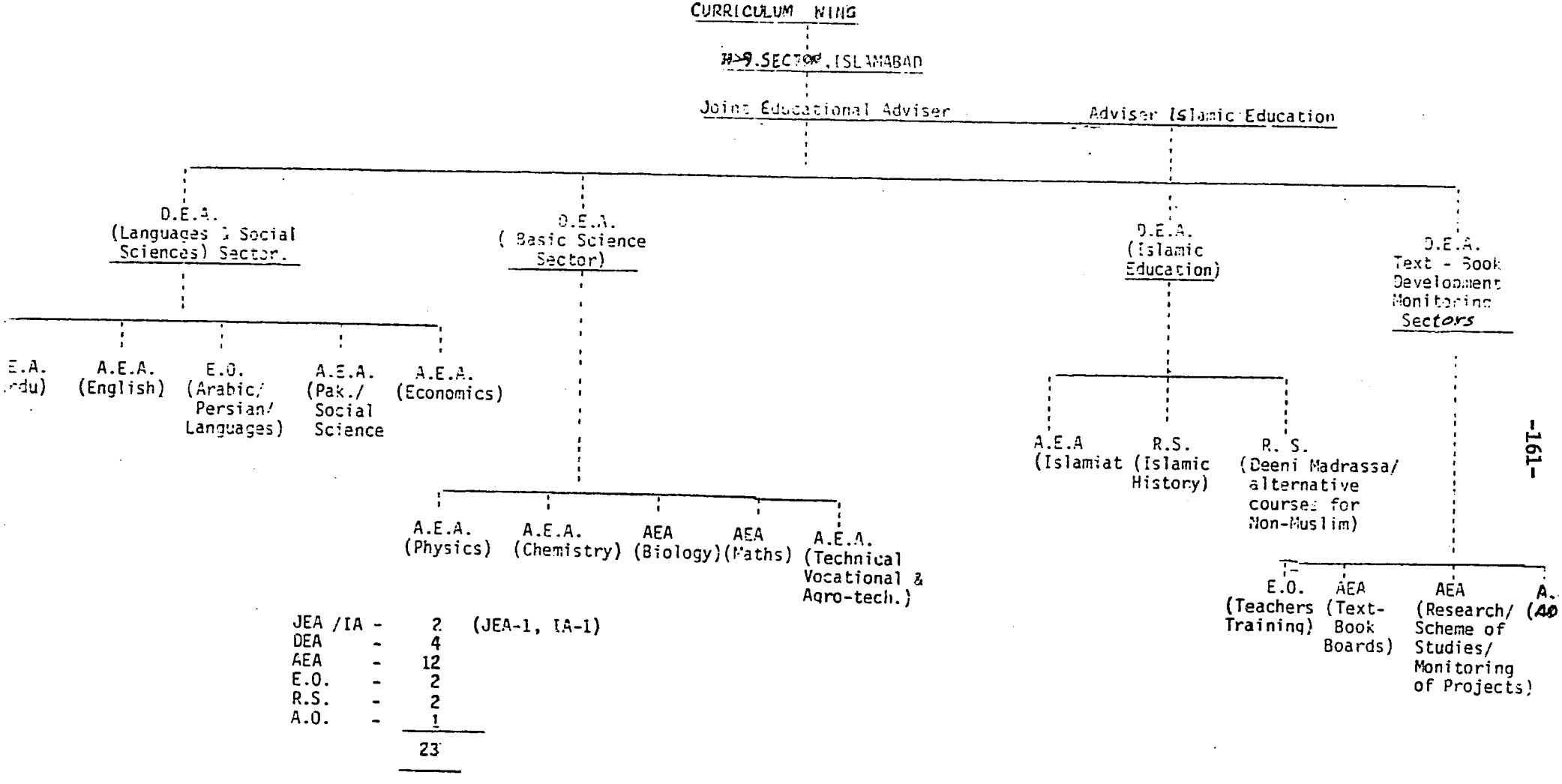
13. The work relating to National Book Council is assigned to JEA(Sports & Welfare Wing).

14. Civil Awards.

15. Work relating to all matters in respect of Educational Institutions, teachers and Students concerning Provincial Governments.

16. Supply of Books to Embassy Schools/Educational Attaches.

17. Work relating to Central Copyright Office Karachi.


CURRICULUM WING
H-9 SECTOR, ISLAMABAD
Joint Educational Adviser
Adviser Islamic Education
D.E.A. (Languages & Social Sciences) Sector.
D.E.A. (Basic Science Sector)
D.E.A. (Islamic Education)
D.E.A. Text - Book Development Monitoring Sectors
E.A. rdu)
A.E.A. (English)
E.O. (Arabic/ Persian/ Languages)
A.E.A. (Pak./ Social Science
A.E.A. (Economics)
A.E.A (Islamiat
R.S. (Islamic History)
R. S. (Deeni Madrassa/ alternative courses for Non-Muslim)
A.E.A. (Physics)
A.E.A. (Chemistry)
AEA (Biology)
AEA (Maths)
A.E.A. (Technical Vocational & Agro-tech.)
E.O. (Teachers Training)
AEA (Text-Book Boards)
AEA (Research/ Scheme of Studies/ Monitoring of Projects)
A. (AO
JEA /IA - 2 (JEA-1, IA-1)
DEA - 4
AEA - 12
E.O. - 2
R.S. - 2
A.O. - 1
23

CURRICULUM WING

FUNCTIONS

Joint Educational Adviser

Adviser on Islamic Education

1. D.E.A. Languages & Social Science Sector

2. D.E.A. Basic Sciences Sector

1. Vertical and horizontal articulation of curricula from classes 1-16, from classes 13-16 in consultation with U.G.C.
2. Development, improvement and refinement of text books and their review.
3. Development of curricula for teacher training programmes(pre-service & In-service) for primatry Secondary & Higher secondary level. Preparation of plans programmes for teachers training & their monitaring.
4. Examination reforms & Test Development.
5. Development & constant evaluation of teacher guides/Manuals/ Supplementary readers.
6. Management & Coordination of Curricula reforms.

D.E.A. Text-Book Development & Monitoring Sector

1. To plan, examine, and submit all policies regarding the preparation, review and publication of textbooks at all levels from classes 1-16.
2. To supervise and provide suitable support to Provincial TextLook Boards about publication, distribution printing and procurment of paper.
3. To arrange workshops for editors, authors, illustrators, designers etc.
4. Preparation of projects for text books.
5. Estimate requirement of paper and liase with National & International agencies for its procurement.
6. Coordination & management of teachers training programme (both Pre-service and In-service).
7. Development & Finalization of schemes of studies & their constants evaluation
8. Preparation & Development programmes for the implementation of curriculum reforms.
9. Collection of data on available facilities for curriculum implementation.

D.E.A. (Islamic Education)

1. Vertical horizontal articulation of curricula and text Books in Islamiat from classes 1-16.
2. Preparation of training programmes for teacners (Pre-service and In-service) in the subject of Islamiat
3. Islamization of Curricula;
4. Preparation, implementation and evaluation of Research Projects/Schemes.
5. Cooperation with National and International Organizations concerning Islamic Education.
6. Survey of Deeni Madaris.
7. Implementation of the graded scheme to teach Arabic as a compulsory subject from classes 6-12.
8. Coordination of Teacher Training programmes through the AIOU, Jamiat Taleemul Quran, and other agencies and institutions.
9. Conducting of reviews on books and other published material;

Contd....P/2.

7. Development of curriculu for teachers training, preparation of text-books, teachers guide and manual for promotion of Agro-technical subjects in the country.

10. Cooperation with the Ministry of Religious Affairs on various projects;

11. Assisting Scholarships Section in conducting examinations for students hopeful of obtaining scholarships abroad in Arabic or Islamic stucies.

12. Implementation of recommendations concering education sector put up by Islamic Ideology Council.

13. Handling of all matters related to Deeni Madaris, their students, faculty, graduates degrees, organizations grants etc.

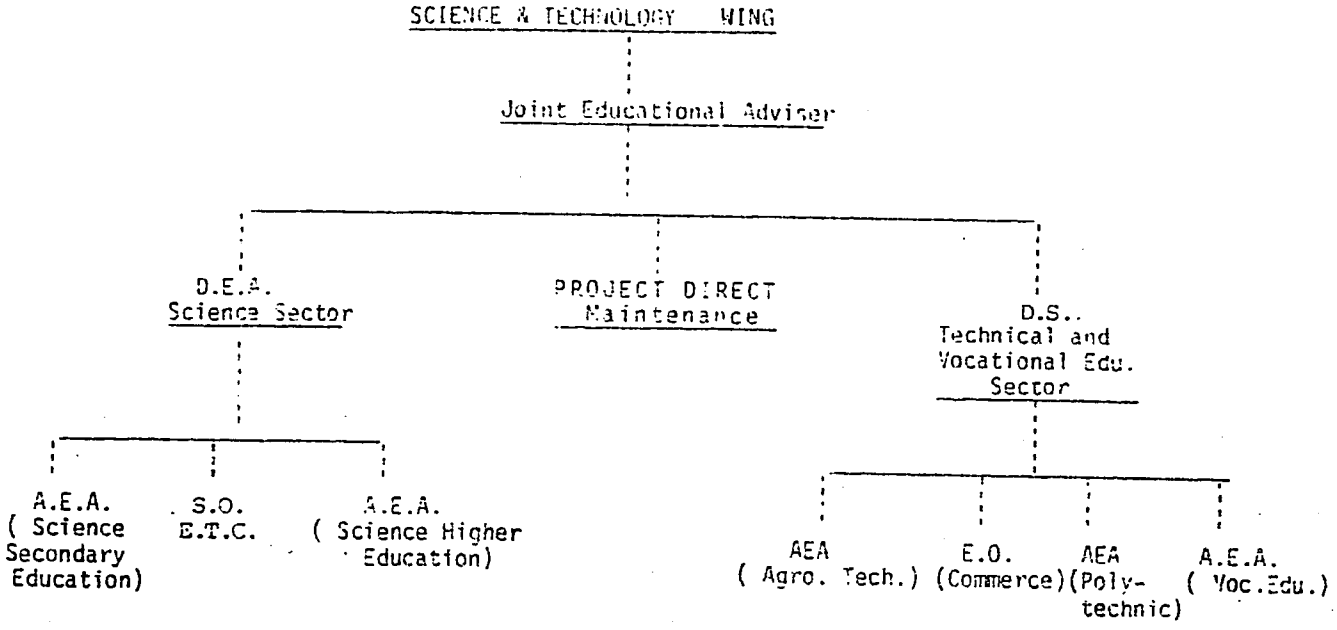
14. Co-ordination of the President's programme or Dawah with the Islamic University.

15. The deputation of Egyptain teachers to various institutions including Universities, Madaris and the NIML.

16. Co-ordination with Ministry of Health on matters relating to Tibbia colleges and graduates of Deeni Madaris;

17. Handling of all correspondence touching on the subject of Islamic Education.

18. Overseeing the work of preparation and publication of syllabi and textbooks for Islamiyat and Arabic.



JEA	-	1
D.S.	-	1
D.E.A.	-	1
AEA	-	5
E.O.	-	1
S.O.		1
		10

FUNCTIONS

SCIENCE & TECHNOLOGY WING

Joint Educational Adviser

PROJECT DIRECT Maintenance

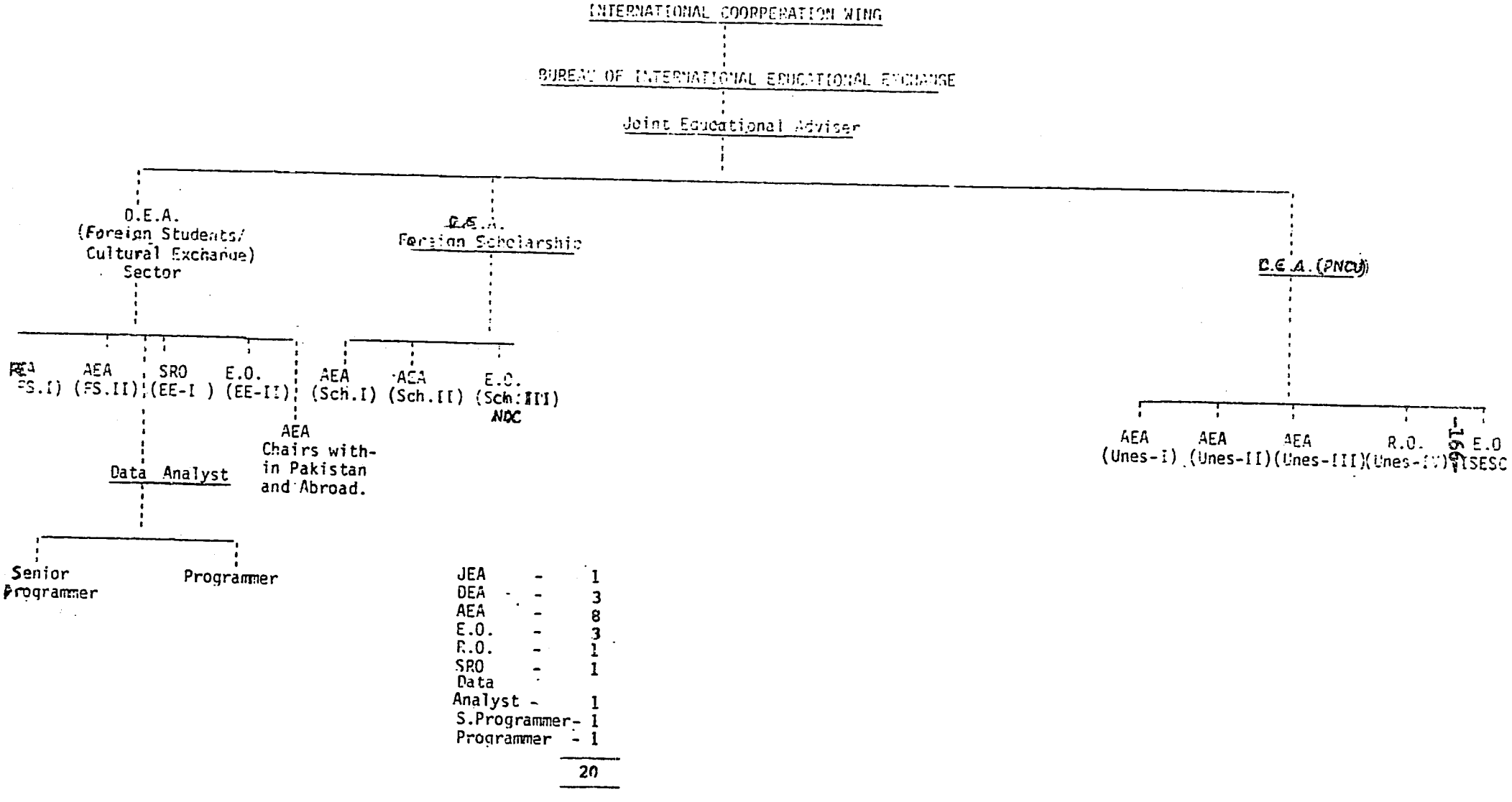
1. Supervision and control over execution of development schemes, including NTTTC.
2. Construction works and maintenance of repairs of the Federal Government Educational Instts.

D.E.A. Science Sector

1. Plan and Monitor Science & Technology Programmes and activities for classes 1-16 and M.Phil/Ph.D.
2. To activate programmes in consultation with various agencies specially for a qualitative improvement of science technical education in Pakistan.
3. To provide guide lines for the development of curriculum related material for science and technology education.
4. Work pertaining to Museum of Science and Technology and National Educational Equipment Centre.

D.E.A. (Technical and Vocational Edu.) Sector

1. Co-ordination of the work with the provinces relating to Polytechnic/Vocational institutions.
2. Work in connection with the supply of Agro-technical equipment to Educational Institutions.
3. Preparation, implementation and evaluation of Agro-technical Schemes.
4. To ensure proper achievement of objectives of National Education Policy specially related with the Technical, Vocational and Agro-technical fields.
5. Guide develop, design and supervise programmes and activities of National Technical Teachers Training College.
6. All matters including Administration & Financial in respect of National Technical Teachers Training College after its become operational.


INTERNATIONAL COORPERATION WING
BUREAU OF INTERNATIONAL EDUCATIONAL EXCHANGE
Joint Educational Adviser
D.E.A. (Foreign Students/ Cultural Exchange) Sector
D.E.A. Foreign Scholarship
D.E.A. (PNCU)
AEA (FS.I)
AEA (FS.II)
SRO (EE-I)
E.O. (EE-II)
AEA (Sch.I)
AEA (Sch.II)
E.O. (Sch:III) NDC
AEA (Unes-I)
AEA (Unes-II)
AEA (Unes-III)
R.O. (Unes-IV)
E.O (SESC)
AEA Chairs within Pakistan and Abroad.
Data Analyst
Senior Programmer
Programmer
JEA - 1
DEA - 3
AEA - 8
E.O. - 3
R.O. - 1
SRO - 1
Data Analyst - 1
S.Programmer - 1
Programmer - 1
20

INTERNATIONAL COOPERATION WING

BUREAU OF INTERNATIONAL EDUCATIONAL EXCHANGE

Joint Educational Adviser

DEA(Foreign Students · Cultural Exchange

1. All matters pertaining to admissions of Foreign Students and Diplomats in general fields of education in Pakistan.
2. Award of Cultural Scholarships to Foreign Students.
3. Supervision of compilation of statistics of Pakistani students studying abroad and Foreign Students studying in Pakistan under various programmes.
4. Supervision, preparation and implementation of pacts and protocols and cultural exchanges between Pakistan and other countries of the World including Muslim countries.
5. Preparing policy guidelines for priority - oriented implementation of cultural agreemtns, pacts and protocols.
6. Coordinating activities concerning preparation of briefs, J.M.C's & signing pacts and protocols with Foreign Office, Cultural Division, Ecnomic Affairs Division and Security Agencies.

DEA(Foreign Scholarship)

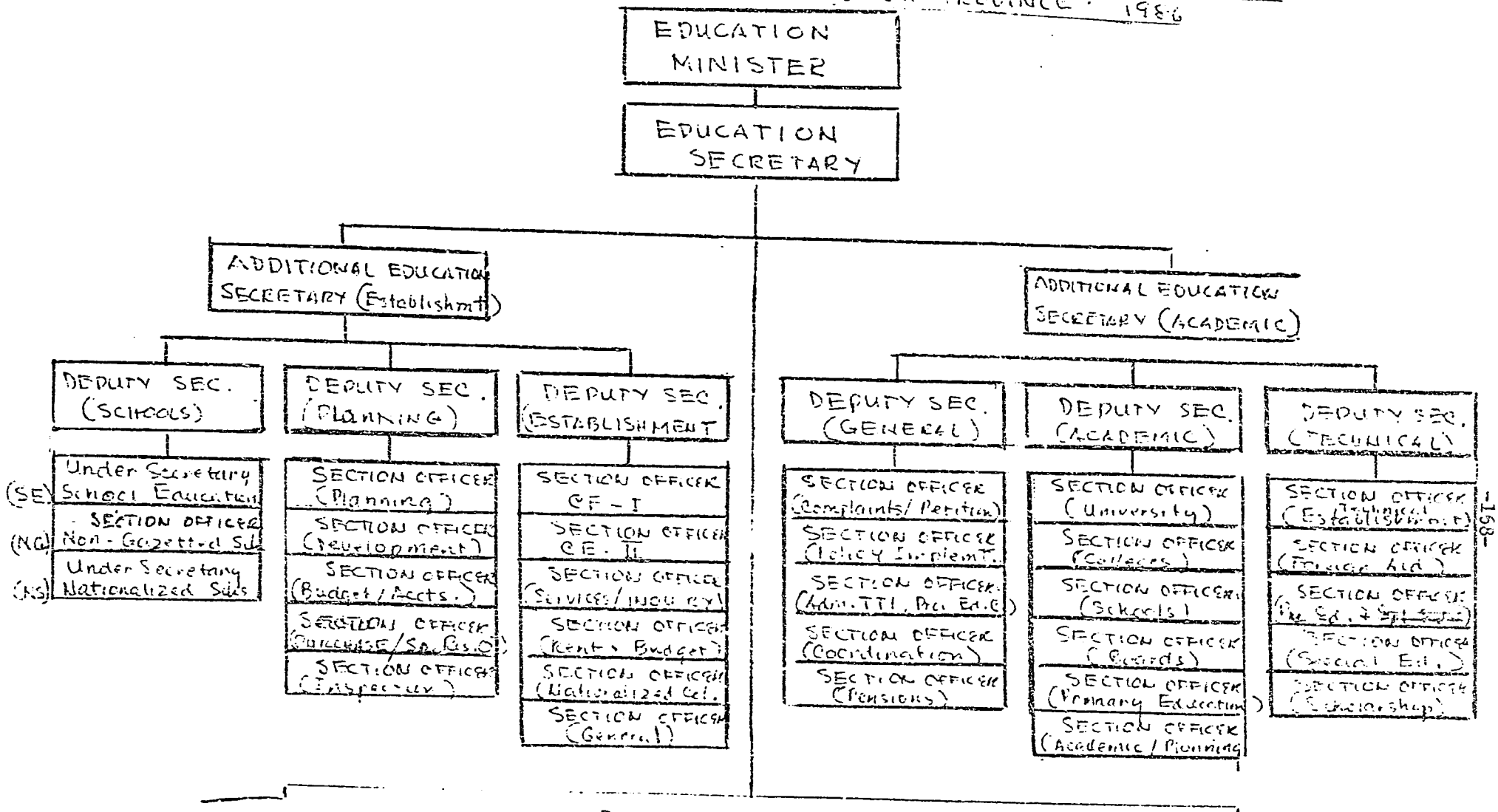
1. Award of foreign and internal scholarships to Pakistani students and their placements.
2. Arranging training within Pakistan and abroad for Pakistani nationals.
3. All matters relating to British Council visitorship programme, Asian Institute of Technology - the Colombo Plan - Technical assistance programmes - Cultural Scholarships and all other scholarships
4. Issuance of NOCs to all for attending meetings, seminars, conferences abroad. Issuance of clearances to incoming foreign delegate (s).

DEA(P.N.C.U)

1. Co-ordination of all programmes/activities of Unesco and its Regional Offices in Education, Science, technology, culture communication, rural development, sports, youth affairs etc.
2. Preparation of brief for Pakistan delegation to Unesco General Conference, International Conference on Education Education Minister's Conference etc.
3. Implementation of projects sponsored by Unesco and other organizations of the Member States & other funding agencies.
4. Briefing of all candidates for participation in the International/Regional Workshops, seminars, meetings, symposia, training courses etc. and organization of regional/national workshops, conferences, meetings etc.
5. To serve as a Liasion Office for all Organization of UN system.
6. Unesco appointments at their Headquarters, Regional Offices and Member States.
7. Co-ordination and implementation of all programmes, projects and activities of ISESCO.
8. Organize visits of UNESCO Missions to Pakistan.

Contd....P/2.

CHART 2 : ORGANIZATIONAL CHART DEPARTMENT OF EDUCATION JUNJAR PROVINCE - 1986



Autonomous Bodies - Attached Departments - Other Institutions

(See the next chart 3)

542

CHART No. 3

PROVINCIAL DEPARTMENT OF EDUCATION - PUNJAB

ATTACHED DEPARTMENTS AND AUTONOMOUS BODIES

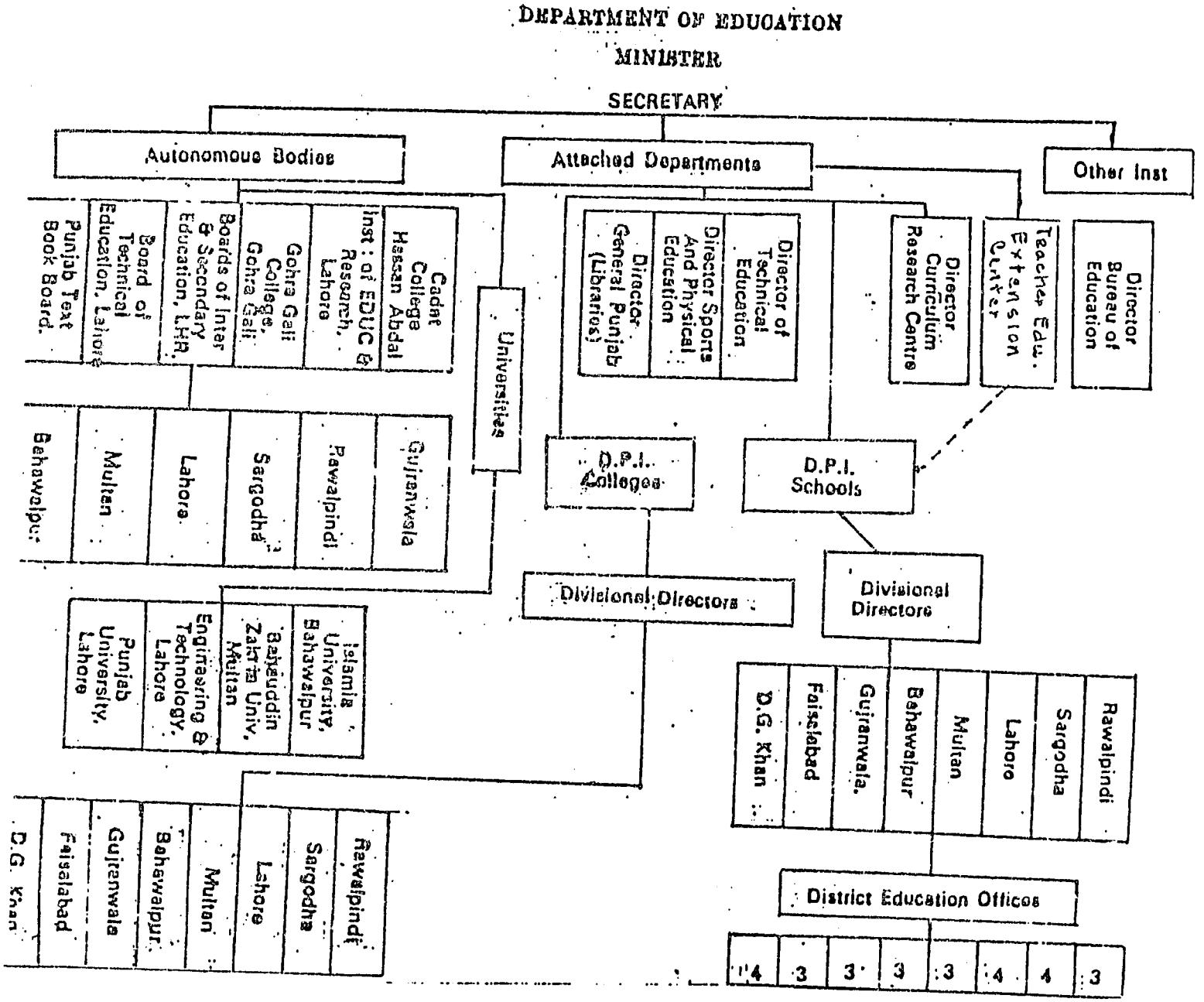


CHART 4 ORGANIGRAM OF THE DIRECTORATE OF PUBLIC INSTRUCTION (DPI), SCHOOLS — PUNJAB (1986)

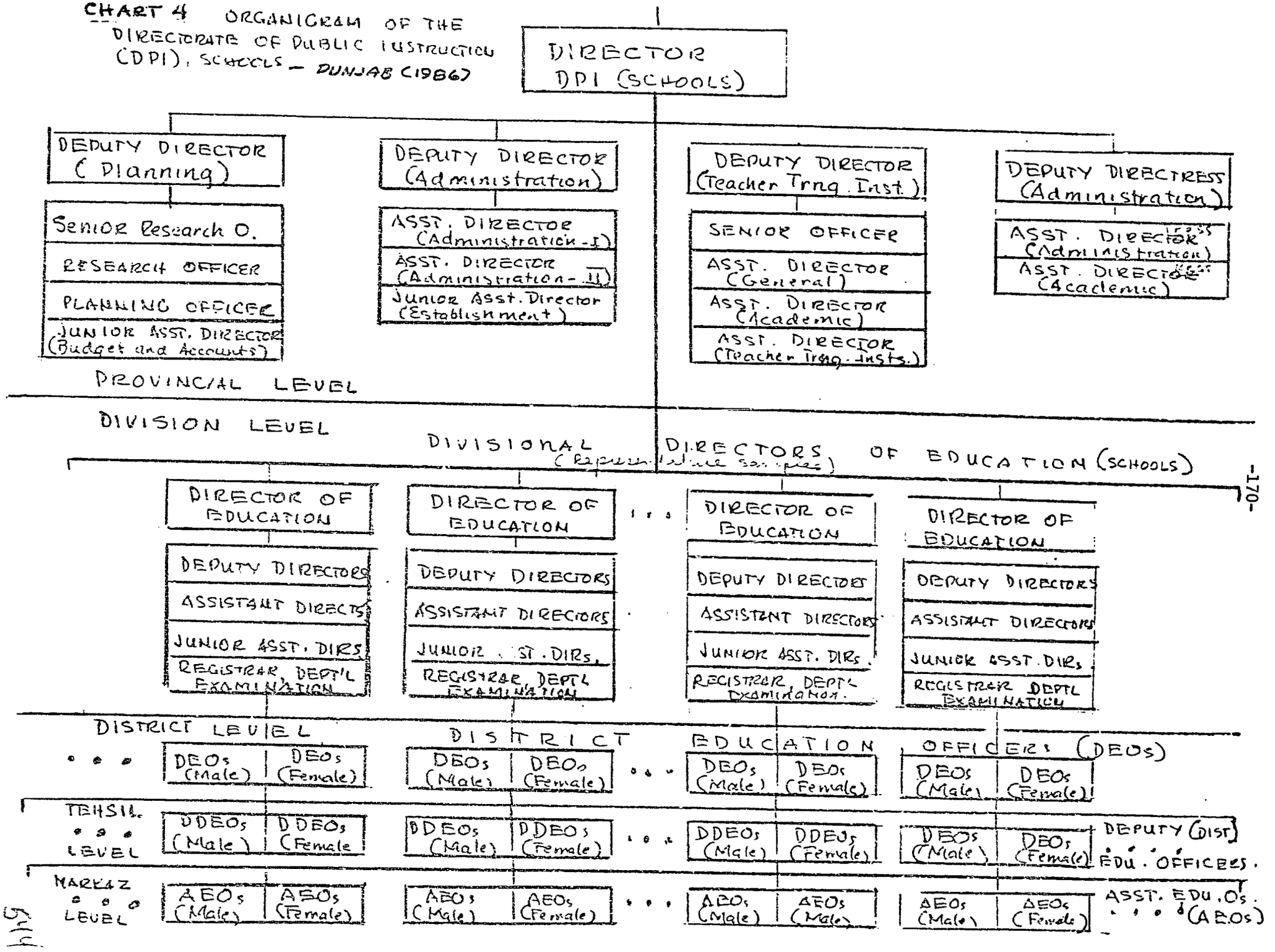


TABLE 1 STATISTICS AT DIVISIONAL LEVEL PUNJAB PROVINCE (1984)

DIVISION	SEX	PRIMARY SCHOOLS			MIDDLE SCHOOLS			HIGH SCHOOLS			TOTAL SCHOOLS		
		Number	Students	Teachers	N	S	T	N	S	T	N	S	T
Rawalpindi	Boys	2710	214234	7066	357	97031	3859	284	134926	5121	3351	446251	16046
	Girls	1846	141573	4628	181	44693	1820	126	71372	2832	2153	258138	8900
	Total	4556	355867	11694	538	141724	5679	410	206798	7573	5504	704389	24946
Gujranwala	Boys	4470	375074	10713	356	119195	3914	280	166537	4534	5106	660956	19161
	Girls	2676	212819	5736	232	72532	2131	128	84937	2023	3036	370338	9890
	Total	7146	587893	16449	588	191727	6045	408	251524	6557	8142	1031294	29051
Faisalabad	Boys	3428	271023	8710	310	88454	3357	179	108702	3529	3977	468179	15606
	Girls	2349	169131	5321	209	65181	2103	82	41393	1217	2540	276305	8641
	Total	5737	440154	14031	519	153635	5470	261	150695	4746	6517	744484	24247
Sargodha	Boys	3179	175803	7074	245	53240	2468	144	70476	2338	3568	299519	12080
	Girls	1551	70397	3062	114	19830	972	51	17399	643	1716	107626	4727
	Total	4730	246200	10136	359	73070	3440	195	87875	3231	5284	407145	16807
Lahore	Boys	4097	316580	9619	354	105533	3688	293	215153	5805	4744	637266	19193
	Girls	2333	230588	6377	252	70267	2517	175	162247	3822	2760	463102	12716
	Total	6430	547168	15996	606	175800	6205	468	377400	9708	7504	1100368	31909
Multan	Boys	3765	314954	9323	295	83889	3152	184	125353	3747	4244	524196	16222
	Girls	1980	135966	45488	161	39441	1755	72	55030	1587	2213	230432	7890
	Total	5745	450920	13871	456	123330	4907	256	180383	5334	6457	754633	24112
D.G. Khan	Boys	3070	138589	6226	219	39359	2241	96	37356	1693	3385	215304	10160
	Girls	1207	48635	2489	73	9393	710	41	16439	705	1314	74467	3904
	Total	4270	187224	8715	292	48752	2951	137	53795	2398	4699	289771	14064
Bahawalpur	Boys	4066	164867	6984	304	50348	3139	139	84036	3158	4509	309251	13281
	Girls	1705	66845	3156	145	23493	1238	76	36102	1346	1926	126440	5740
	Total	5771	231712	10140	449	33841	4377	215	120138	4504	6435	435691	19021

CHART NO 5 ORGANIZATIONAL CHART

DIRECTORATE OF EDUCATION (SCHOOLS) LHR. DIV. LAHORE.

DIRECTOR EDUCATION

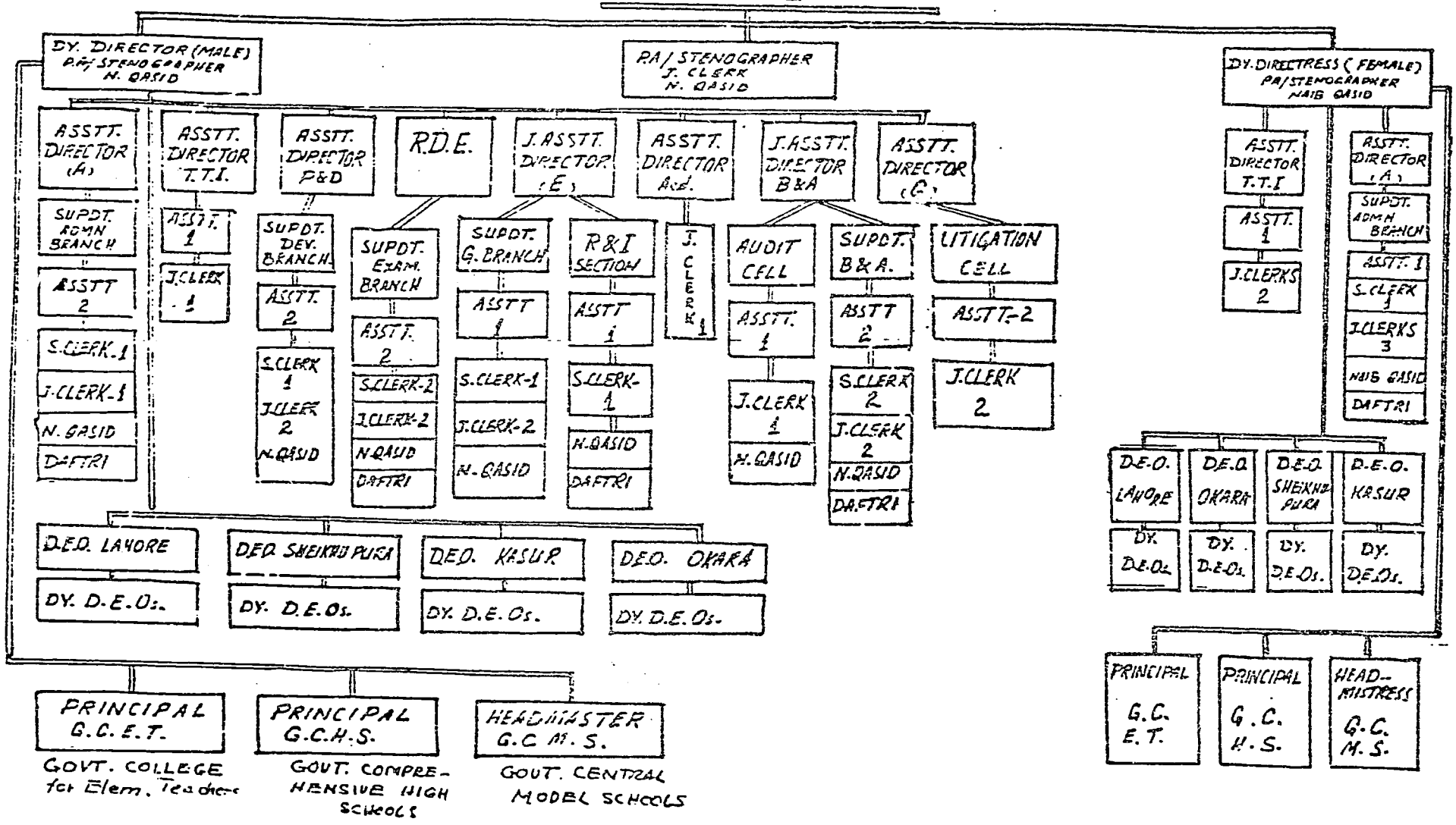


CHART NO. 6 Organizational Chart: District Education Office, Punjab Province (1986)

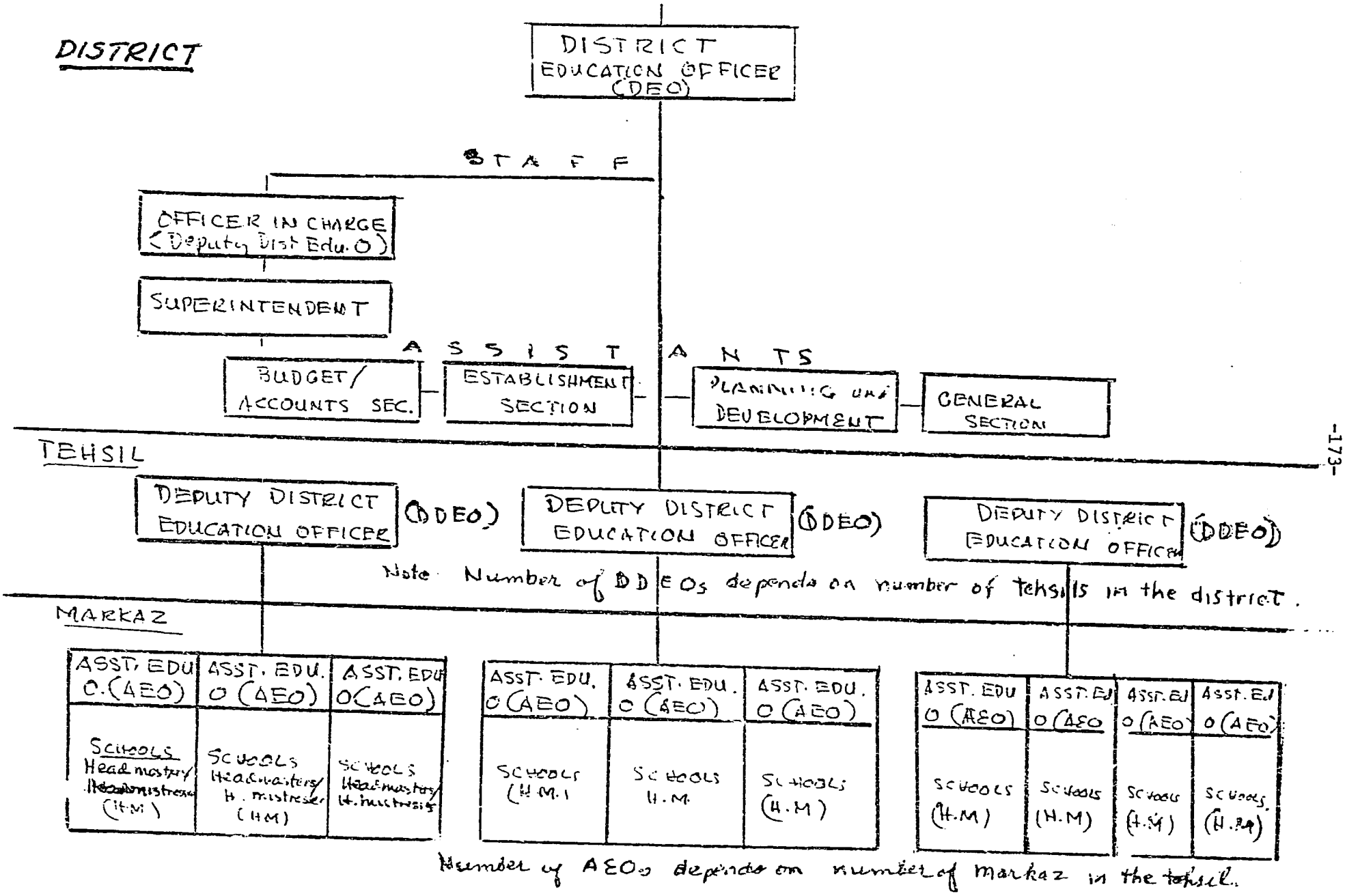
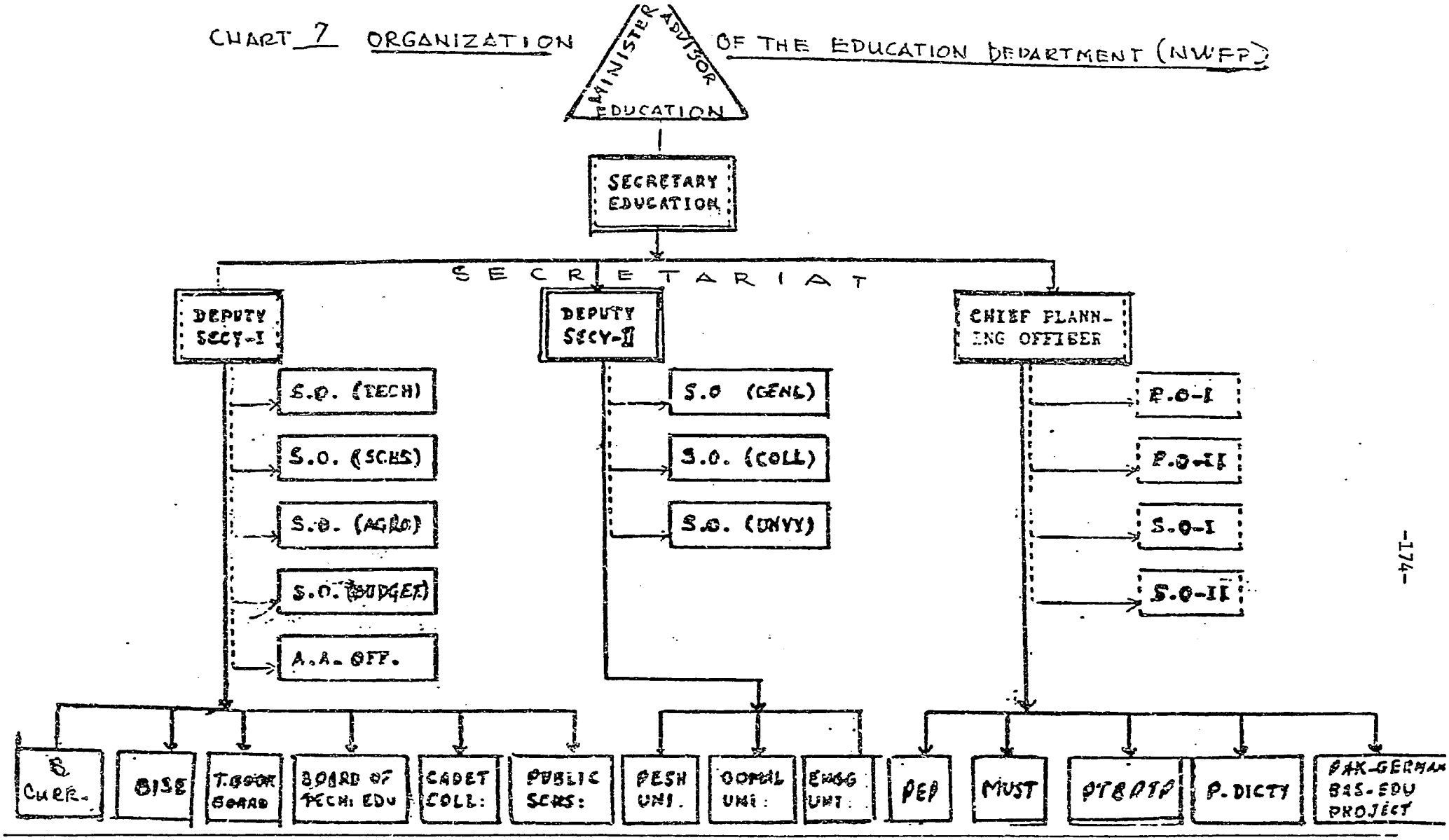


CHART 7 ORGANIZATION OF THE EDUCATION DEPARTMENT (NWFP)



LINE DIRECTORATES

- DIRECTOR OF EDUCATION (SCHOOLS)
- DIRECTOR OF EDUCATION (COLLEGES)
- DIRECTOR OF EDUCATION (FATA)

CHART 8 ORGANIZATION OF THE DIRECTORATE OF EDUCATION (SCHOOLS) - NWFP (1986)

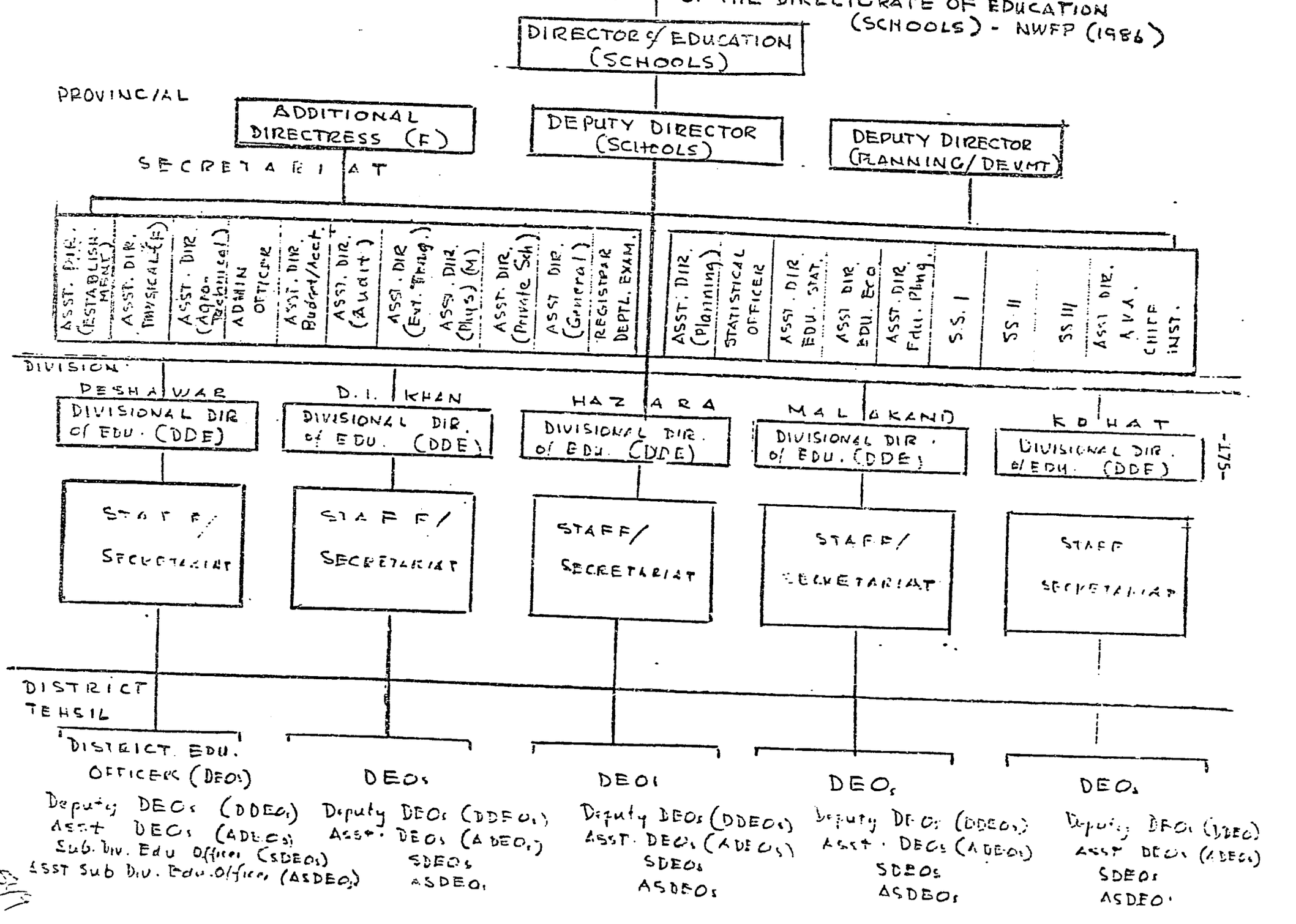


CHART 9 : ORGANIZATION OF A DIVISIONAL DIRECTORATE OF EDUCATION (NWFP) - 1986

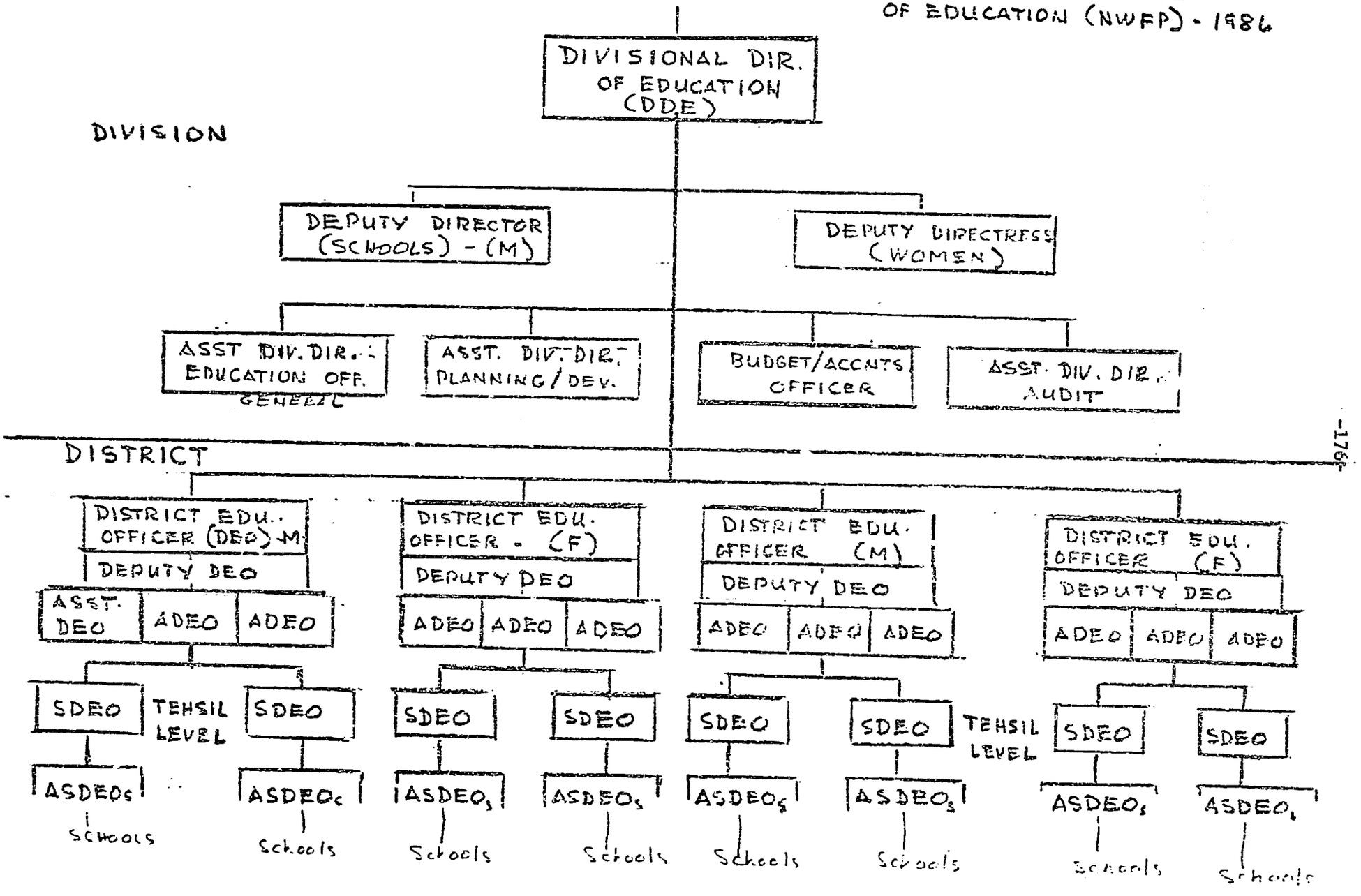


CHART 10 ORGANIZATION OF A DISTRICT EDUCATION OFFICE. (NWFP) - 1986

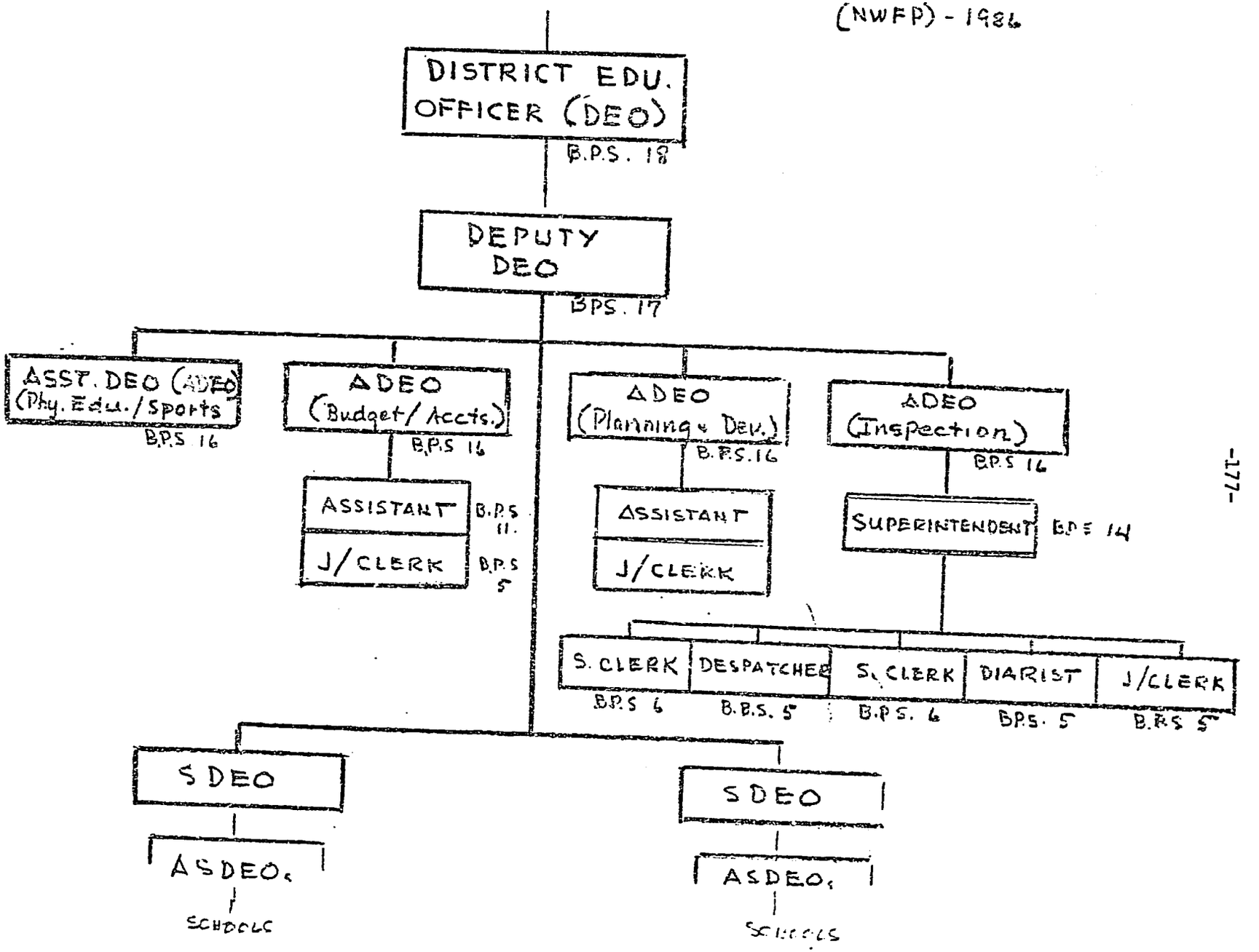


CHART II ORGANIZATION OF SUB-DIVISIONAL EDUCATION OFFICE (SDEO) - TEHSIL LEVEL (NWFP)

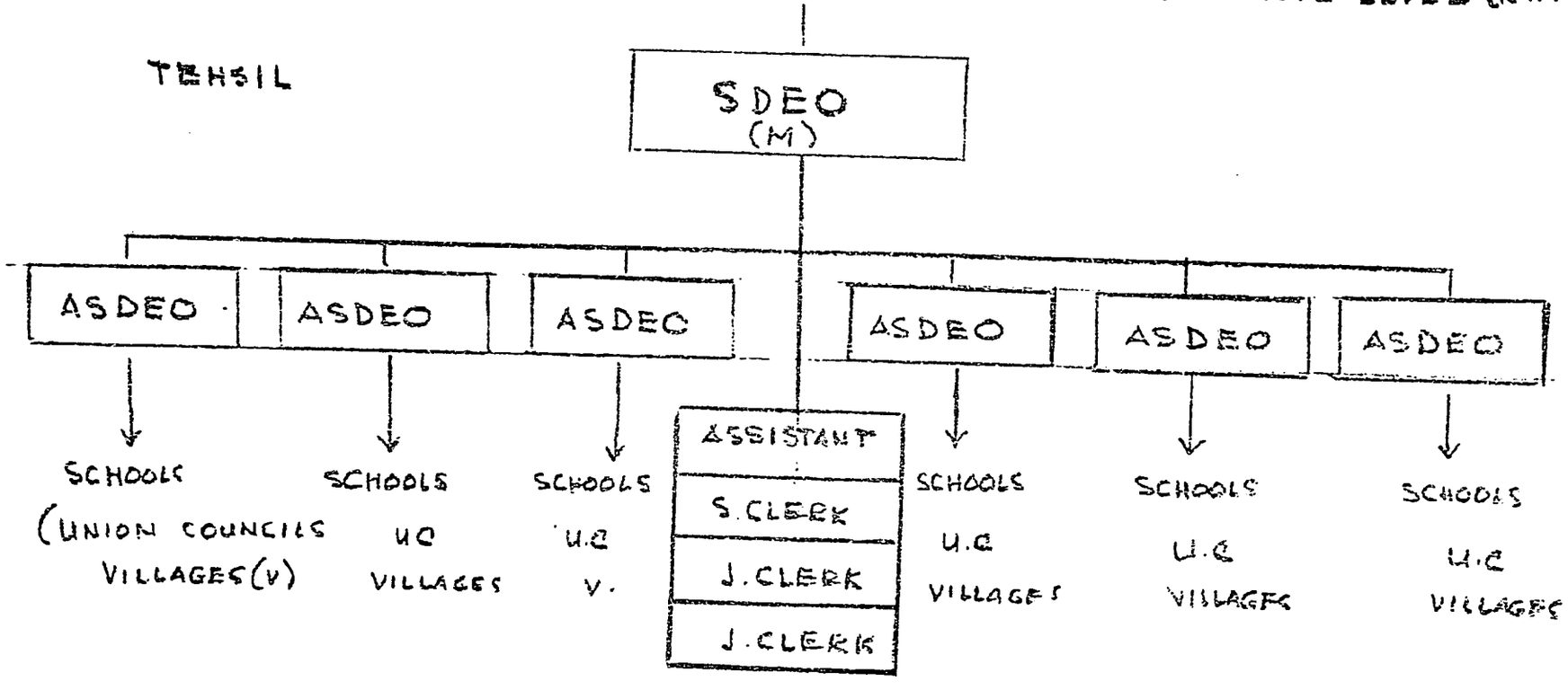


CHART 12: ORGANIZATION OF THE DIRECTORATE OF EDUCATION, FATA. (NWFP), 1986

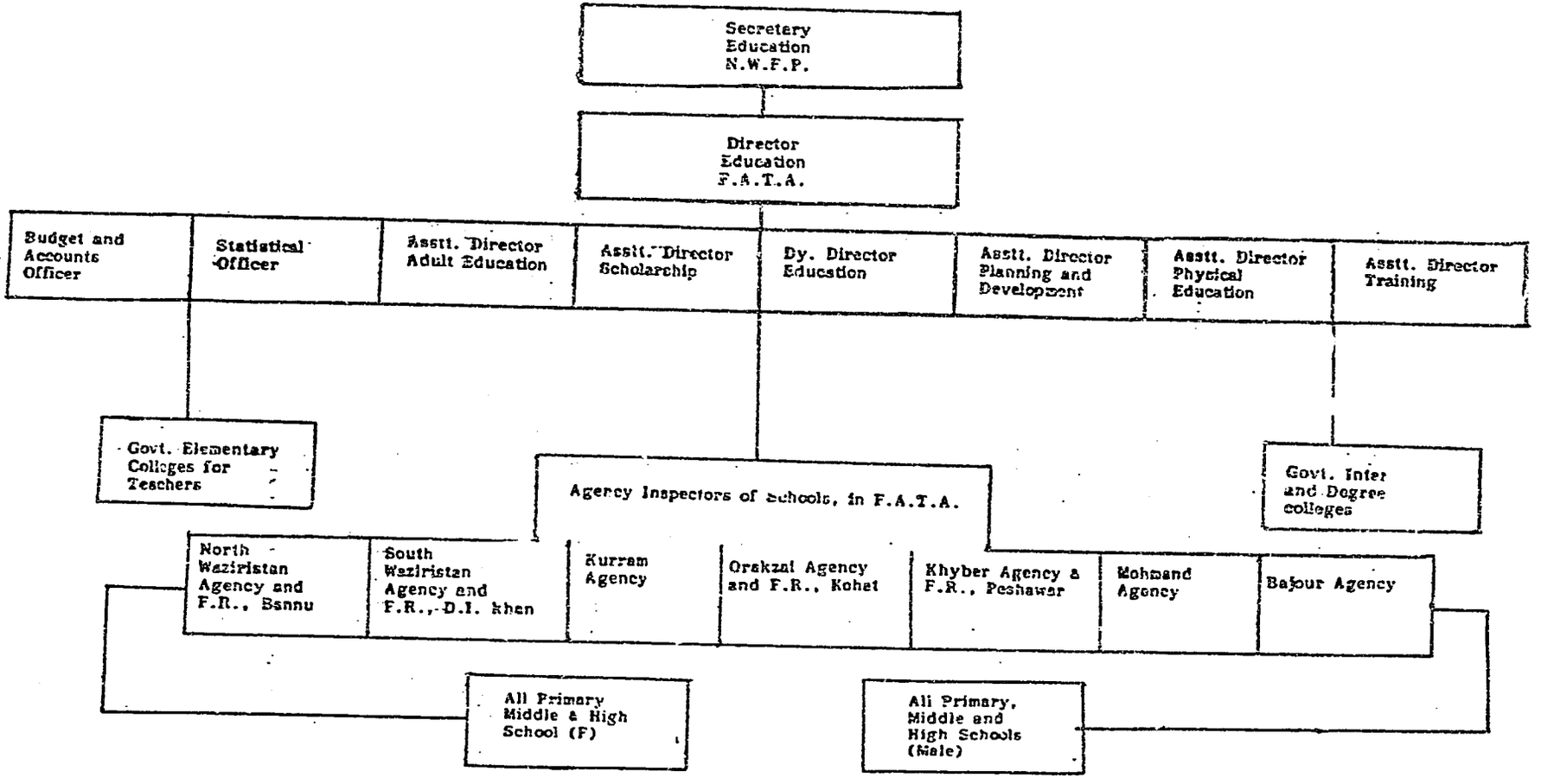


TABLE 2.

NUMBER OF PRIMARY/MOSQUE SCHOOLS AND POPULATION DISTRICT-WISE

BALUCHISTAN PROVINCE, OCTOBER 15, 1985

Name of District	PRIMARY SCHOOLS			MIDDLE SCHOOLS			HIGH SCHOOLS			Mosque Schools	Population in thousand 1981 Census
	Male	Female	Male	Male	Female	Male	Male	Female	Male		
Quetta	134	28	222	21	20	41	20	13	33	92	380
Pishin	245	50	295	30	2	32	15	4	19	177	374
Loralai	283	49	332	30	6	36	10	3	13	201	391
Zhob	260	42	302	32	1	33	6	3	9	157	360
Chagai	97	18	115	18	4	22	5	2	7	48	120
Sibi	105	38	143	17	4	21	7	3	10	71	129
Nasirabad	252	27	279	26	2	28	11	3	14	191	393
Kohlu	116	10	126	7	-	7	3	1	4	33	178
Dera Bugti	74	11	85	10	1	11	4	-	4	64	
Kachhi	185	28	213	26	7	33	13	2	15	126	308
Kalat	184	32	216	30	7	37	8	4	12	120	333
Khuzdar	199	19	218	25	3	28	11	1	12	131	371
Kharan	100	9	109	22	-	22	4	1	5	59	129
Lasbela	161	20	181	23	2	25	9	2	11	86	187
Turbat	142	16	158	24	2	26	11	1	12	78	378
Panjgur	49	9	58	15	2	17	5	1	6	65	161
Gawadur	52	6	58	9	1	10	5	1	6	41	113
TOTAL	2,638	472	3,110	365	64	429	147	45	192	1,740	

TABLE 3 : BALUCHISTAN PROVINCE.

CLASS-WISE ENROLMENT OF STUDENTS LEVEL GRADE OF PRIMARY/MIDDLE/HIGH SCHOOLS (INCLUDING MOSQUE SCHOOLS) IN BALUCHISTAN, AS IT STOOD ON 15.10.1985.

CLASS-WISE LEVEL GRADE BY SEX.	PRIMARY/MOSQUE SCHOOLS			MIDDLE SCHOOLS.			HIGH SCHOOLS.			GRAND TOTAL.		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
PRIMARY LEVEL.												
CLASS-I.....	89484	15568	105052	19656	5141	24797	11718	6077	17795	120858	26786	147644
CLASS-II.....	36458	4408	40866	9082	1454	10536	5346	2215	7561	50886	8077	58963
CLASS-III.....	23300	2973	26273	6672	1072	7744	4730	1931	6661	34702	5976	40678
CLASS-IV.....	16733	2338	19071	5687	740	6427	4284	1893	6277	26804	4[illegible]	31775
CLASS-V.....	10115	1880	11995	4477	517	4994	3665	1528	5193	18257	3925	22182
TOTAL PRY/LEVEL.	176090	27167	203257	45574	8924	54498	29843	13644	43487	251507	49735	301242
MIDDLE LEVEL.												
CLASS-VI.....	-	-	-	4355	379	4734	8034	3673	11707	12389	4052	16441
CLASS-VII.....	-	-	-	3482	288	3770	6493	2571	9064	9975	2859	12834
CLASS-VIII.....	-	-	-	2801	171	2972	5812	2834	8646	8613	3005	11618
TOTAL MIDDLE LEVEL	-	-	-	10638	838	11476	20339	9078	29417	30977	9916	40893
HIGH LEVEL.												
CLASS-IX.....	-	-	-	-	-	-	5439	1553	6992	5439	1553	6992
CLASS-X.....	-	-	-	-	-	-	4460	1059	5519	4460	1059	5519
TOTAL HIGH LEVEL.	-	-	-	-	-	-	9899	2612	12511	9899	2612	12511
GRAND TOTAL.....	176090	27167	203257	56212	9762	65974	60081	25334	85415	292383	62263	356646

CHART 13. ORGANIZATION OF THE EDUCATION DEPARTMENT
BALUCHISTAN : 1986

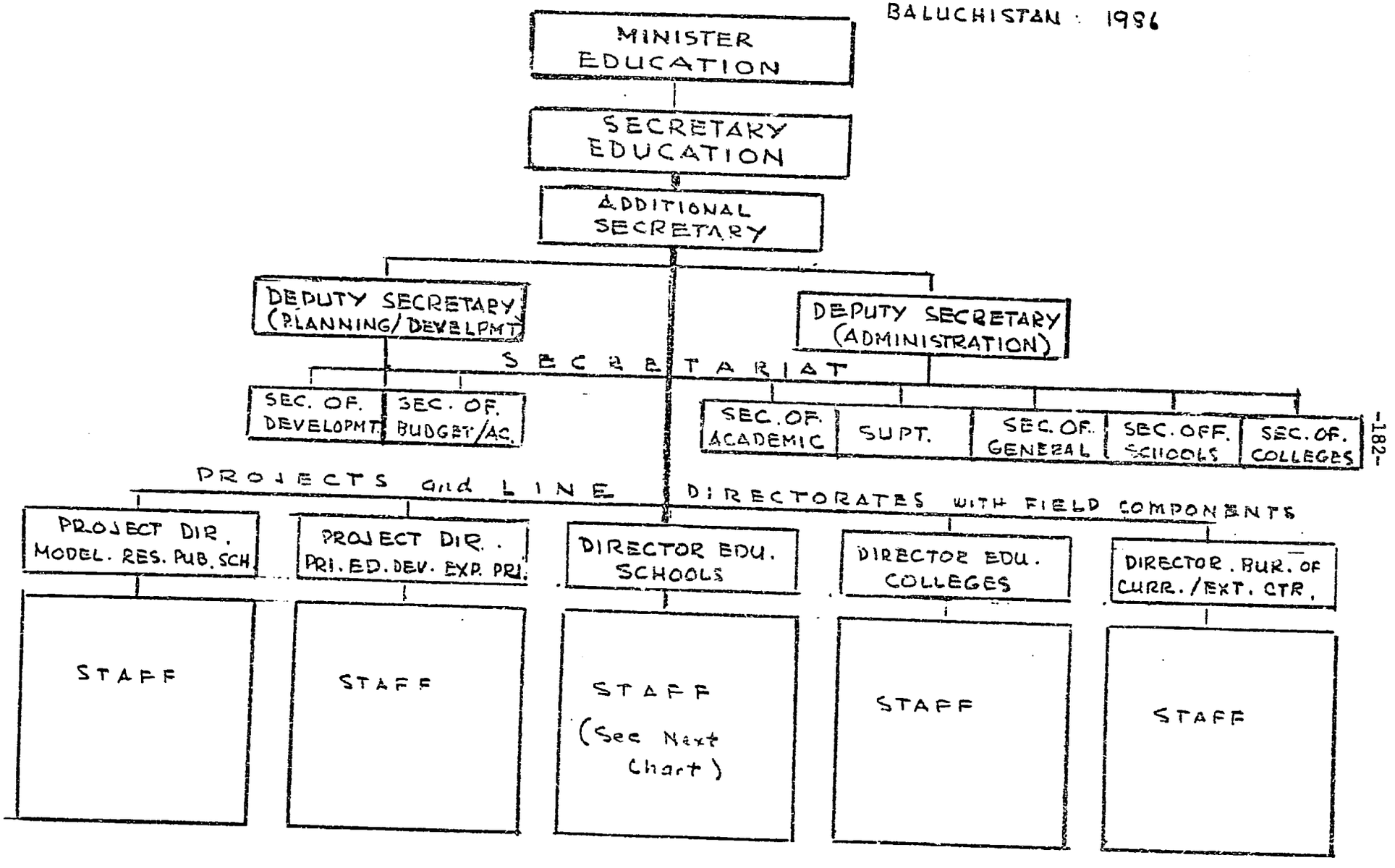


CHART NO. 14: ORGANIZATIONAL STRUCTURES OF THE LINE DIRECTORATES IN THE EDUCATION DEPARTMENT, BALUCHISTAN PROVINCE, 1986

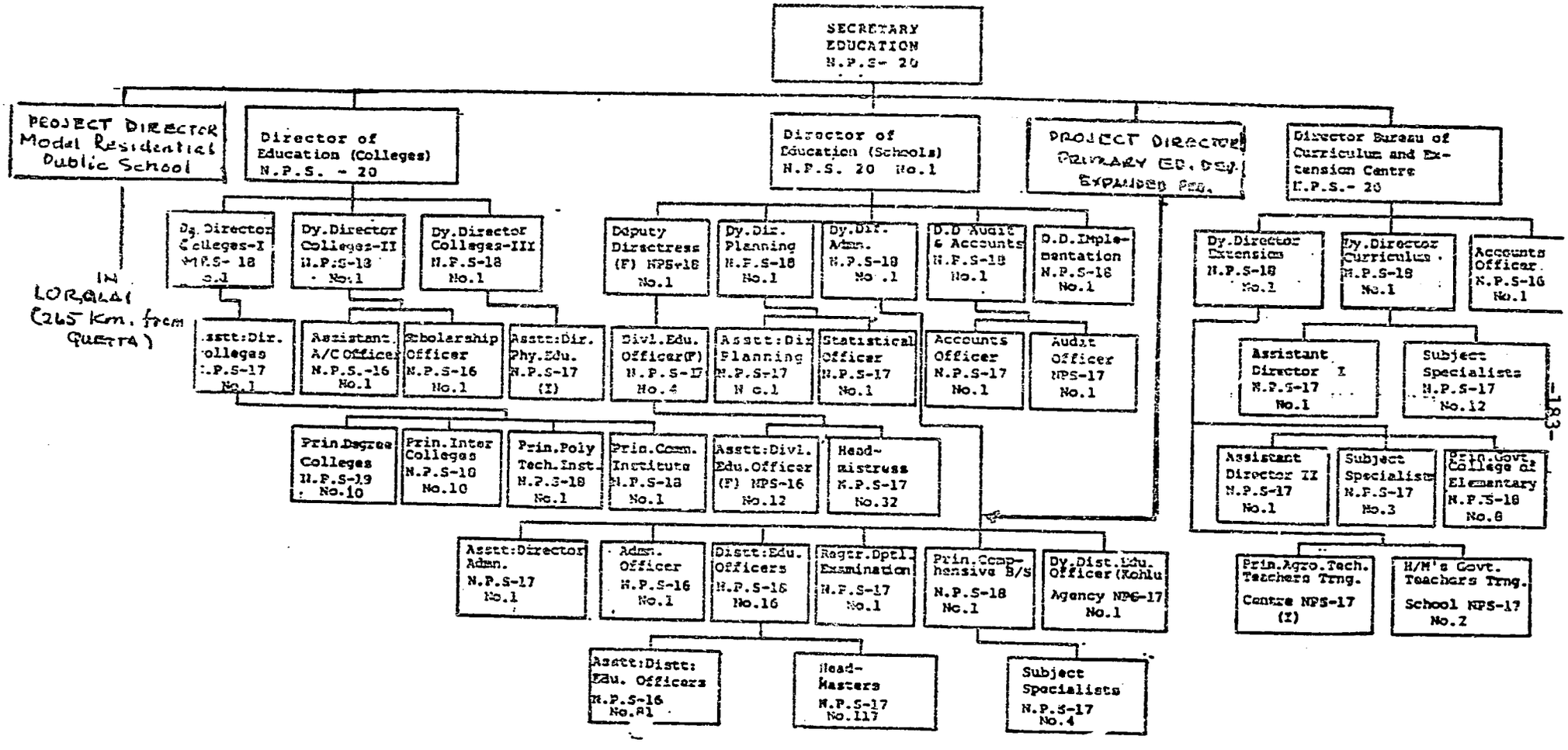


CHART 15. ORGANIZATION OF A DISTRICT-TEHSIL EDUCATION OFFICE, BALUCHISTAN, 1986

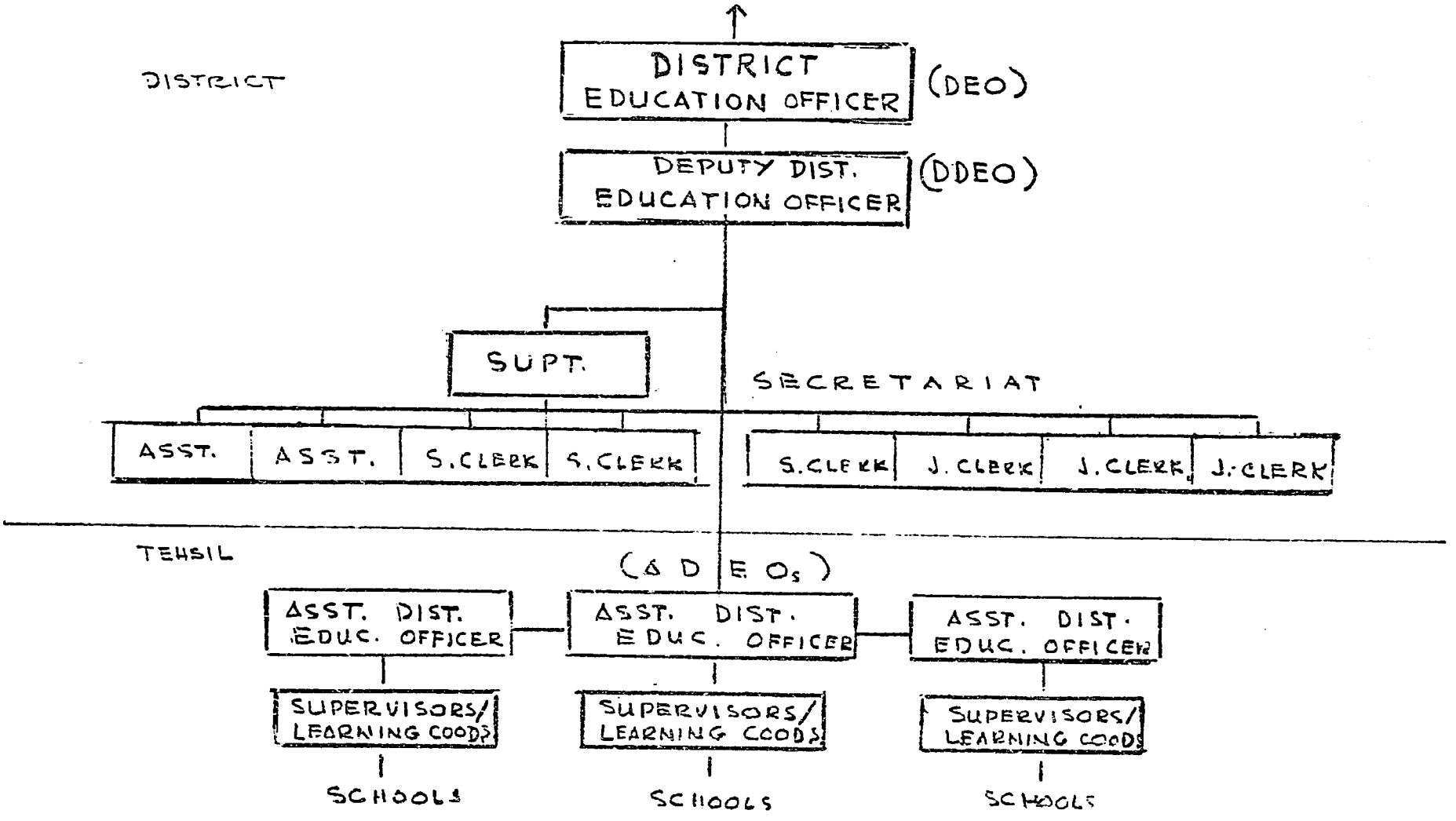
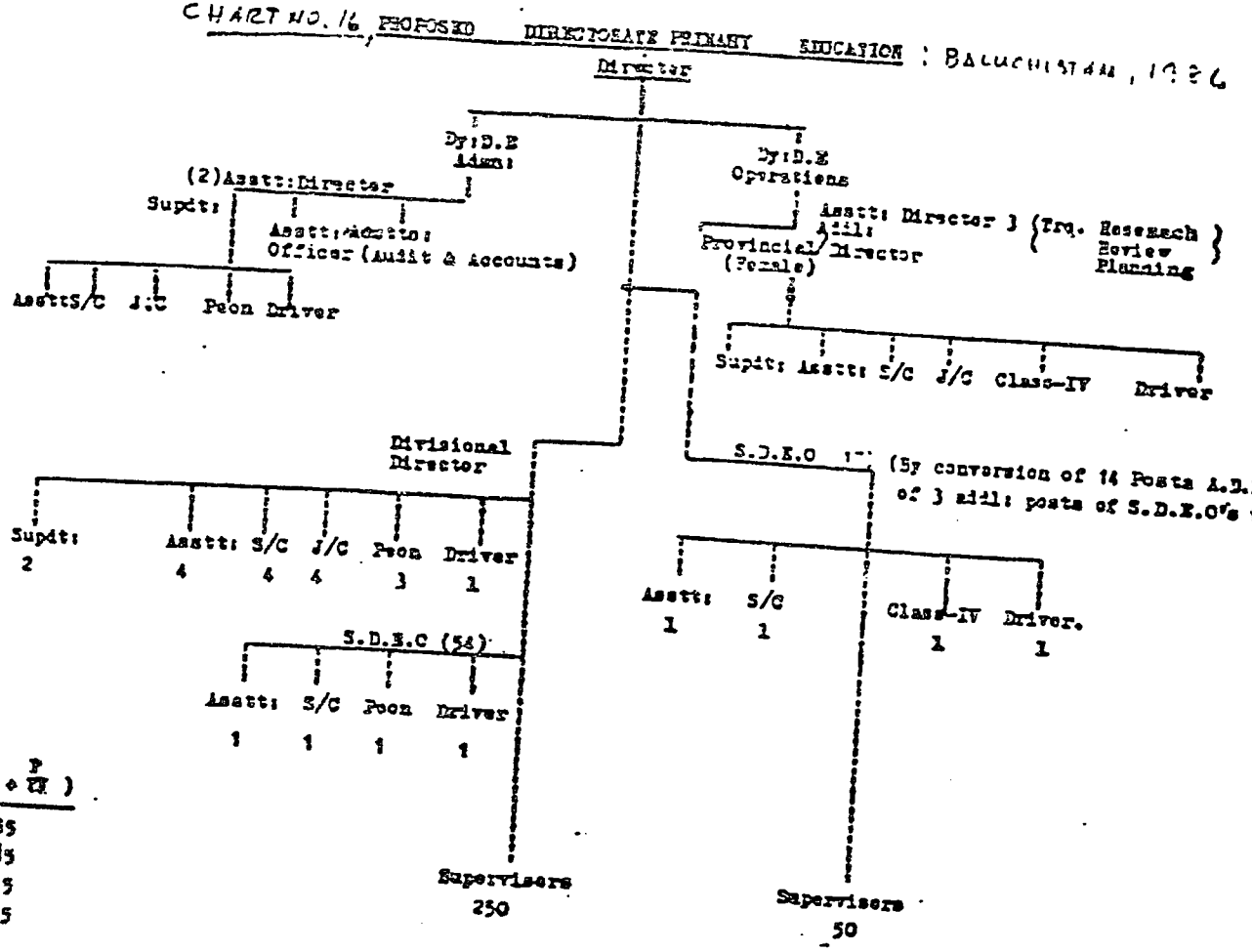


CHART NO. 16, PROPOSED DIRECTORATE PRIMARY EDUCATION : BALUCHISTAN, 1986



STAFF ORGANIZATION

D.E(Primary)	1
Dy:De (16)	2
Asstt:Director (17)	5
Account Officer	1
Supdt:	2
Asstt:	4
S/C	8
J/C	8
Driver	2
Class IV	5

Line Organization Structure

Divisional Director (19)	4
Addl: Director (19) Female	1
Supdt:	10
Asstt:	20
S/C	20
J/C	20
Class IV	15
Driver	5

Sub-Divisional Officers $\frac{68}{85}$ ($\frac{68}{68}$ + $\frac{17}{17}$)

Asstt:	68 + 17 = 85
S/C	68 + 17 = 85
Class IV	68 + 17 = 85
Driver	68 + 17 = 85

P.Khatti/-

-185-

5591

EDUCATION AND CULTURE DEPARTMENT
PROVINCE OF SIND (1986)

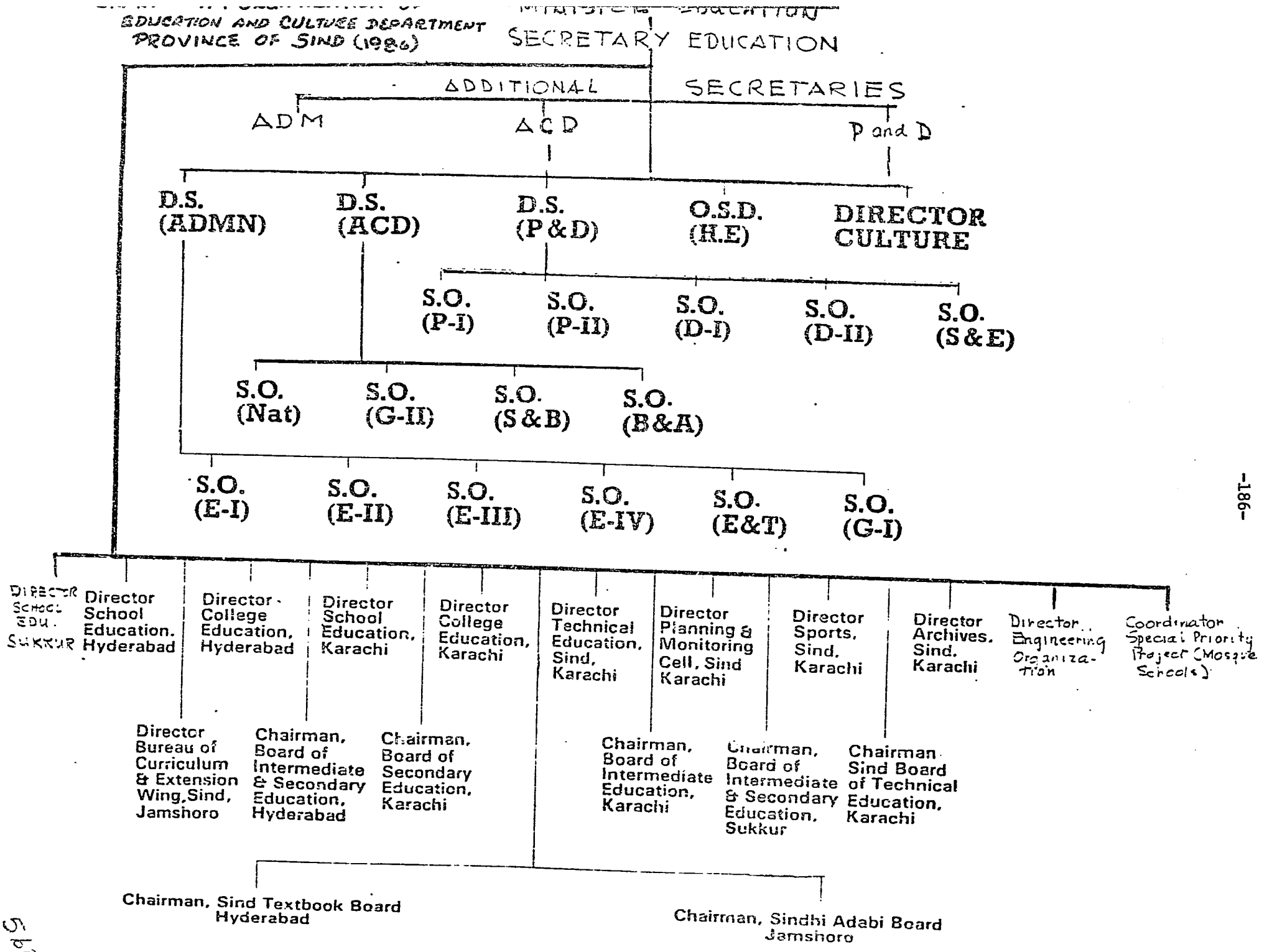


TABLE 4.
BASIC STATISTICAL DATA ON EDUCATION

SIND PROVINCE*

No.	Level of Institutions	Number of Institutions	Number of Teachers	Enrollment
1.	Primary Schools	17,414	49,024	1,788,490
2.	Middle Schools	912	6,858	130,352
3.	High Schools	999	18,408	513,050
4.	Teachers Training Schools/ Institutions	20	261	3,287
5.	Vocational Schools, Boys/ Girls	51	242	5,588
6.	Commercial Training Institutions	11	80	1,923
7.	Polytechnic Colleges of Technology	13	338	8,221
8.	Intermediate Colleges	37	712	13,717
9.	Degree Colleges	92	3,600	133,718
	TOTAL	19,549	79,523	2,598,346

*As gleaned from MIS Revised Scheme, Karachi, April, 1986.

17-A

CHART NO. DIRECTORATES UNDER EDUCATION AND CULTURE DEPARTMENT, GOVENMENT OF SIND

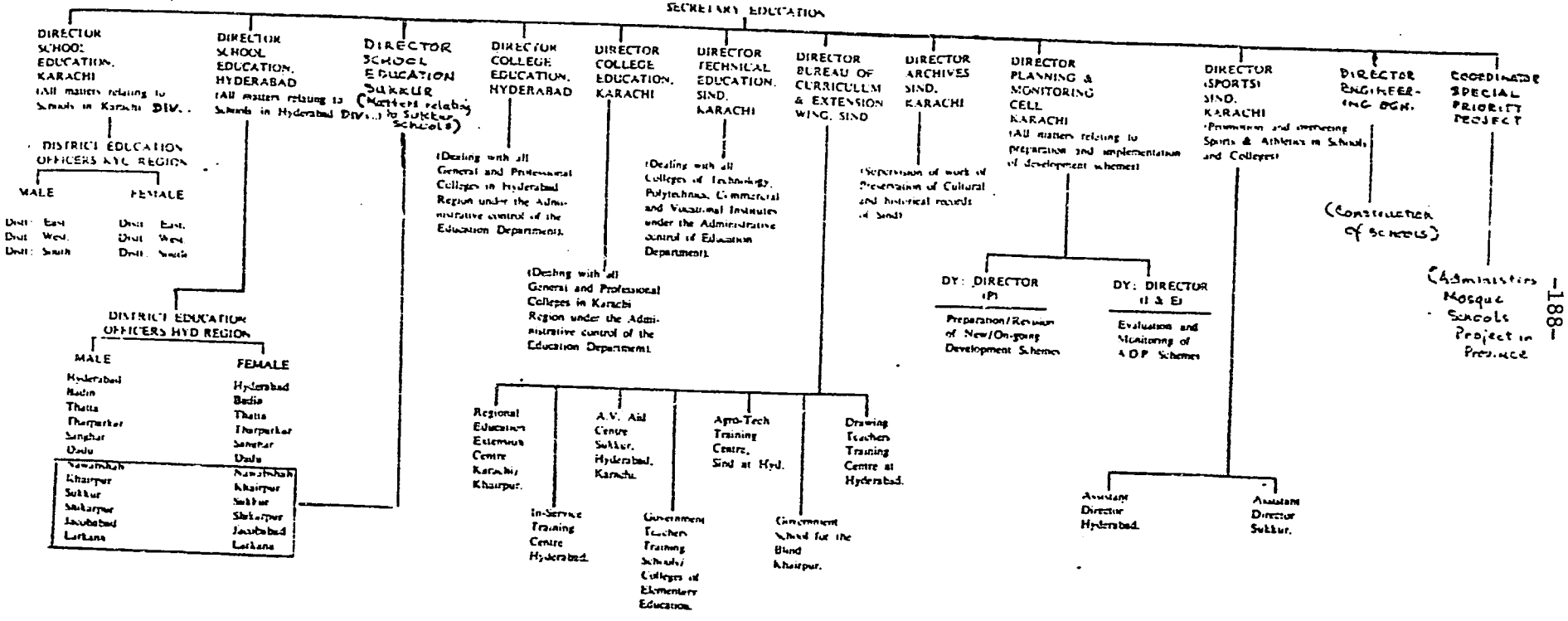


CHART NO. 18. ORGANIZATION OF THE DIRECTORATE OF SCHOOL EDUCATION, HYDERABAD DIVISION (1986)

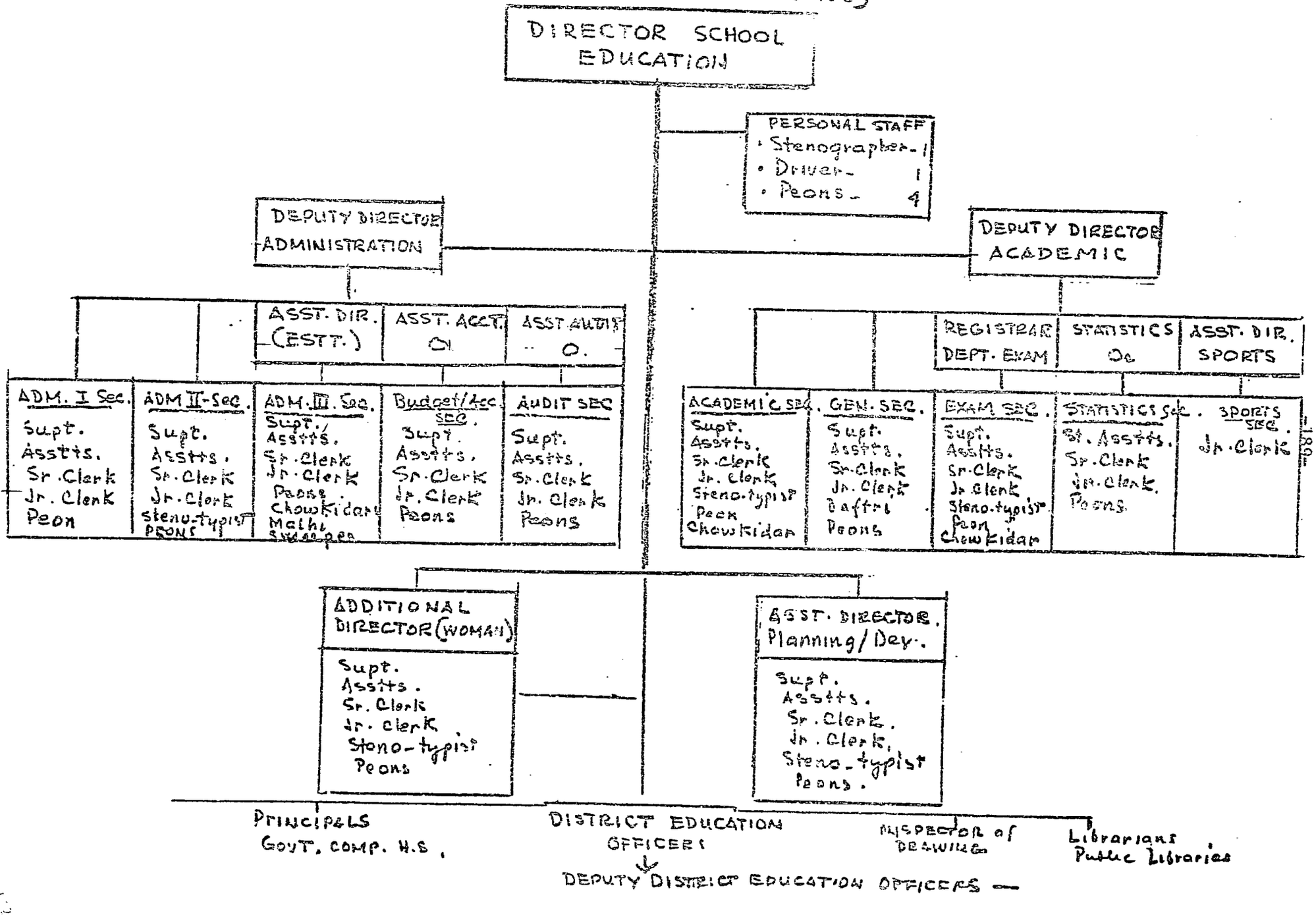


CHART NO. 19

ADMINISTRATIVE CHART
DIRECTORATE OF SCHOOL EDUCATION
KARACHI REGION

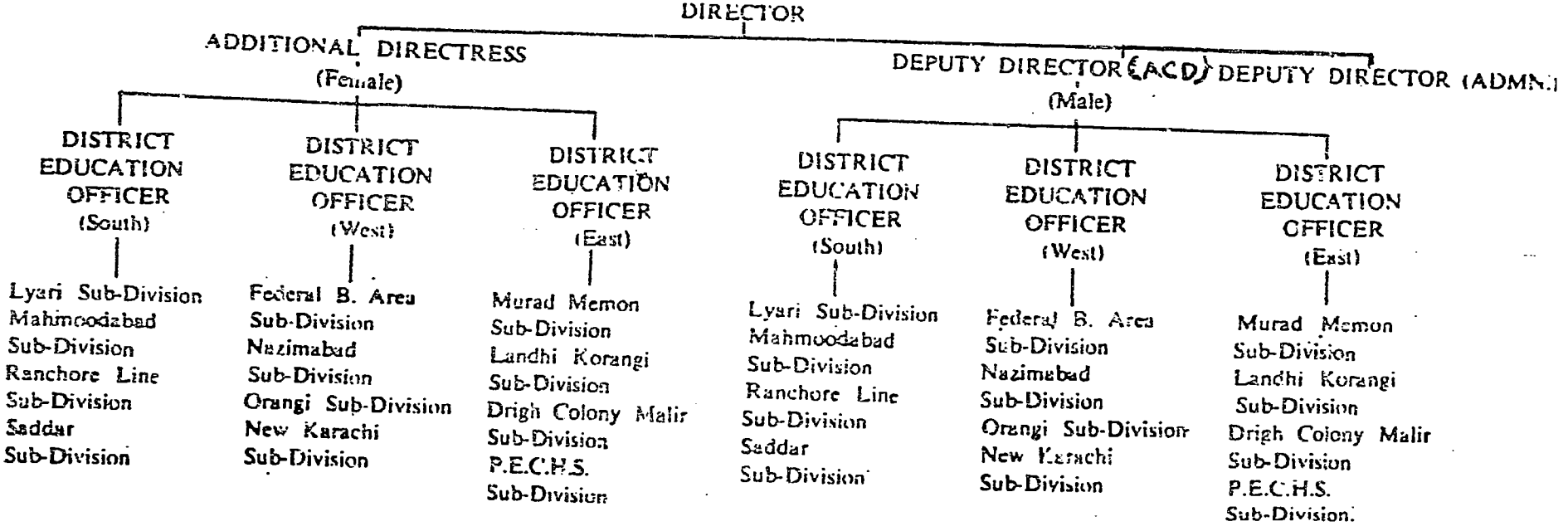


CHART NO. 20 ORGANIZATION OF A DISTRICT EDUCATION OFFICE SIND PROVINCE (1986)

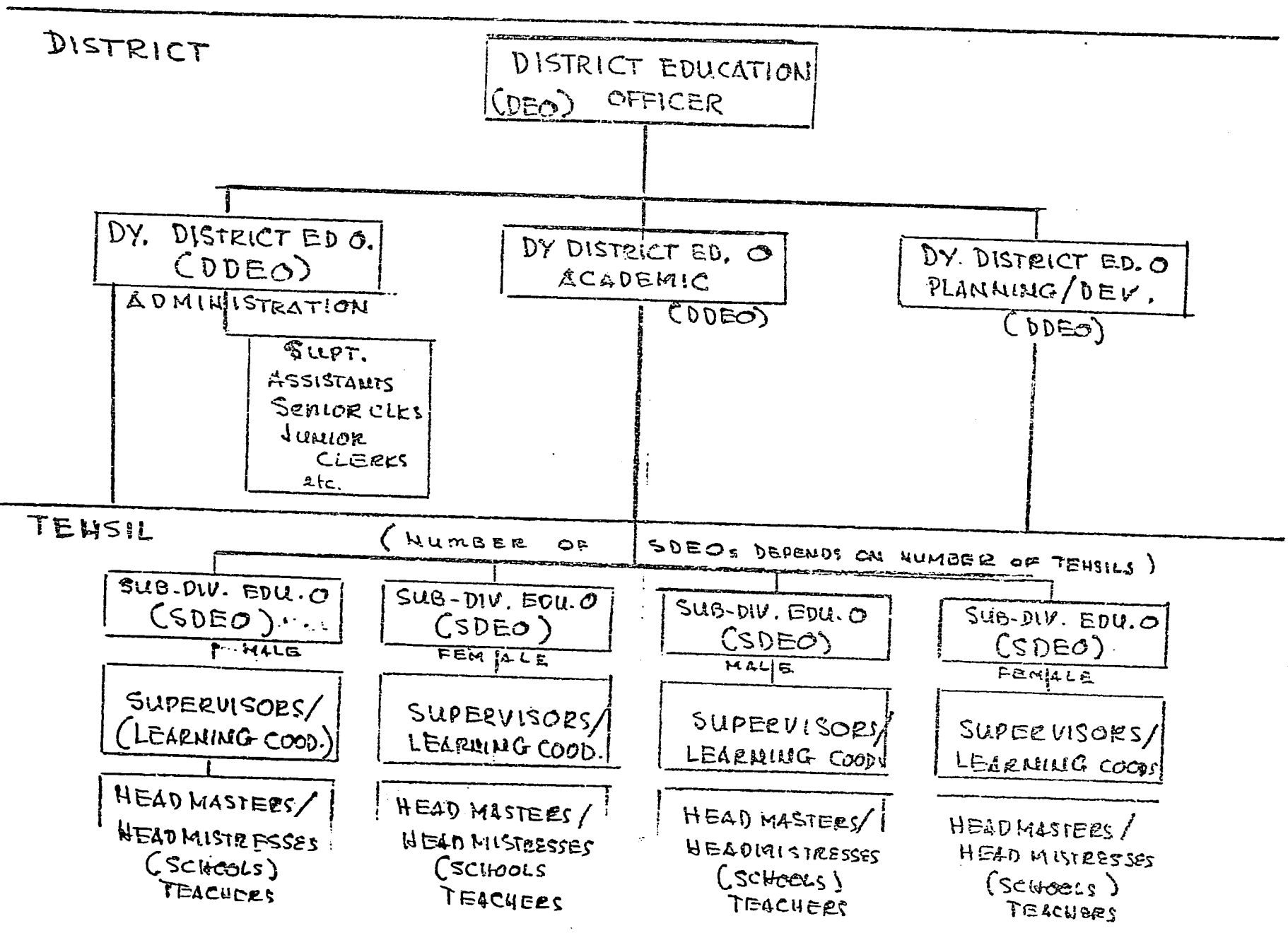
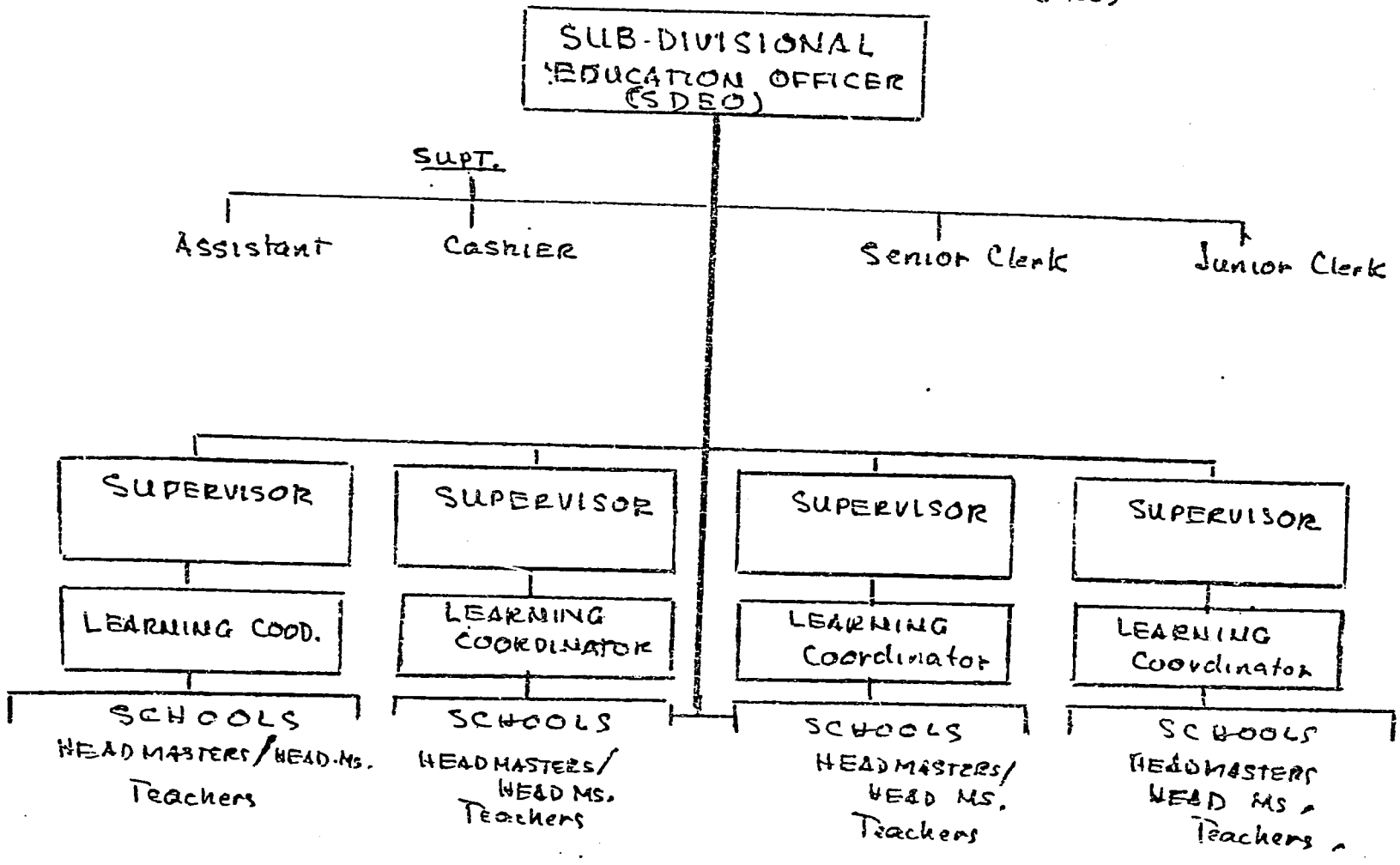


CHART NO. 21. ORGANIZATION OF A SUBDIVISIONAL EDUCATION OFFICE, SIND PROVINCE (1986)



ANNEX D-IV-2

ANALYSIS OF DIRECTORATES OF EDUCATION (SCHOOLS) STAFF DUTIES AND FUNCTIONS; BY PROVINCE

The main duties and functions of the Directorates of Education (Schools) relate to guidance, supervision and control concerning school instruction, budgetary matters,, both developmental and non-developmental, training of teachers and performance of divisional school directorates and district education offices. The Directors are responsible for the effective enforcement of administrative, financial and disciplinary rules in schools and subordinate offices. They are expected to advise the provincial government from time to time in the formation of educational policies relating to school education and see that the approved policies are implemented in their true sense and spirit.

Division Directorates of Education (Schools)

The organizational and management structure of the educational system at this level for each province is also discussed at great length in Annex IV.1. Chart No. 5 is an example (Lahore Division in Punjab province). The Division Office is headed by a Director. Typically, this Director is assisted by a Deputy Director for male education and a Deputy Directress for female education. Each of these deputies maintains a separate but parallel line-up of supporting staff. Below the deputies are Assistant Directors for various areas, such as administration, planning and development, academic and general affairs. In some other divisions, there is also an Assistant Director for Litigations. At the same level are Junior Assistant Directors for Establishment, Budget and Accounts and a Registrar for Departmental Examinations.

Duties and Responsibilities

In Punjab province, each Divisional Director of Education (Schools) is responsible for the administration of his office, DEOs' office and schools within the division. He acts as transferring authority of officers/officials from the Basic Pay Scale (B) 5 to 18 and equivalent posts; provides general supervision, guidance and inspection of the DEOs offices and all types of schools of the division; exercises financial control of the whole divisional budget on school education and is responsible for the opening/improvement of existing schools in the division. He is responsible for the direction, dimensions and quality of primary, middle and high school education as well as for adult literacy and rural education programmes. His job focuses on the following major responsibilities: provision, promotion and maintenance of good quality school education in the region; ensuring proper development of all persons (pupils and staff) in school education in the region irrespective of sex, social background or creed; promotion of adult and community literacy; overall control of school education; general administration of the services and facilities for school education; and supervision of personnel, instruction and facilities improvement.

The above major responsibilities can be further sub-divided into a legion of other duties: implement the policies of the government in school education; convey the instructions of the government to subordinate offices and to institutions and to see that they are fully carried out; provide all sorts of data with regard to the

schools in the region to the department and other agencies; exercise administrative control over the officer/officials working within his jurisdiction; guide the inspection/supervisory staff to ensure the progress of educational programmes and pupil welfare; help and supervise all the officers/officials in the directorate and the institutions in the region; guide the field staff in all educational and academic matters; adjustment of officials within the region; promote the cause of education to keep its standards consistent with the demands of the country and needs of the times; help in the organization of refresher courses for teachers at the various levels of school education; coordinate the work of all the districts in the region on school education; provide facilities to the field staff to keep them aware of the modern trends of education in the more advanced countries; see that each institution in the region has all the facilities necessary to impart effective, purposeful and meaningful education; provide and distribute funds for development of the educational institutions with regard to the building, purchase of materials and students' welfare; award all kinds of scholarships for which government is the awarding agency; help and guide the field staff in identifying talented students for scholarships and other prizes; hold all the professional examinations in addition to the Primary, Middle and High School examination in the region; provide guidance and help to the secretariat in the making, innovation and reorientation of the curriculum at various levels of education; supervise and help subordinate offices and teachers in the institutions in the admission of pupils; provide general supervision to promote efficiency of work in the subordinate offices and institutions in the region; maintain good libraries containing modern books suitable to the needs of the teachers and the students in the schools; and, coordinate the activities and programmes on school education with the activities and programmes in other levels of education in the region, province and the country as a whole.

The duties and functions of the Deputy Directors of Education relate to overall supervision of the Assistant Directors and their support staff in the conduct of their designated responsibilities covering the areas of administration, teachers' training, planning and development, academics/general affairs, establishment, budget and accounts and departmental examination.

The administrative functions cover personnel matters pertaining to nationalized and provincialized cadres (gazetted officers); headmasters; assistant directors; District Education Officers; Deputy DEOS; move-over cases and enquiry cases; selection grade; study leaves and interdivisional transfers. Those of planning and development cover monthly reports on Annual Development Plans (ADPs), preparation of ADP and PC-1 forms, feasibility reports, special repairs, construction of school building and minor works.

The academic and general affairs functions cover refresher courses through the Teacher Education Extension Centre, nomination of teachers for general courses, national incentive schemes for the promotion of primary education, civil defense courses and Primary Teacher Certificate (PTC) and Teacher Certificate (CT) admission cases on merit. They also include nominations for teacher scholarships abroad, boy scouts/girl guide, administrative technical inspection reports and purchases out of available funds. The functions of the Establishment section relate to promotion of ministerial staff, transfers of staff personnel, reimbursement of medical charges, grants of leave to secretarial staff, including litigation cases.

The duties and functions of the Budget and Accounts section relate to preparation, supervision and distribution of budget and revised budget, control over receipts and expenditures, all kinds of advances, reconciliation of expenditures, T.A. bills, audit objections, meetings of Public Accounts Committee and other duties as assigned by the Director of Education. The Junior Assistant Director of this section is also a drawing and disbursing officer. The Office of the Registrar, Departmental Examinations is responsible for the following functions: control of departmental examinations, i.e., Middle, PTC, JDPE, SDPE, CT, Arts and Crafts, etc.; appointment of Superintendents, Assistant Superintendents, Invigilators, Head Examiners, Examiners, Practical Examiners in connection with the Departmental Examinations; tabulation and declaration of results; issue of certificates; stationery for examinations; unfair means cases; other duties as assigned by the Director and act as drawing disbursing officer in connection with the examinations and control over expenditures.

Basically, the duties and functions just described also apply to the three Divisional Directorates of School Education in Sind (Karachi, Hyderabad and Sukkur). Again, it is reminded that there are, at present, no divisional directorates of education (for male schools) in Baluchistan. It would be useful to compare the above duties and functions of the Divisional Directors of Education (Schools) in Punjab province with those of their counterparts in NWFP. Although basically similar, the comparison would add further imagery to the profile. In summary format, the duties and responsibilities of the Divisional Directors of Education in NWFP are as follows:

A. Administration and Inspection

Responsible for the organization of public instruction in the division (which encompasses districts, tehsils, union councils, schools); appointment (in schools and offices of the division) of Senior English Teachers (SETs), Workshop Instructors (WI), Certificate of Teaching (CT), Assistant Workshop Instructors (AWIs), Senior Vernacular/Orientation Language/Arabic Teacher (SV/OT/AT), Drawing Masters (DMs), Physical Education Teachers (PETs), senior and junior clerks, and steno-typists; appellate authority in cases of punishment by District Education officers; has authority to punish a person in the Directorate and write confidential reports on the Deputy Director, Deputy Directress and District Education Officer, countersigns annual confidential reports and recommends a proposed action or transfer or against Deputy Director/Directress and DEOs in the division.

B. Planning and Development

Coordinates the work of DEOs in the division regarding planning and development and statistics; receives and conveys information requested by the provincial directorate to and from the DEOs; represents the division in the Divisional Development Committee; inspects construction work and repair of buildings; and provides over-all supervision of planning and development work in the division.

C. Audit Functions

Supervision and finalization of audit paras, internal audit observations and settlement of audit paras; supervision and recommendations on annotated reply to decide the audit observations; comments and recommendations on advance paras

of audit objection; supervision and grant of sanction of up to Rs. 200 to gazetted staff of offices and institutions; grant of ex post facto sanction of cases of various nature in accordance with the rules of delegation of powers; and supervision and recommendations pertaining to condonation of irregularities.

D. Financial Powers

Control the utilization of the annual budget at the division level; has power to sanction the incurrence of expenditure up to limits provided by the NWFP Delegation of Power rules of 1981.

District Education Offices

For background purposes, it is instructive to note that until 1962, primary education was neither a national or provincial subject. It was in fact a district subject and had been since the early years of British India, when the chief British officer-in-charge of a district (usually referred to as Deputy Commissioner) was the direct representative of the British Crown. He had extensive combined judicial, legislative and executive powers to govern, with the advice of local advisory groups. Then, as now, the district is still the focal unit of educational administration albeit its role has been diminished to the extent that it now must contend with policy guidance from above and depend on additional funds from external sources to carry out development projects.

The management structure of education at the district level is not always identical for all districts in the province (nor for that matter for all the provinces), but the variations, due mainly to district size in area and population, do not alter the basic design. Chart No. 6 is an example (actually that of a district in Sind province). Each district has an Office of Education under a District Education Officer (DEO). There are separate DEOs for male and female schools or institutions. In large districts (as in Punjab and Sind provinces,) the DEO normally has one or more Deputy District Education Officers (DDEO) one of whom oversees a staff component, composed of a Superintendent and a number of assistants, respectively in charge of budget/accounts, establishment, planning and development and general affairs. The line offices below the DEO in Punjab include other DDEOs, who are in charge of administration at the tehsil level (often referred to as taluka in Sind and sub-divisional in other provinces) and below them are Assistant Education Officers (AEOs) at the markaz level. The officers below the District Education Officer in NWFP consist of the the Deputy District Education Officer, Assistant District Education Officers (who, except for the one designated as an ADEO for inspection, are actually secretariat professional staff), Sub-Divisional Education Officers (SDEO) and Assistant Sub-Divisional Education Officers (ASDEOs), the last two being line officers. In Baluchistan, the field officers below the Deputy District Education Officer are called Assistant District Education Officers (ADEOs), followed by Supervisors/Learning Coordinators. The line-up in Sind province below the Deputy District Education Officers, who are, also by and large, secretariat professional staff, are the SDEOs, similar to those of NWFP, followed by Supervisors/Learning Coordinators (similar to those of Baluchistan).

Duties and Functions

The duties and functions of the District Education Officers, and their Staff Deputies are enormous and diversified as can be seen below:

In Punjab

The District Education Officer is charged with:

a. Appointing/transferring authority in respect of posts borne in the District Cadre.

b. Duties of drawing and disbursing officer in respect of his own office.

c. Financial control of the budget of primary, middle and high schools in the district.

d. Planning and development work of the district.

e. Assisting and guiding the department in respect of academic matters;

f. Attending all other matters as District Head of the Education Department.

A number of DEOs interviewed during the field visits stated their duties as follows:

a. Administration and supervision of all primary, middle and high schools in the entire district.

b. Inspection of middle schools and especially high schools.

c. Supervision of the duties and performance of the DDEOs at both headquarters and tehsil levels.

d. Supervision of the work of AEOs.

e. Resolve litigation cases.

f. Education planning and development of the district.

g. Attend to repairs of schools, prepare schemes and submit them to Buildings Department through channels.

h. Attend meetings, such as those of the District Coordination committee, Islah Moeshra (community welfare meetings) District Council, Red Cross (Crescent).

i. Protocol and reception arrangements including meeting visitors at the airport, and

j. Making arrangements for celebration of local and national holidays.

The following operational guidelines (abstracted from documentary files) provide further information on the District Education Officers in Punjab and their duties.

1. Up-to-date statistics of the District may be collected and displayed at some prominent place in the office. An organizational chart of the District should also be prepared. Similarly, list of schools indicating names of incharges should always be kept up-to-date.

2. A regular programme of inspection of High/Middle/Primary schools should be chalked out every month. The AEOs should inspect primary schools and write their inspection notes there and then. Copies of such inspection notes should be supplied to the office of DEO who should take suitable action with follow-up pprograms. Similarly, High/Middle schools should be inspection by DEO/DDEO, in the case of girls institutions, by DDEO(W). Inspection reports should be written and copies endorsed to the divisional directorates. These inspection reports should be followed up in order to remove defects pointed out during the course of inspection.

3. Institution-wise files should be opened in which all the bio-data of the institution should be incorporated. The inspection notes pertaining to each institution should be dealt with in the relevant file. The AEOs should also maintain their inspection reports files.

4. Office Work: One Diary and one Despatch Register for the whole district office may be opened. The letters received from higher offices should be entered/despatched in red ink in order to keep these conspicuous. The Diary register should be maintained in such a manner that further disposal of each reference is indicated. Weekly/fortnightly arrears statements should be prepared by the Receipt Clerk and presented to the DEO through the superintendent. It should be the duty of the superintendent to see that all such references are disposed of within the shortest possible time. The correct maintenance of the Service Stamp Registrar is most important.

5. The distribution chart of the office work should be prepared and every official should be kept aware of his definite assignment. The superintendent of the office should see that the work is distributed equally and no one is over-burdened or anyone is assigned less work.

6. The Index register year wise/headwise should be opened. All the files should be entered in the Index register and number marked before opening.

7. An establishment check register should be opened cadre-wise indicating therein the sanctioned number of posts. All the postings/transfers must be entered in the establishment check registrar in pencil in the first instance immediately after their proper joining/relieving reports are received in the district office. Utmost care should be taken to maintain the establishment check register quite up-to-date all the time as this would form a basis for exercising proper control over the whole establishment. Similar registers should also be maintained by AEOs.

8. The file should be maintained in proper order, quite clean and tidy with tags. There should be a noting part and a correspondence file both page-numbered.

9. All the Reference Books, i.e., CSR, PFR, Delegation of Powers, Leave Rules, T.A. rules, Pension Guide, Revision of Pay Scales, etc., should be made available in the district office immediately if not already done to serve as a guideline.

10. A proper file containing proceedings of the Departmental Recruitment Committee should be maintained. All the Government instructions received in this behalf should be made available on this file and decisions taken by the Departmental Recruitment Committee should be recorded properly under the signatures of all members of committee. The merit lists of candidates cadre-wise should be kept in a proper file and all appointments should be made according to the merit assigned by the committee.

11. A proper system of making payment of salary to the teachers should be evolved. AEOs have already been declared as Drawing and Disbursing Officers. These bills should be prepared/checked in the office of AEO from the Establishment Check Register and presented to the District Accounts Officer for payment.

12. Separate Cash book for each sub-head should be opened. Similarly, separate contingencies registers should also be started. The official deputed to handle government cash should be asked to deposit necessary security under the Rules.

13. The file dealing with the budget of the District under each sub-head should be opened. It should be watched that the expenditure is spread equally over 12 months and there is no excess under any head. An action plan should be prepared for this purpose.

14. Monthly expenditure statements under each sub-head should be prepared and reconciled with the District Accounts Officer. Such statements should be obtained from High schools by the 10th of each month pertaining to the previous month. Strict orders should be issued and notations made in red ink. Careful watch should be exercised over this important assignment as otherwise there are chances of embezzlement/deflections of government money. The District office can exercise vigilant control over the expenditure of each institution from the monthly expenditure statements. If any institution is found spending more than the sanctioned budget or even spending undue amount over some item of novel nature, these can be pointed out immediately and rectified.

15. The Accounts of the District would be audited over one year but certain audit notes pertaining to the previous years must have been received from the Audit office and relevant files should be opened and efforts should be started to remove the audit objections. Internal audit of all subordinate offices/institutions should also be conducted during the year.

16. There are certain definite orders/instructions of the government in regard to making local purchases and issue of sanctions. Copies of all such instructions should be collected on a personal level and maintained in a proper file to serve as guidelines for the District office.

17. Travel Allowance (T.A.) check register should be opened sub-head wise. All the entries should be authenticated by DDEO.

18. Proper attention should be given to disbursement of scholarships to the deserving students. There is a tendency that scholarships are paid very late and in some cases after the students have left the studies. Strenuous efforts should be made in this regard to ensure timely payment of scholarships to the deserving students. A proper file along with a register containing merit of each candidate should be kept ready in order to avoid delay in this important work.

19. The District office is required to submit a schedule of New Expenditures (SNE) cases by the end of September to the divisional directorates. In the SNE cases, new schemes/additional posts required in the District are supplied along with supporting data justifying the demand. The exercise in this regard may be started well before the target date so that such demands are consolidated and supplied to the divisional directorates in time. Piece-meal demand of additional posts and other new schemes should be avoided as these are no use. There is a tendency that whenever any head of the institution thinks that some post is needed by him, a reference is made to higher authorities. This is not a correct procedure. There is a definite time fixed for consideration of such demands in the Finance Department and if this time limit is not adhered to, no scheme/demand is likely to be accepted. It should be ensured that proper justification should be submitted.

20. A proper acquittance roll should be maintained and all payments authenticated by the DDEO.

21. A telephone register should be maintained in which all trunk calls should be entered. The purpose of truck calls is also required to be indicated in the register. A register should be maintained in which telephone numbers, of all higher/lower/local officers/offices with whom frequent contact is made should be entered.

22. In accordance with the directives of CMLA/MLA the whole office and its premises have to be kept clean and tidy. A duty officer should be appointed who should visit the office and premises daily to ensure that cleanliness is maintained. A vigilance officer should also be nominated.

23. A separate file should be maintained for dealing with the directives issued by the CMLA/MLA. Every directive should be dealt with in a separate file but there should be a general file which should indicate the up-to-date position of each directive at a glance.

24. A detailed directive has been issued by the government in which instructions have been issued for the writing and maintainence of Character Rolls. These should be followed in letter and spirit. The Character Rolls should be kept in a most up-to-date condition. A movement Register of CRs should also be maintained.

25. Efforts should be made to keep the service books complete and up-to-date. This is a most important record. Similarly, a movement Register should be maintained.

26. Government cash should be kept in a proper safe. It should be operated with duplicate keys, one key should be kept within the cashier and the other by the DDEO.

27. A register indicating all civil suits in the District should be maintained and its progress watched promptly and reported to higher officers.

28. A list of school buildings owned by government/rented/evacuees trust property/requisitioned should be maintained.

In NWFP

1. The District Education Officer

In NWFP, the DEOs responsibilities can be grouped into two major areas: (1) those pertaining to the District Office itself, and (2) those relating to schools. The first includes duties and responsibilities related to financial administration, planning and development, personnel and staff secretariat matters and office efficiency. The second involves inspection and supervision and guidance of teachers.

The following is a detailed narration of these duties and responsibilities:

A. At the District Office

The DEO shall spend 3 days of each week attending to his responsibilities in the office and when the schools are closed, the DEO will spend six days in the office. The DEO is responsible for planning and scheduling his administrative responsibilities in such a way that the ratio of 3 days in school and 3 days in the office is adhered to, allowing, of course, for exigencies of the service. His administrative duties include the following:

i. Financial Duties: oversees preparation of annual budget and accounts statements for the district; audit monthly expenditures and statements, and exercise control over the budget to the amount of Rs. 100 million.

ii. Development: responsible for the collection of accurate data and information required for planning; transmission of these data to the planning officer as required; (these tasks can be and are actually delegated to an assistant, but the DEO must assume final responsibility for the work). In building programs, the DEO will be responsible for the selection of sites for new buildings and for project supervision while buildings are being constructed; inspection of construction and other formalities required for completion and handling over of buildings; any interdepartmental cooperation which may be involved; and duly consider the completion certificates given by Headmaster/Headmistress in case of high schools and by SDEOs in case of middle and primary schools before taking/handing over the building.

iii. Personnel and Establishment: Shall make entries in the Annual Confidential Reports (ACRs) of the high school headmaster/mistress and staff of his own office as a reporting officer; make recommendations to the BISE, Registrar, Departmental Examinations and Universities for the appointment of supervisory staff and examiners for different examinations; perform other administrative powers which may be delegated by the government of NWFP.

iv. Office Efficiency: Responsible for the overall supervision of the DEO office staff and must ensure a high standard of efficiency in the office, especially in such matters as communication, correspondence, official records and financial records.

B. In Schools

i. General: Inspection of schools and supervision of the quality of education in the schools is the first concern of the DEO and the ADEOs. The DEO should spend at least 3 out of 6 school days in this function in such a way that every high school be visited at least twice during the academic year and primary schools which fall in the way. The present ratio of DEOs to schools does not allow for many visits to individual schools, hence the formal inspection functions will predominate for some time. However, the DEO should endeavor to carry out this responsibility, according to modern concepts of professional leadership and educational guidance.

ii. Inspection: An official inspection must be made of each school at least once per year. At least two weeks notice should be given for this type of visit. Other visits (e.g., informal/surprise) for follow-up or general supervision do not require formal notice. A formal inspection should be concerned with the following:

a. School Records

Attendance Register; Stock Register; Diary Despatch Register, Cashbook, Contingency Register, Issue Register, Library Register, Funds Register and Observation Books.

b. General Classroom Conditions

Cleanliness and general conditions; state of furniture and equipment; personal belongings; and student's text books.

c. Standard of Teaching

Time-table work plan; preparation by teachers, students workbooks; aids and equipment practical work and field activities; science laboratory; library books and workshop equipment.

d. School Facilities

Condition of building sanitation, lawns and grounds; agricultural activities; technical, vocational and physical activities.

The inspection visit should include discussion with Headmasters/Headmistresses and teachers of matters arising from the visit. The DEO should note his comments in the school log-book. The comments should be constructive.

iii. Supervision

a. While inspection is primarily concerned with control and administrative efficiency, supervision is concerned with the quality of what is happening in the schools. This aspect of the DEO's role should be concerned with the quality of education,

including intent of curriculum, teaching methods, teacher-pupil relations and the overall learning climate within the school; planning of work, lesson preparation and individual classroom planning; development of teachers as professional people.

b. The DEO should assist Headmasters/Headmistresses to develop effective supervisory programs in their schools. This should be focused on developing more effective learning situations and reducing the rate of pupil drop-out.

c. Likewise, the DEO should exercise leadership in the schools and in the communities. The DEO is the direct representative of the provincial education department at the district level and therefore, his attitude and work must reflect the educational philosophy and policies of the province. He acts as liaison officer between the schools and the community at official ceremonies, social welfare, etc.

d. Lastly, the DEO will be responsible for the effectiveness of the supervisory work carried out by the DDEO and ADEO.

2. The Deputy District Education Officer (DDEO) (Secretariat Staff Assignment)

a. The DDEO plans programs for supervision of the schools and carries out the programs in the company of the ADEO or alone under the guidance of the DEO; assists the DEO in the performance of his office duties; shall be held responsible for planning and statistics of the district.

b. As the drawing and disbursing officer, the DDEO shall ensure that the bills are not left pending without concrete reason and that entries to the effect are made immediately and regularly in the cash book/contingency register, etc.

c. Shall ensure the smooth working of the office and implementation of orders/policies in behalf of the DEO and shall carry out any other duties assigned by his DEO.

3. The Assistant District Education Officer (ADEO) for Inspection:

a. Acts as a professional guide and colleague of the teacher; keeps the teacher abreast of educational and social development and stimulates their professional growth; assists the DEO or DDEO at the time of visits to a school or in the performance of his/her duties.

b. Schedules the surprise and annual tour program of the DEO and arranges for the supervision of the work of SDEOs and ASDEOs regarding their inspection and supervision of middle and primary schools.

c. Manages pre-service and in-service training of all categories of teachers/offices in the district and recommends teachers for the training course.

d. Collects all sorts of educational information and keeps the record of middle school scholarships as well as primary and secondary schools scholarships.

e. Ensures the upgrading of the professional competencies of the teachers by supplying instructional materials to the schools, and evaluates/follows-up on inservice training programs as well as inspection remarks of the DEO and other officers.

4. The Other ADEOs

The duties and functions of the other ADEOs in the district education office can be gleaned from their designated areas of responsibility. The ADEO for Physical Education and Sports is in charge of the supervision of physical education teachers and activities. He arranges inservice training of Physical Education and Sports teachers and supervises all the extra and co-curricular activities of the schools in the district. He is also a member of the tournament committee of high schools. In addition, he has the authority over transfers, appointments and all other service matters of the physical education teachers in his district. The ADEO on Budget and Accounts audits government and pupil funds as well as accounts of SDEO offices; prepares proposed budget and monthly expenditure statements; watch over receipts; Travel Allowance bills, tour statements and the like. The ADEO on Planning and Development is in charge of the preparation of ADP proposals on such matters as establishment of new primary schools, upgraduation from primary to middle status, reconstruction of primary schools and other related matters including implementation of schemes.

SIND

1. The District Education Officer

In Sind province, the duties and functions of the District Education Officers have been outlined as follows:

a. Office Administration and Management

i. Planning and scheduling work for the staff of the office, the newly appointed teaching staff and for his subordinates.

ii. Holding discussions with the Deputy Education Officer, the Sub-Divisional Officers, Headmasters/Headmistresses and Supervisors as needed.

iii. Disposing of crucial office correspondence particularly those which cannot be delegated to his subordinates.

iv. Receiving important visitors from his district.

v. Attending to parents and members of the community on any matter that cannot be effectively handled by his subordinates.

b. Personnel Matters

i. Attending to matters of staff postings, transfers, querries, discipline, leave, in-service training, etc. in accordance with the provisions of the Rules and Regulations.

ii. Guidance, counselling, motivation and control of all staff serving within his jurisdiction.

c. School Supervision and Inspection

i. Inspection of physical facilities in schools, condition of building, furniture, equipment and facilities for co-curricular activities.

ii. Checking of school records, accounts and stocks.

d. Supervision of Instruction

i. Physical facilities in classroom, laboratories, etc.

ii. School time table, teachers' work plan, lesson preparation, delivery of lesson and pupil activities in the teaching/learning process, students' notes, textbooks, other reading material, and lesson evaluation and techniques.

iii. Meetings with staff member to discuss issues relating to strength/weakness in teaching/learning processes and steps needed for the improvement of the quality of instruction.

iv. Matters relating to the welfare of students, utilization of students' funds, etc.

e. Financial Duties

i. Ensuring that the salaries, travel allowances, and other compensations to all staff (including teachers) in the District are collected and disbursed appropriately by those to whom such powers are delegated.

ii. Controlling expenditures within the limit of his powers.

iii. Ensuring the provision and award of Primary and Middle School scholarships and prizes.

iv. Ensuring prompt and appropriate approval, processing and control of purchases order. accounts, issues and receipts in respect of primary and middle schools.

v. Controlling the budget of the district and meeting regularly with the budget officers at the provincial and divisional directorate levels.

vi. Ensuring that the Sub-Divisional Education Officers, Headmasters and Headmistresses collect and disburse teachers salaries and stipends appropriately and on time.

vii. Holding regular meetings with the District Purchase Committees and making sure that purchases are approved on time and as needed in accordance with financial regulations.

viii. Cross-checking of all the bills and making sure that they tally with financial provisions, allocations and regulations.

f. Development Duties

i. Preparing development programmes, projects and schemes for schools in the districts. Such a programme should spell out what types of schools are needed; which should be closed, opened, expanded, etc.; the category of staff available and needed; the resources, etc.

ii. Supervise education projects (e.g., buildings) while under construction.

iii. Selection of sites for new school buildings, and ensuring appropriate negotiation for leases of the land and/or buildings.

iv. Inspection for construction, scheme revision and other formalities required for completion and handing over of buildings.

v. Maintenance of existing buildings and plants.

vi. Supervision of on-going development project in the district.

vii. Cooperating with other districts, regions or units in the province for joint projects or schemes.

g. Academic Duties

i. Ensuring that the school syllabus, course outlines, schemes of work, etc. are properly drawn by the teachers with the Special Project Education Specialist (SPES) supervising these.

ii. Setting up appropriate, approved lists of textbooks and other pupil learning materials and supervising their distribution or supply, where applicable.

iii. Making frequent sample checks on the schools to convince himself/herself of the quality of instruction and taking appropriate action.

iv. Encouraging the teachers to develop themselves and organizing study leave, inservice workshops, seminars, etc. for teachers in the district.

v. Encouraging pupils' academic growth and development through the award of scholarships, interschool competitions, etc.

vi. Personally giving short talks or seminars to teachers and thus academic leadership.

2. The Deputy District Education Officers (DDEO) (Secretarial Staff Assignment)

a. Major Responsibilities (General)

i. Regular and scheduled inspection of schools in the district in accordance with a schedule worked out by the DEO.

ii. Advertising and arranging for appointments of primary school teachers, as well as participating in the selection interviews for new teachers in the district.

iii. Systematic collection, compilation and analysis of all types of data concerning the Primary, Middle and High Schools in the district.

iv. Responsible for supplying all sorts of statistical information of the schools in the District to the Directorate, Department, Ministry or any other higher authorities who call for such data.

v. Paying "surprise" visits to schools as necessary, for example, in cases of floods, pupil crises, teacher grievances, fire, epidemic, etc. Surprise visits should not be regarded as occasions for DDEOs to frighten the school staff. The visits should be called for by certain events or incidents in the school visited.

vi. Hold enquiries on all matters related to school education (primary, middle or high schools) in the district and submit the reports of such enquiries to the DEO for further action.

vii. Preparation of monthly, quarterly and annual reports or returns on the schools in the district.

viii. Distribution of school materials in accordance with the order or decision agreed upon with the DEO.

xi. Purchase and distribution of textbooks, scientific equipment, teaching materials, etc. to the Middle and High Schools after consultation with the DEO.

x. Holding regular meetings with school supervisors to acquaint them with improved techniques of teaching and modern developments in instructional materials.

xi. Direct and regular communication with the Sub-Divisional Education Officers and Headmasters on day-to-day issues concerning schools in the District, this includes the circulation of policy or decision circulars emanating from the DEO's office.

xii. Regular communication on administrative issues concerning the schools with his/her DEO on day-to-day problems in the districts.

xiii. Supervision of the work of the ministerial and clerical staff in the District Education Office, except the clerks working directly in the DEO's office.

xiv. Preparation of reports on ongoing, completed or revised schemes or projects in the district as the DEO may advise.

xv. Attending to instruction on behalf of, the DEO, at meetings of the District Education Committee or other District level committees and presenting the views of the DEO at such meetings.

b. Development Duties

i. Preparation and drafting of the PC-1 forms for development schemes and making sure that the information on such PC-1 are accurate as far as possible and submission of the PC-1 to the DEO for consideration, discussion and eventual approval.

ii. Submission or Processing of ADP projects for the district.

iii. Keeping accurate ADP file and records for each year.

iv. Attending all district level meetings on development schemes and projects, in most cases, with the DEO.

v. Preparation of monthly staff returns of the Middle and High School teachers, and

vi. Keeping accurate examination results sheets and records from the supervisors.

BALUCHISTAN

In Baluchistan, a Notification document classifies the "duties and powers" of the District Education Officers into (1) Academic Activities, (2) Budget/Accounts, Planning and Drawing and Disbursing Powers, and (3) Service Matters. These are elucidated in a mixture of outline and narrative as follows:

a. Academic Duties

i. Smooth conduct of education processes in the district.

ii. Inspection of high, middle and primary schools (by himself or through Assistant District Education Officers) in the district.

iii. Proper maintenance and up-keep of educational institutions.

iv. Maintenance of statistics.

v. Extra-curricular duties/activities.

vi. Sports and games.

vii. Secretary, District Education Council.

viii. Award of Scholarship. The DEO will conduct the scholarship exam of V Class and award Middle School Scholarships, both in respect of boys and girls. He will be in charge of all matters pertaining to scholarship in his district and will submit an annual report thereof to the Director of Education (Schools).

b. Budget/Accounts, Planning, Drawing and Disbursing Powers

The DEO will be the drawing and disbursing officer in regard to all Establishment Travel Allowance (T.A.) contingencies of primary and middle schools, as well as his own office. Disbursements of pay will be made, however, through Headmasters/ADEOs. He will be responsible for the maintenance of accounts. In addition, he will be in charge of the preparation of budget estimates, annual development plans (ADPs) and project director of all small works in the district relating to education.

c. Service Matters

i. Appointment: the DEO will be the appointing authority in respect of the teaching staff. The appointments will be made through respective selection boards. Likewise, he is the appointing authority for junior clerks and Class IV goverument servants.

ii. Transferring Authority: He will be the transferring authority in respect to all non-gazetted teaching staff in the district. He will propose the transfer of Headmasters of High Schools within and out of the district to the Director of Education. Likewise, the DEO has the transferring authority over all ministerial staff in the district.

iii. Controlling Officer and Other Matters: The DEO will be the controlling authority for travel allowances in respect to all gazetted and non-gazetted staff and for sanctioning of leaves, including casual leaves. He also has the authority to suspend in ranks, compulsory retirement, remove or dismiss from the service in respect of non-gazetted teaching staff. Likewise, his permission is necessary to appear in examinations, to work as superintendent, deputy superintendent and as invigilators in examinations. Lastly, he has authority over pension cases and in the nomination and selection for inservice training.

2. The Deputy District Education Officer (DDEO) (Line-Field Officer)

The duties and functions of the DDEO are contained in a Notification document issued by the Education Department of the Government of Baluchistan on May 12, 1984. The DDEO has academic, administrative, supervisor and development responsibilities. The details are as follows:

a. Academic Responsibilities

i. He/She will ensure that the courses of study are completed and the terminal examinations are conducted in middle, primary and mosque schools in accordance with the schedule.

ii. He/She will be responsible for the improvement of the standards of Education in primary/mosque/middle schools and literacy centers.

iii. He/She will guide the teachers in improving the quality of their teaching and overcome difficulties in the teaching-learning process.

iv. He/She will promote curricular, co-curricular, extra-curricular and sports activities in middle schools.

b. Administrative Responsibilities

i. All the files will be routed through him/her when present at the headquarters.

ii. Annual Confidential Reports in respect to the teachers working in middle schools will initiated by him/her. He/She will countersign the ACRs of the primary and mosque school teachers.

c. Supervisory Responsibilities

i. He/She will be responsible for regular extensive inspection and supervision and smooth running of primary/mosque schools and literacy centers.

ii. He/She will supervise and coordinate the activities of Assistant District Education Officers, Supervisors and Learning Coordinators.

iii. He/She will be responsible to establish interaction between the community and the school at middle/primary/mosque school and literacy center levels.

d. Development Responsibilities

i. He/She will assist the District/Divisional Education Officers in the preparation of Annual Development Program and will submit reports to the District/Divisional Education Officer of the development schemes pertaining to middle, primary and mosque schools.

ii. He/She will propose the opening of new primary and mosque schools and literacy centers.

iii. All the equipment and textbooks in primary, mosque and middle schools will be applied for through him/her.

iv. He/She will be responsible for the collection, compilation and consolidation of all educational statistics in the district.

Tehsil/Subdivision Level

The key personnel at this level have been previously mentioned. For ease of reference, the management structure at this strata in Punjab province is headed by a line or field Deputy District Education Officer. The counterpart in NWFP, as

also in the Sind, is the Sub-Divisional Education Officer (SDEO). In Baluchistan, the equivalent is the Assistant District Education Officer (ADE)). This designation, ADEO is, presently subject to be changed to Sub-Division Education Officer for purposes of uniformity with the other provinces. Below the Deputy District Education Officer or the SDEO are Assistant Education Officers (AEO's) or Assistant SDEOs, Supervisors/Learning Coordinators (in PFP project schools and finally, the Headmasters/Headmistress. Chart No. 7 is an example of the organization at the Tehsil level of a Sub-Divisional Education Office (actually that of Tehsil in the nWFP).

The duties and functions of these functionaries in each of the provinces are outlined below.

IN PUNJAB

1. Deputy District Education Officer (Line-Field Officer Assignment)

A "Charter of Duties for the DDEOs (Male/Female) in the Punjab" issued on December 22, 1985 by the Provincial Department of Education enumerated the following duties and responsibilities of this post which appeared to have been created only in recent months.

A. General

1. be the representative of the Education Department (school side) at sub-divisional/tehsil level;

2. collect and keep up-to-date information/data/statistics of the number of students/teachers, academic performance, results and scholarships, sports, properties, including land and buildings, etc.

3. be the chief executive and supervise Middle schools in his sub-division/tehsil and as such will be responsible for smooth working of middle schools both administratively and academically;

4. control the working of Primary schools in his sub-division/tehsil through AEOs;

B. Administrative

5. exercise all powers such as appointment/punishment, grant of leave, etc., to PTC teachers and maintain their service and other records;

6. write ACRs of Headmasters of Middle Schools and AEOs of his sub-division/tehsil and countersign ACRs recorded by AEOs and others in his sub-division/tehsil;

7. be the transferring authorities of all teachers from BS-7 to BS-9 within their sub-division/tehsil and such transfers from sub-division/tehsil will be routed through him;

C. Inspection

8. carry out 100% inspection of Middle Schools three times per year;

9. inspect at least 25% of Primary schools;

10. submit their inspection reports regularly to District Education Officers;

11. check and supervise the inspection work of AEOs;

12. be the controlling officer of T.A. bills of all teaching and non-teaching staff in their staff-division/tehsil and verify the T.A. claim of AEOs and check their tours diaries;

D. Financial

13. be drawing and disbursing officers for themselves and their offices;

14. sanction the utilization of funds of boys/girls Middle/Primary schools of their sub-division/tehsil;

E. Academic

15. help the Director of Education in conducting departmental Middle Standard examinations;

16. help the DEOs in conducting 5th class scholarship examinations in their sub-division/tehsil.

17. maintain all record of scholarship holders of their sub-division/tehsil and be responsible for payment of scholarships awarded on the basis of 5th class examination to be paid in class VI-VIII;

18. be responsible for conducting final examinations of class-V;

19. submit annual return to DEO on academic achievements of all Primary/Middle schools with recommendations for good or bad performance for teachers, headmasters and supervisors;

20. will report annually on the text books and teaching aid such as audiovisual aid maps, charts, etc., to the DEO;

F. Planning and Development

21. provide all feasibility reports, survey data, statistics, etc. to DEO;

22. coordinate with all other departments in development activities;

G. Miscellaneous

23. coordinate and keep liaison with civil authorities and other departments at the sub-division/tehsil level for all kinds of official duties/functions;

24. supervise the literacy campaign in the sub-division/tehsil;

25. supervise the law and order situation in the institution of their sub-divisional/tehsil;

26. conduct survey regarding promotion of elementary education in the primary and middle schools.

The Charter added the following clarification to their role:

"The DEOs will continue to have overall control over the Deputy District Education Officers and assistant Education Officers in the District. The DEOs will be the Reporting Officer for DY. DEOs and countersigning authorities for AEOs and for such other categories of officers whose reports are to be initiated by the DY. DEOs. The DY. DEOs incharge of sub-Division/Tehsil will not form a part of the office of DEO and will enjoy independent entity.

The DY. DEOs will be category IV officers for the purpose of delegation of powers under Financial Rules and the Powers of Re-Appropriation Rules, 1962.

The existing purchase arrangement will continue and the DY. DEOs will not be associated with Purchase Committees. The DY. DEOs will also not attend Markaz Council meetings. The DY.D.E.Os will conduct enquiries but will not act as fullfledged Enquiry Officers."

2. Assistant Education Officer (AEOs): (Line Field Officer Assignment)

The AEOs who are "subordinate to the DDEOs" have the following duties and responsibilities:

1. Supervision and inspection of primary schools.

2. Drawing and disbursing officer for primary and middle school teachers, including purchase of materials within limits of budgetary allocation.

3. Supervision of site openings and up-grading of primary/middle schools.

4. Disposal of complaints/applications relating to primary schools.

5. Assisting DDEOs and DEOs at tehsil/district levels in urgent affairs.

6. Promoting community relations and attending meetings at union council and markaz levels for the betterment of education.

7. Performance of national "intrust" like elections, referendums and preparation of electrol rolls.

8. Conduct of promotion examination up to primary stage (Class 5).

9. Conduct of refresher courses and seminars for primary school teachers, and

10. Other duties as may be necessary concerning primary education.

3. The Headmasters/Headmistress

The Headmasters and Headmistresses are in charge of individual schools. They are responsible for the smooth operation of their respective schools, both in the quality of instruction and in the proper maintenance of the school and its facilities. In addition to administrative duties of keeping and maintaining registers and school records, they also conduct classes. Further, they are supposed to supervise the performance of other teacher(s) in their schools. However, in practice, they themselves are the objects of supervision by the AEOs.

In some of the districts designated for the Primary Education Project (PEP) under World Bank assistance, a Learning Coordinator (LC) assists Headmasters/mistresses and teachers in their conduct of improving instruction. In these cases, the LCs actually form a tier between the AEOs and the teachers. The duties and responsibilities of LCs are discussed elsewhere in the Team's report (see Section on Primary Education and Curriculum).

IN NWFP

1. The Sub-Divisional Education Officer

Documentary review and interviews with a number of SDEOs indicated that the SDEO is responsible mainly for the inspection and supervision of:

a. Government primary schools and government middle schools in the Sub-division.

b. Private schools (at primary and middle level) functioning in the area.

c. Collection of statistical data for establishment of primary schools and upgradation.

d. Transfers of all PTC teachers in the Sub-division.

e. Posting and transfers of Class IV civil servants in the area.

f. Drawing and payment of salary of all the teachers up to BPS-15 working in government primary and middle schools in the Sub-division.

g. Checking and compilation of service books of all the employees in the government schools.

h. Purchase of equipment (e.g., science, sports gears and furniture) for all the government primary and middle schools.

i. Inspection of all the government primary and middle schools in the Sub-division.

Some specific data would be useful in understanding the duties and overall responsibility of an SDEO. The following number of schools and other related information are directly under the control and supervision of an SDEO in NWFP:

School	Number
Government Primary Schools	394
Government Lower Middle Schools	2
Government Middle Schools	33
Total	429

The breakdown of staff working in the above schools are:

Staff	Number
Senior English Teachers (SETs)	33
Certified Teachers (CTs)	40
Senior Vernacular Teachers (SVs)	75
Drawing Masters (DMs)	33
Primary Education Teachers (PETs)	33
Primary Teachers Certificates	1,499
Total	1,713
Class IV Employees	160
Total Number of Personnel	1,873
Total Number of Students	50,339

Thus, in summary, the SDEO has to contend with the management of 429 schools, 1,873 employees and 50,339 students. She/he has 6 ASDEO's to help share this workload.

2. The Assistant Sub-Division Education Officer (ASDEO)

A review of the written duties assigned to ASDEOs (submitted to the team during the field study) showed that not only are they charged with the responsibility of assisting the SDEO in the inspection and supervision of schools, but they are also required to perform a host of administrative duties. These relate to monthly statistical data; Management Unit for Study and Training (MUST) matters; inspection remarks; inquiries; annual confidential reports; selection grades of all categories; checking of qualifications; budget and account matters; purchase cases; general, complaint and court cases; annual development plans; leave cases; custody of books of all categories. The conduct of annual examination is one of the formal duties of the ASDEO.

3. The Headmaster and Headmistress

The Headmaster and Headmistress of individual schools are in charge of the conduct of classes and the smooth functioning of their respective schools. In addition to teaching duties, they have to keep and maintain required school records (e.g., attendance, inventory, registers, etc.) and maintain discipline both of teachers and students. As in Punjab Province, they too, are the objects of inspection by officers in the tehsil and district levels of educational management.

IN BALUCHISTAN

1. The Assistant District Education Officer (ADEO)

The duties and functions of the ADEO are similarly classified into academic, administrative, supervisory and development responsibilities. They are as follows:

a. Academic Responsibilities

i. He/She will be responsible for then improvement of the quality of education.

ii. He/She will promote curricular, co-curricular, extra-curricular and sports activities in primary and mosque schools.

iii. He/She will help primary/mosque school teachers, improve the quality of teaching and overcome problems faced in the teaching and learning process.

iv. He/She will ensure that the courses of study are completed according to the time schedule.

b. Administrative Responsibilities

i. He/She will initiate proposals for the adjustment and transfers of primary and mosque school teachers.

ii. He/She will initiate the Annual Confidential Reports of primary and mosque school teachers.

c. Supervisory Responsibilities

i. He/She will carry-out extensive regular inspection and supervision of primary and mosque schools and will furnish reports to the Deputy District Education Officer.

ii. He/She will ensure that the primary/mosque schools are kept clean and tidy.

d. Development Responsibilities

i. He/She will help the Deputy District Education Officer select suitable locations for the opening of new primary/mosque schools and adult literacy centers.

ii. He/She will submit progress reports to the Deputy District Education Officer on the developmental schemes of the area.

iii. He/She will collect, compile and consolidate the educational statistics of the area and submit them to the Deputy District Education Officer.

2. The Supervisors

The same document defining the duties of the ADEOs enumerates the duties of the supervisors as follows:

a. He/She will guide the primary and mosque school teachers in the improvement of the quality of education.

b. He/She will keep a guard against absenteeism in primary/mosque schools.

c. He/She, along with the teacher, will be responsible for increasing the student enrollment in the school.

d. He/She will establish good relationships with the community and Councillors for the betterment of the schools in his/her jurisdiction.

e. He/She will record impressions in the log book of the school and report to the Assistant District Education Officer.

A concluding portion of the document summarizes the minimum number of visits that all supervisory staff, including the supervisor, should make to schools. The Directive is quoted below:

> Tours: The Supervisory staff should frequently and extensively inspect and visit schools of their responsibility but not less than the following minimum number in any case.

	Number of Visits				
Name of Officer	High School	Middle School	Primary School	Mosque School	Adult Literacy Center
Distr/Div. Ed. Officer	4	2	twice	twice	twice
Deputy Dist. Ed. Officer	--	4	thrice	thrice	thrice
Asst. Dist. Ed. Officer	--	6	4	4	4
Supervisor	--	--	12	12	12

3. The Learning Coordinators

The duties and functions of Learning Coordinators in the Primary Education Project (PEP) schools in the province do not appear in any written document and as such they are not well-defined. Based on interviews, however, the Learning Coordinators are understood to condcut local level training in the use of teaching kits, assist teachers by providing guidance and demonstration lessons and help Head Teachers in their community work by identifying causes for non-attendance and organizing parent-teacher meetings.

4. Headmasters/Headmistresses

There are no available written materials on the duties and functions of these personnel but as in the other provinces, they are the school's administrator. They are solely responsible for efficient and effective administration of their

respective schools and are expected to ensure efficient pupil and staff supervision, effective delivery of instruction, improve the quality of education and facilitate pupil growth and development.

IN SIND

1. The Sub-Divisional Education Officer

The duties and functions of this officer in Sind are outlined below:

a. Office Administration

i. Appropriate delegation of powers and scheduling of work for the staff of the Sub-Divisional office.

ii. Direct supervision of all the ministerial, clerical and other junior staff in the Sub-Divisional office.

iii. Handling of all correspondence matters.

iv. Collection and compilation of all sorts of educational data and statistics from the schools in his/her Sub-Division.

v. Purchase and/or receipt of materials for the schools in the Sub-Division in accordance with the powers delegated to him/her.

b. Instructional Supervisory Duties

i. That the curriculum content and programmes in the schools in his/her area are in accordance with the policies and objectives of education.

ii. That the timetable, workplan, teachers lesson notes, diaries and schemes of work or other approved documents showing the day-to-day schedule of instructional activities are properly kept and appropriately used by the teachers.

iii. That the pupils have a good classroom climate for their work including pupil-pupil and pupil-teacher relationships and interactions.

iv. Checking school examinations and countersigning certificates.

v. Check the records of pupil progress and recommending ways of assisting the low achievers or late developers among the pupils.

vi. Checking the general school conditions including the conditions of the classrooms and the school instructional facilities (e.g. desks, blackboards, etc.)

vii. Guiding and counselling the weaker or newer teachers.

c. Staff Supervision

(The SDEO will:)

i. Go through the list of staff to determine whether they are adequate for the number, class or age of the pupils, and whether the right teachers are teaching the right classes or subjects.

ii. Observe the teachers in action to determine those that need guidance, or further training.

iii. Discuss with each teacher his/her merits and demerits and highlight with the teachers areas that need improvement in his/her performance.

iv. Discuss with the Headmaster/Headmistress on the matters of staff performance, discipline, morale, development and staff interpersonal relations.

v. Arrange (with the agreement of the Headmasters and the DEO) short courses or seminars for selected teachers on issues related to improvement of programmes or improvement of instruction.

vi. Occasionally organize short inservice courses and workshops for groups of teachers in the Sub-Division on selected aspects of their work. Excellent Headmasters and experienced teachers may be asked to serve as additional resource persons in such short courses.

vii. Identify without prejudice, teachers that need promotion, discipline, further training, etc., and recommending such teachers to the appropriate authorities.

d. Financial Duties

i. Execution of budget received from the Finance Department through the Director of School Education.

ii. Auditing the accounts of the Sub-Divisional Education Office and the school before forwarding them through the DEO to the Accounts Branch.

iii. Carrying out other financial duties as the District Education Officer may delegate.

e. Developmental Powers of the SDEO

i. Preparation of ADP schemes for the development of schools in the Sub-Division, as directed by the DEO.

ii. Attending review meetings at the Sub-Divisional level and meetings with the Social Welfare and local communities.

iii. Collection and preparation of all kinds of data and information (through supervisors, Headmasters/Headmistresses, for development planning and decision-making ensuring that these information are updated regularly and making copies available to the DEO's office and other planning agencies.

iv. Making monthly, quarterly and annual reports and returns on the development programmes concerning the schools in the Sub-Division.

v. Responsible for the supervision and inspection of building works for schools in his/her area of authority, including:

- Selection of adequate sites for buildings,
- Supervising work while the buildings are being constructed, and
- Inspection of the construction and other formalities required for the completion of and handling over of the buildings.

2. The Supervisors, Primary Education

Supervisors are charged with the following duties:

a. Regular visits to schools for the collection of required data.

b. Maintain a record of the qualifications of teachers in his/her beat.

c. Maintain a record of the list of schools and their addresses.

d. Maintain a record of the number of teachers in his/her jurisdiction.

e. Inform SDEO about the shortage of teachers in any school.

f. Keep a record of enrollment in each school and in all the schools.

g. Inform the SDEO regarding absenteeism of teachers regularly.

h. Maintain a record of furniture available in each school.

i. Maintain a record of physical facilities available to each school in his beat.

j. Maintain examination records of pupils enrolled and passed each year for each school separately and also maintain a cumulative record.

k. Collect admission data during the month of April regarding each school and send it to the SDEO.

l. Grant casual leave application of teachers.

m. Forward cases for transfer of teachers, GPF advance, joining reports of new teachers to appropriate SDEOs.

n. Verify materials with the entry in Dead Stock register of the school.

o. Verify attendance of teachers from Teacher Muster Roll and attendance of pupils from class attendance register.

p. Send proposals for meeting the shortage of teachers, furniture, buildings and teaching materials to appropriate SDEOs.

q. Keep a record of the teachers who are trained, those who are untrained, those who have undergone an inservice course and plan for inservice training of teachers on a no cost basis.

r. Conduct and prepare reports on enquiry matters assigned by SDEO.

s. Contact SDEO and other authorities for academic support.

t. Supervise the work of Learning Coordinators, assist them by visiting troubled schools for extra support and organize local level training for primary teachers through Learning Coordinators.

u. Organize process evaluation and synthesize results on an ongoing basis for decision making.

Academic

a. Visit each primary school on turn basis.

b. Check the availability of curriculum reports on each subject, national teaching kits, a set of teachers' guides, prescribed textbooks.

c. Ensure/verify the use of teaching kits in the actual classroom teaching.

d. Possess a list of prescribed books for each subject at the primary level.

e. Bring to notice the use of unauthorized books and ensure their removal from the school after use.

f. Help teachers in planning their scheme of work on a monthly or on full academic year basis.

g. Assess the pupils relative to their mastery of course content taught by teachers.

h. Observe teachers while they are teaching in actual classroom situations discuss the presentation of topics with teachers observed; identify sources from where teachers might obtain professional support.

i. Devise the plan of examination for the schools within his/her jurisdiction and notify each school; constitute a committee/committees for holding exams and ensure the conduct of examinations for each school during the scheduled programme.

Community Involvement

a. Identify the needs of the community where the schools are situated.

b. Prepare a case study for each school, including a description of its vicinity, type of villagers, customs and estimates on current and future enrollment.

c. Contact community members of villages during visits to the schools and attend parent-teachers meetings organized by the schools to help build good community relations.

d. Help teachers in obtaining community support for solving problems.

e. Organize meetings of heads of schools.

3. The Learning Coordinator

a. Conduct local level training on learning modules for primary teachers.

b. Assist teachers in their classrooms on a regular basis by providing guidance and demonstration lessons, and

c. Assist teachers and head teachers in their community work by identifying cause for non-attendance and organizing parent-teacher meetings.

4. The Headmaster/Headmistress

a. Effective school management.

b. Efficient pupil and staff supervision.

c. Effective supervision and delivery of instruction.

d. Boost the morale and capacity of teachers and other staff working in the schools.

e. Promote realistic and adequate achievement of educational goals.

f. Promote the understanding, harnessing and facilitation of pupil growth and development.

g. Enhance good school climate.

Supervision of Staff

a. Provide induction/orientation talks or discussions for new teachers.

b. Supervise the teachers at work, and give them guidance or advice on how to improve their performance.

c. Encourage the hard-working teachers and advise such teachers to guide others.

d. Settle disputes, grievances, etc. among the teachers; showing personal concerns for the grievances and problems of individual teachers.

e. Hold regular, intimate discussions with the "problem" teacher/s.

f. Participate in (and in some cases initiate) inservice workshops for teachers on a school, sub-divisional, district or a regional basis.

g. Attend to the teachers' confidential and other personal assessment reports very promptly and justly.

h. Demonstrate a willingness to recommend for promotion, study leave, inservice training, etc., and staff member needing such assistance.

i. Hold staff meetings as candid, cordial and open as possible.

Co-Curricular Activities

a. Organize school sports and games at both the intra- and inter-school levels.

b. Organize Scouting, Girls Guide, Red Crescent and other societies aimed at proper discipline and personality development of the pupils.

c. Organize occasional educational excursions, visits or field demonstrations at different places of educational, historical or cultural interests, both within the district and the province.

d. Organize drama, debates and other competitive or participative societies.

Financial Duties

a. Filling and maintaining all financial records, including the school budget, records on contingencies, poor students funds, honoraria, pensions, TA/DA.

b. Submit the following items to the DEO every month:

- Monthly expenditure statements; reconciliation of expenditure and receipts; special expenditures; audit reports; budget estimates; 1st and 2nd lists of excesses and surrenders; ADP and SNE reports.
- Report on any development projects as well as other essential statistics and data concerning the school.
- Pay bills, for MRC TA/AA, contingencies, (deliveries) and other claims, scholarships, etc.
- Report on scholarship facilities and programmes within the school, including Middle School scholarship, Merit and Charity-based scholarships.

1123D

CHART NO. 5 ORGANIZATIONAL CHART

DIRECTORATE OF EDUCATION (SCHOOLS) LHR. DIV. LAHORE.

DIRECTOR EDUCATION

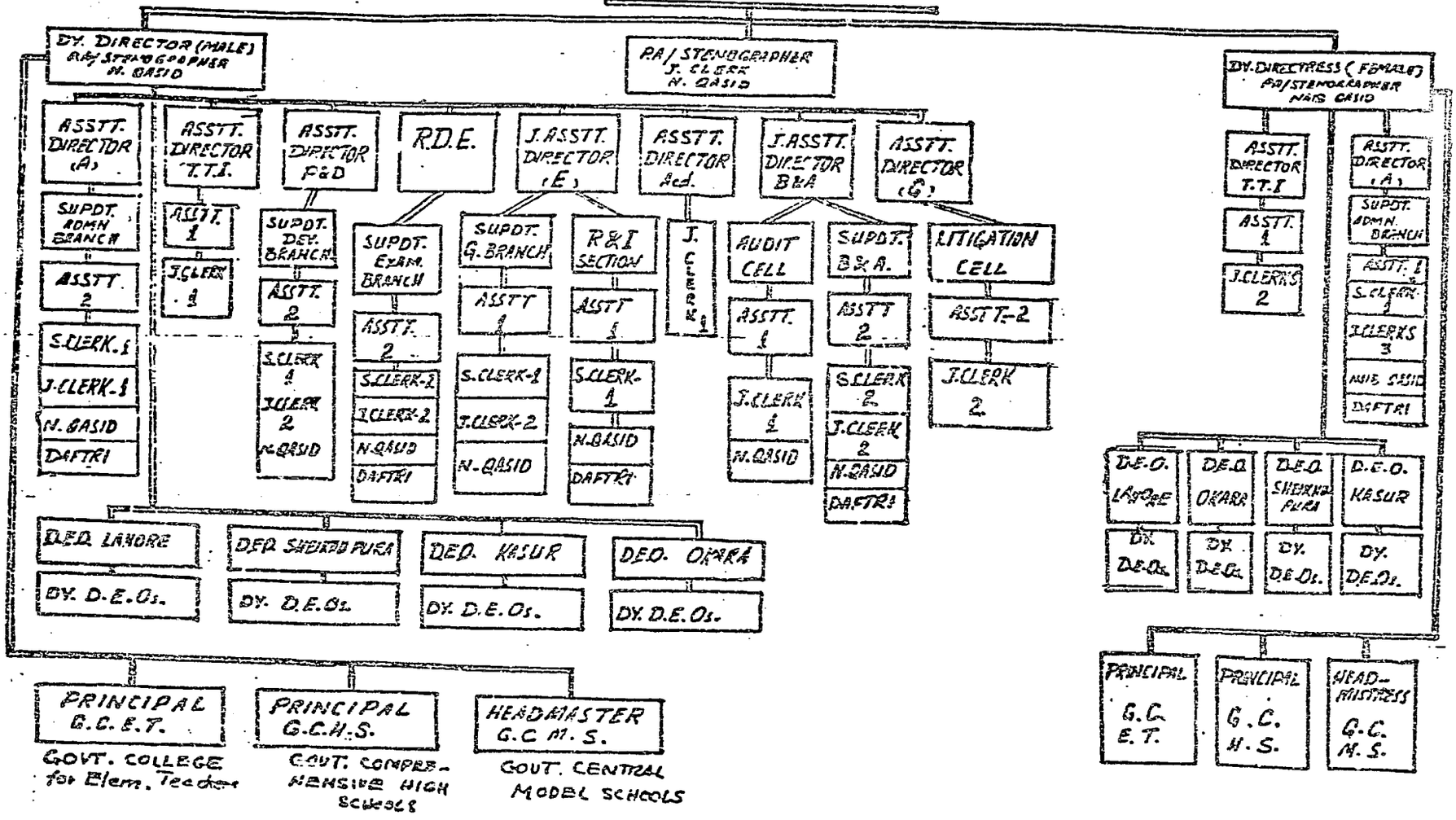


CHART NO. 6 ORGANIZATION OF A DISTRICT EDUCATION OFFICE SIND PROVINCE (1986)

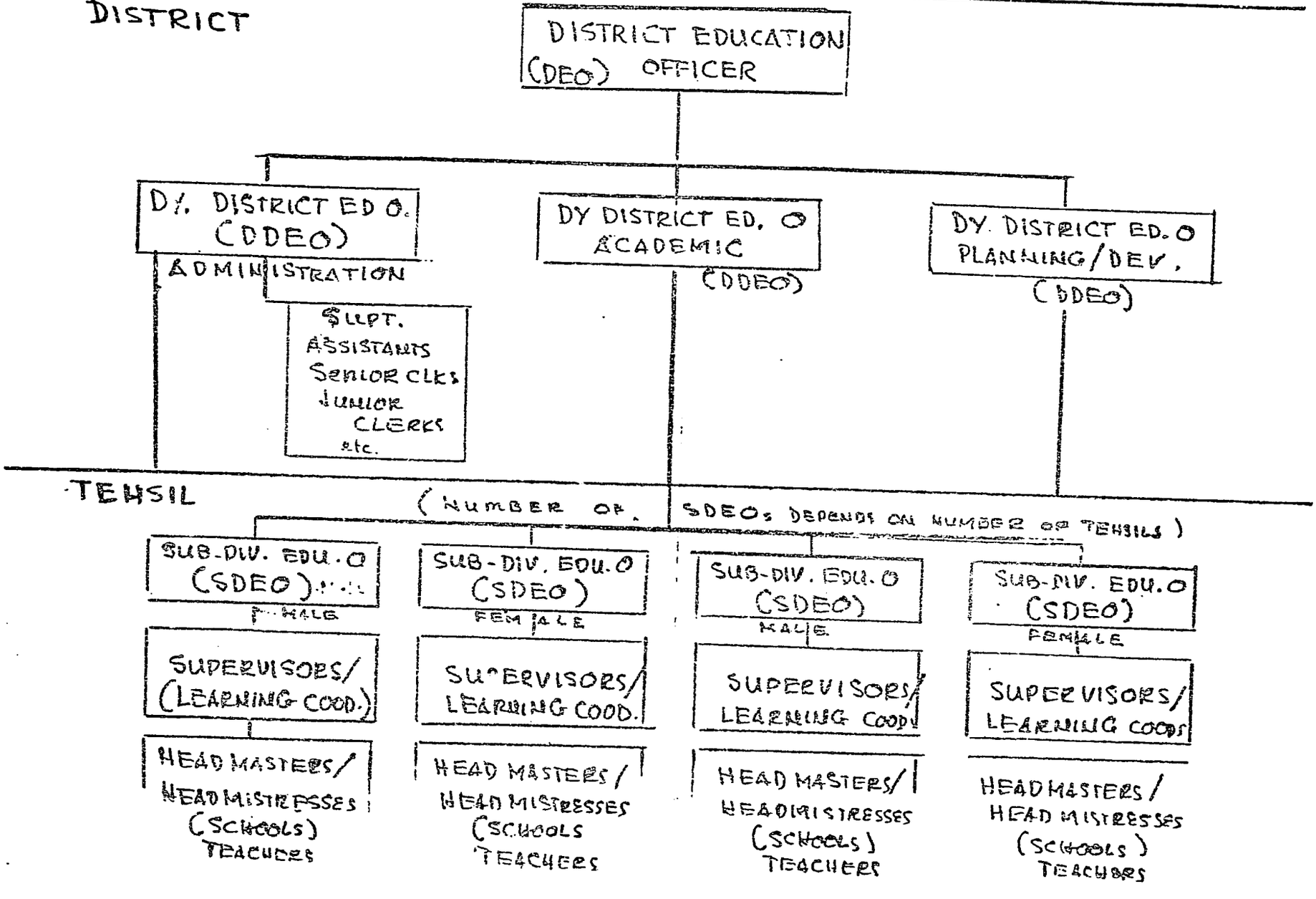
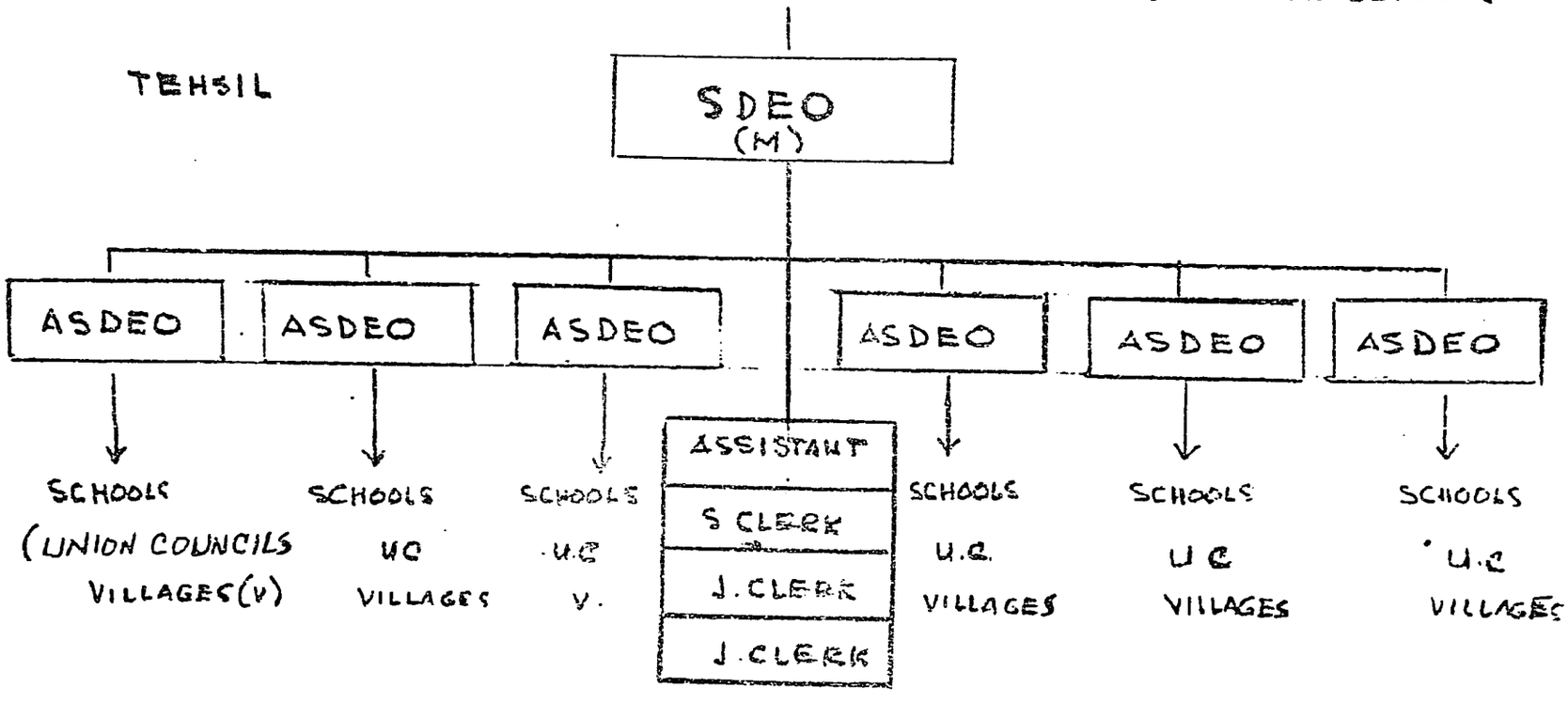


CHART 7: ORGANIZATION OF SUB-DIVISIONAL EDUCATION OFFICE (SDEO) - TEHSIL LEVEL (NWFP)



ANNEX D-V

ANNEX TO CHAPTER V, PART II

THE FORMAL PRIMARY EDUCATION SYSTEM

D-V.1 Private Schools - An Assessment of their Role in Meeting the Gap

D-V.2 Girls' Education

D-V.3 The Curriculum Wing - Functions, Administration, Organization and Composition of Committees.

D-V.4 PEP, Mosque, Mohallah, and Drop-in Schools

D-V.5 Scope and Sequence of Selected Subjects in the Primary and Middle School Curricula

D-V.6 Sex Role Images in Primary Textbooks

D-V.7 Proposed Programs - Special Education

D-V.8 Contrast of Alternative and Regular Teacher Training Curricula

D-V.9 Curricula - Teacher Training Colleges
Primary Teaching Certificate (PTC)
Certificate of Teaching (CT)
Art Teachers Certificate (ATC)
Oriental Languages Teaching Certificate (OTC).

D-V.10 Education Extension Center, Lahore, Punjab

D-V.11 Income Generating School Activities

D-V.12 Review of USAID 1970 Education Sector Paper,
1973-74 Pakistan Sector Assessment,
1977 Pakistan Primary Education Project Paper

D-V.13 Brief Review of the Fifth and Sixth Five-Year Plans for Education

1139D

ANNEX D-V.1

PRIVATE SCHOOLS -- AN ASSESSMENT OF THEIR POTENTIAL ROLE IN FILLING THE GAP

On September 1, 1972, all privately managed colleges were nationalized. Similarly, all privately managed schools were nationalized in a phased manner over a two year period beginning October 1, 1972.

No compensation was paid to any person divested of any privately managed school or of any property attached. Persons in possession of privately managed schools were not allowed to close or in any manner alienate, sell, or otherwise transfer any property.

From October 1, 1972, the salary scales and service conditions of all teachers in privately managed schools and colleges were brought at part with those of government schools.

The Federal Government announced that it could exempt from the provisions of this regulation, relative to nationalization, any privately owned school which was genuninely operated on a benevolent, philanthropic or non commercial basis. Under these conditions some few schools were given the freedom to continue as usual.

Prior to nationalization, the private sector provided quality secondary education and drew students from high class families. The nationalization process did not extend to all schools so the ones who escaped are still in operation. Some English medium schools function but must provide twenty scholarships to pupils from impoverished backgrounds.

Under the subsequent 1979 National Policy and Implementation Programs, a process of decentralization began and a lot of schools have been returned to their original sponsors. However, the schools' facilities have deteriorated to such a great extent that many of the sponsors have not shown any interest in reinvesting in the school enterprise due to high recuperation costs. Although the government has announced that nationalization will never happen again, there is some appreciation and hesitancy on the part of the private sector to become involved in large scale development of private schools.

According to data on the private schools in the Ministry of Education School Mapping Study of 1983, the private sector will be providing places for approximately 10% of the primary school age children at the end of the sixth Five-Year Plan period. The ful potential of the private sector is not known. It is felt that if a Private School Foundation were established where soft loans could be negotiated by interested private sector investors the present effort could be doubled. If incentives were provided for rural private school development, this effort would benefit the students who would have educational opportunities in quality schools. It would provide competition to government schools to upgrade themselves, and would provide the government with some additional funds to invest in needed instructional materials.

The role of the private sector in assisting the government to meet the gap should be more fully explored. The expertise is present for developing a network of private rural primary schools with higher quality standards. The government at

Federal and Provincial levels would need to guarantee the private school sector that only minimal interference for purposes of registration and data collection for planning purposes would be imposed. In addition, some form of economic assistance would be needed by rural students to enable them to take advantage of such a great opportunity.

Federal Government and Provincial Government officials have expressed a deep interest in greater participation in educational development by the private sector especially in rural areas. They feel further that the time is ripe for a meeting between the private sector and government relative to a joint planning effort for optimum utilization of combined available resources.

1139D

ANNEX D-V.2.

GIRLS' EDUCATION

The potential female consumer of primary education is unique and has her own reservations (as well as those of her parents) relative to participating in the primary education process. Once a girl is incorporated in the system as a learner, an enormous pressure is brought to bear on the teaching force to be relevant, responsive, and sensitive to her needs if her prolonged presence in school is desired. Her uniqueness comes in part from the social and emotional environment which is created especially for her in which to grow and develop. Dr. Iftikhar Hassan, Professor of Clinical Psychology at the Allama Iqbal Open University, indicates that even at an early age parental and societal expectations mount, discouraging the young female from acting as a child but rather as an adult. Dr. Hassan goes on to say that a girl's public activities are regulated and controlled. She is encouraged to be soft-spoken, reserved and gentle during her play periods, and to view male members of society as a support system to her daily living. She is supposed to spend a great deal of time helping with female chores, and observing her mother as a role model. As she reaches adolescence, more vigilance is applied, especially to her public activities. As she becomes eligible for marriage at an early age, she has been molded to be subservient, submissive, and obedient to her husband.

There are serious social, economic and cultural constraints which influence female enrollment and retention in school. Young girls are assigned the tasks of caring for siblings, tending small animals (such as sheep, goats, or even a cow), fetching water and assisting their mothers with cleaning and the care of the household in addition to the preparation and serving of meals. These responsibilities are fixed and compulsory, while attendance at school is voluntary. The rural girl often has no choice; it is made for her by parents who may see no way to survive unless the mother is freed to join her husband in the field. Unfortunately, the timing of the school day does not coincide with a time the girl might be free to attend daily school sessions. Sometimes they enroll in the first grade, but need for their services at home, makes their attendance at school sporadic. If the pace of school study cannot be maintained she may be forced to drop out.

Mothers who have not had the opportunity for education have less inclination to send their daughters to school. Some change has been noted, however, especially in the attitude of males who have for a long time felt it was an insult to their ability as the breadwinner, if the women had to work outside the home to help support the family. Males now seem to feel that as long as they can still maintain control of their wives, they don't mind them working as long as it is close to home, and that conditions are right and proper for a female.

From an investment point of view, rural families see little or no returns from the schooling of females. Females will marry young and make good wives without education and will work hard with their

husbands to support their families. They encourage boys to attend school because they will stay with the family and be employed in a job which will reward the time and effort of schooling.

There is a preponderance of variables which influence the ability of young females to attend school such as:

1. The impoverished rural environment.

2. The lack of cultural aids in the home from which children build learning readiness and curiosity.

3. Parental attitudes. Either parent or both may have a strong viewpoint against female education.

4. Social attitudes. Parents may feel it is more important to live comfortably within the expectations of the community.

5. Distance between the home and the school. Parents may not want their daughters traveling too far from home to attend school.

6. Rural poverty in any of its manifestations, such as:

   a. needing the female child at home to take over female home chores thereby freeing the adult female to take outside work and earnings

   b. needing all earnings for family maintenance, leaving nothing for school clothing or supplies

   c. even possible female malnutrition or ill health due to family poverty.

   The poverty level of rural families is generally considered to be about $50 per capita per year.

Middle level tenants, service workers, and local government employees are economically more able and, therefore, more desirous of sending their daughters to primary school and have less inhibitions relative to walking distances and other factors mentioned.

Physical facilities that are suitable for males are suitable for females with the exception of the school boundary wall. This seems to be essential and it holds true that when the school is enclosed with a boundary wall, female enrollment is considerably more significant. Schools for females should include a room for the pursuit of income generating activities which will provide a link to rural families between relevant educational programs and the possibilities of earning income during and upon termination of schooling. A playground area should be planned and developed as part of female schools to provide opportunities for girls to

identify their potential in sports as well as to promote physical fitness, and health care training.

Providing teachers for rural girls' schools is difficult. Once a female teacher is at post, her attendance becomes hard to monitor. Due to the scarcity of living residences in small villages, female teachers are forced to live in small urban areas outside the village. Despite all good intentions to commute daily to their posts, teachers find that their meager salaries will not cover this daily expenses. Consequently, there is often high teacher absenteeism in female schools. An effort is being made to recruit local females with middle school credentials to teach in village schools and upgrade their professional capacity during vacations and on weekends while teaching.

Young females at the tender age of five are reserved, timid, and not ready for competitive study. A young girl spends much time under the vigilance and protection of the family, and has a very difficult time adjusting to the sometimes harsh, insensitive, or extremely high behavioral standards set by the classroom teacher. The rigid regimen of task completion, excessive homework, or class participation is often threatening to a very young female. The type of discipline needed to train her to accomplish school tasks must be one of sensitivity, positive reinforcement, and praise. These dimensions of teaching are essential if longevity is sought for female students in the primary educational system.

Constructive Suggestions

The school curriculum must be relevant to the lives of young rural girls. It must teach some innovative income generating schemes in addition to academic studies. Girls already know the art of embroidery, sewing and similar household activities so more imaginative opportunities must be offered. One good example is fruit preservation. This nation produces an abundance of fruit during most of the entire year. However, preservation techniques for off-season marketing is almost entirely lacking. The preservation "know-how" is beginning to surface in the country and needs to be packaged in learning units at various levels. This can easily be taught in primary schools. Another idea is the "cellophane bag." This seems to be the key to the marketing success of fruits and vegetables. Teaching mass production of these bags could be a thriving business for villages. Even simple techniques of comprehensive housecleaning would raise countless opportunities for females to work in households or hotels in the future.

Schools should have adjustable calendars that do not compete with crop harvests, which often result in high absenteeism during these periods. School calendars should be flexible to suit the needs of rural regions so that instructional time is not lost and learning opportunities are not disrupted.

Teaching methods should be shaped to suit the readiness level and sensitivity of young female students. Teaching strategies should start with a "feeling out" process to find out where the student "is" and where her potential will enable her to "go." Strategies should then be changed to assist the student in achieving that potential, at each female student's level of capacity and at her own pace. At initial meetings, teachers should play a passive and guiding role. Not only would this student-oriented approach be less threatening to the female, it would trigger an interest in the learning process. As skill capacity increases, the teacher could become more active and move to more independent and group oriented activities.

The dropout rate in rural areas is considered to be about 70% from class 1 to class 5. Approximately 40% of the girls leave school between the first and second grades. It is in the early stages of their education where the performance of the teacher must be at its best.

Although there is a trend toward increasing female enrollment in urban areas a strong motivation program will be needed in rural areas to awaken their interest. Some success has been achieved when an income generating activity becomes the centerpiece around which academic related studies are weaved. The two brief accounts which appear in Annex V.11 describe two real situations where girls have come to appreciate academic studies as they see the limitations of rug weaving and sewing and look beyond to a time when education will assist them in finding other opportunities of employment.

ANNEX D-V.3.

THE CURRICULUM WING--FUNCTIONS, ADMINISTRATION ORGAN ZATION AND COMPOSITION OF COMMITTEES

With the enforcement of the Federal Supervision of Curriculum, Textbooks, and Maintenance of Standards of Education Act, 1976, the Curriculum Wing has been charged with the following major functions:

1. To assist and advise the Government in the formulation and implementation of National policies and programs of curriculum development, textbook production, teacher education and evaluation.

2. To provide leadership in curriculum development, textbook production, teacher education; and, to coordinate the activities of Provincial Curriculum Bureaus/Centers.

3. To conduct research on different aspects of curriculum for classes 1-12, and to publish curriculum bulletins and handbooks.

4. To collect information and data of other countries on curriculum development and textbook production for research and dissemination among the Provincial agencies.

5. To provide guidance and resource materials to textbook boards and authors writing the tex books, and to provide training for teachers.

6. To maintain liaison with educational institutions and authorities in pakistan, and with international agencies such as UNESCO, IBE, UNICEF, ILO, and with curriculum Development Organizations in other countries.

7. To develop instructional materials, modules, and audio-visual aids based on curriculum needs for classroom use.

The Administration and Organization of the Curriculum Wing

The Curriculum Wing is a critical part of the Ministry of Education. The person in charge of the Wing is a Joint Educational Advisor of the Ministry. Similar arrangements exist within the Provincial Departments of Education with the Provincial Curriculum Centers and the Extension Bureaus.

Staffing

A. Sanctioned Posts of the Curriculum Wing, Ministry of Education are:

* Join Education Advisor (National Director General)	1 position
* Deputy Educational Advisor (National Director)	2 positions
* Assistant Educational Advisor/ Education Officer	40 positions

b. The existing Staff of the urriculum Wing are reported to be as follows:

* Joint Educational Advisor	1
* Deputy Educational Advisor	4
* Assistant Educational Advisor	9
* Assistant Research Officer	2
* Education Officer	2
* Research Scholars	2
* Assistant Educational Advisor/ Project Advisor	1

Source: Ministry of Education

Procedures

The various steps involved in Curriculum Development are listed below:

1. The Curriculum Wing requests the Provincial Centers to prepare a draft curriculum for each subject taught in various classes up to class 12.
2. Provincial Centers call in committtes of experts, teachers, and subject specialists on each subject.
3. These Provincial Curriculum Committees prepare curriculum plans.
4. The draft plan is sent to the Curriculum Wing.

5. The Curriculum Wing circulates the draft to its selected teachers and subject specialists in schools, colleges, and other agencies concerned, and invites their comments.

6. The comments are reviewed in the Curriculum Wing.

7. The National Committee of Curriculum scrutinizes the drafts in light of the comments.

8. The Committee submits its recommendations to the Ministry of Education.

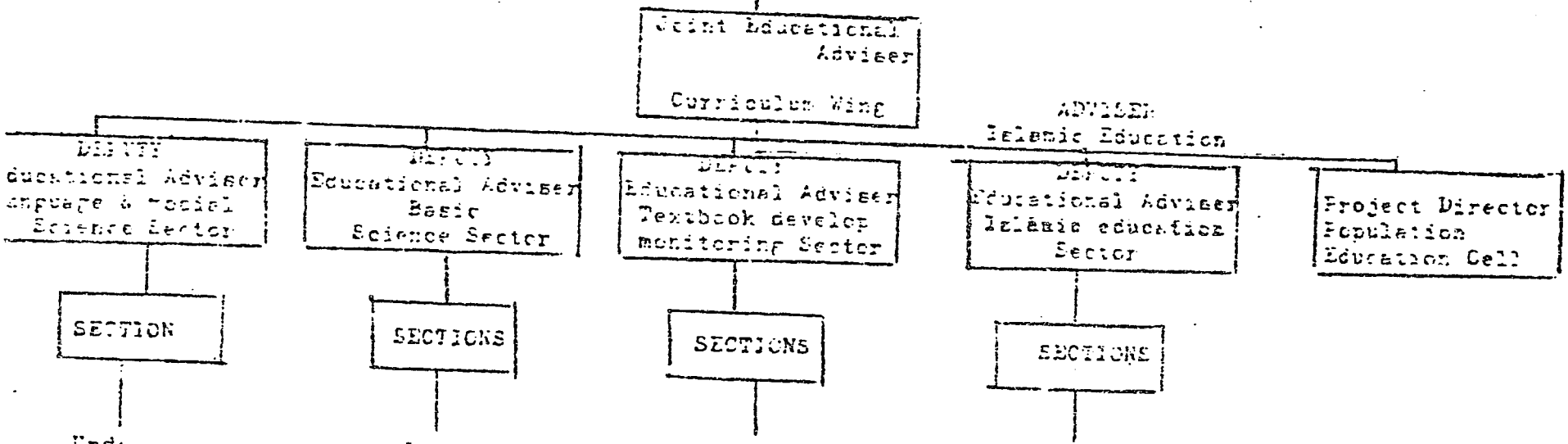
9. The Secretary of Education accords the necessary approval.

10. The curriculum schemes duly approved are passed on to the Provincial Textbook Boards for preparation of textbooks.

ORGANISATIONAL

CHART

MINISTRY OF EDUCATION CURRICULUM WING



Source: Ministry of Education.

6/1

Composition of Curriculum Committees

The committees are constituted by obtaining nominations of suitable persons from the Boards of Intermediate and Secondary Education, the Provincial Education Departments, the Textbook Boards and other research organizations such as the Institutes of Education and Research at Lahore, Hyderabad, Peshawar, Dera Ismail Khan, the College of Education at Karachi and the Department of Education of Baluchistan University, Quetta. These arrangements ensure the involvement of experts in the process of Curriculum Development. The composition of the committees at provincial and federal level is given below:

Provincial

1. Representatives of the Provincial Curriculum Centres
2. Supervisors
3. Teachers
4. Educational Administrators
5. Subject Specialists from the schools, colleges, universities and other research organizations.
6. Representatives of the Textbook Boards.
7. Representatives of the Boards of Intermediate and Secondary Education.
8. Teacher Trainers.

Federal

In addition to the above-mentioned members, the following are given representation:

1. Representative of the Curriculum Wing, Ministry of Education.
2. Foreign Experts including the Experts/Consultants/ Advisers from UNESCO.
3. Community leaders and parents.

ANNEX D-V.4

PEP, MOSQUE, MOHALLAH, AND DROP-IN SCHOOLS

PRIMARY EDUCATION PROJECT (PEP)

The Primary Education Project has been one of the most dramatic attempts to assist the expansion of primary education with a major focus on quality. It is sponsored by the World Bank. The project, covering a 5-year period, included all of the four provinces in the provision of physical facilities, teachers, textbooks and instructional materials,equipment and learning coordinators for more professional supervision of the learning process. The project covered 4,100 primary schools located largely in rural areas, 10,000 school teachers and nearly 600,000 school children.The project started in 1979 and ended on September 30, 1985. Preliminary studies by the MOE and World Bank personnel and prior to this by USAID identified essential inputs for qualitative improvement of primary school education.

It was felt that the low performance level of the primary education system might be attributed to the lack of certain elements that, if provided, would result in more effective results. These inputs were as follows:

A. Physical Facilities:

-- construction of classrooms;
-- construction of boundary walls for female schools;
-- construction of residences for female teachers, and
-- classroom furniture.

B. Instructional Materials:

-- supply of textbooks, teacher's guide manuals and library books;
-- supply of classroom equipment like teaching kit or agricultural kit; and
-- supply of sports material for children.

C. Strengthened Supervision:

-- provision of supervisors and a new tier of learning coordinators; and
-- provision of mobility for supervisors and learning coordinators.

D. Added Support to Teachers:

-- appointment of assistant Teachers;
-- establishment of Centre Schools;
-- provision of District Resource Centers; and
-- provisions for recurrent type inservice teachers training.

Achievements of the PEP Project

Description of Operation	Target	Achievement
Establishment of Federal Implementation Unit and Provincial Implementation Unit	5	5
Construction of Classrooms	1,014	997
Construction of Boundary Walls	182	179
Construction of Teacher Residences	334	334
Establishing Centre Schools	300	300
Establishing District Resource Centres	8	8
Provision of Furniture to Schools	4,100	4,100
Supplying Classroom Equipment to Schools	4,100	4,100
Supply Transport Vans	25	25
Motorcycles	168	168
Bicycles	300	300
Appointing Field Personnel		
Supervisors	51	51
Learning Coordinators	466	466
Assistant Teachers	340	340
Drivers	21	21
Supply of Learning Materials to Schools	4,100	4,100

The follow-on project,Primary Education Development Expansion Project (PEDEP), with some slight changes, continues to refine project schools and continues to conduct research on their operations.

In assessing the viability of the Primary Education Project (PEP) as a major contributor to the future development of primary education, it is necessary to take into account the various stages of the project. PEP was an experimental project which identified the inputs which would be incorporated in subsequent projects. These innovative components became operational in the first project and now in the follow-on project which will continue to influence the improvement of primary education.

In retrospect, there were some shortcomings which, hopefully, will be overcome in the follow-on PEDEP project. More coherent training will be needed and better ways devised for the monitoring of this important ingredient if the project is to improve the quality of education. Better resource materials are needed to promote greater interaction between the teachers and learning coordinators. The role of the learning coordinators must be clearly defined to avoid confusion as to what they should do, and to assist the development of the learning coordinator's identity among mainstream supervisory personnel.

Management and planning of the PEP projects were always properly linked with District and local level officials and communities. However, the flow of communication between the project and mainstream administration/supervision was often very weak causing a lack of cooperation and knowledge of the purposes and potential of the project. Federal and provincial policies have generally supported PEP but to some degree less effectively than was expected.

The Government recognizes the need to distribute primary education nationwide to include all groups, regions and remote areas of the nation. New roads, electrification, and mass media are bringing about change in rural areas. Agriculture has improved and is witnessing record crop sales. Consequently, there is a push for educational development in rural areas by the government. The PEP project has been timely and well received at both the Federal and Provincial levels.

The project goal of expansion with quality was and continues to be appealing and in tune with government aims. However, more effective support could have been reflected in the government's building up of well-trained human resources to maintain a high level of operation. Likewise, it could have reduced bureaucratic practices which stifle implementation at times such as frequent personnel changes made in key project management and training posts. A more liberal view could have been taken toward inviting Pakistan's most capable persons to participate in the work as well as expatriates, both of which are still urgently needed to gain optimum benefit from the project. In brief, a need existed, and continues, for better cooperative working relationships among the

Implementation Units at the federal and provincial levels and between provincial implementation units and the mainstream. The federal government must seek ways of distributing funds and other resources in a manner that poses little or no threat to the autonomy of the Provinces.

The priority given to the project at both the federal and provincial levels has been and continues to be significant yet it has not been without certain limitations. Curriculum changes or departures from established regulatory procedures must be approved at both levels. Special instructional materials such as learning modules or other teaching materials must also follow sometimes long and arduous approval procedures. This has not been a serious problem but some streamlining of such procedures would speed up the use of learning materials or the incorporation of an innovation in the classroom in a shorter time frame.

Some cost effective studies have been conducted and findings have emerged, but further longitudinal studies are needed. Results of these preliminary studies have indicated that if the retention rate improves in grades IV and V or enrollment increases, as seems to be the trend, it will definitely reduce unit costs. The reduction of teacher absenteeism has increased the instructional time of students producing significant achievement gains.

PEP and PEDEP have, and will continue to have a readiness program for Katchi students in their schools without the assistance of additional staff. This is not only tapping potential talent which might otherwise be wasted, if only observing is allowed, but it provides flexibility for girls to be relieved of the chore of baby tending and to attend school.

As enrollment increases in PEP schools from 40 to 50 per class, which is rapidly occurring, unit costs should be studied. There is no present expertise in the country to conduct cost effective studies. There is a need to seek the services of an external consultant to conduct such a longitudinal study.

The potential of the provinces to meet future recurrent costs is greater since the passage of the 5% surcharge on imports. It is expected to provide more funds for provinces to meet their educational commitments. The prospects for PEDEP to be cost effective is realistic as it enhances the growth of participation rates in the 19 districts of the project. While providing more widespread primary schooling, it proposes to reduce wastage through more effective teaching, provision of learning modules, teaching aids and the introduction of modern teaching strategies. Preliminary evidence from studies conducted as a special feature of the PEP project has given cause for hope, promise and optimism under PEDEP.

A project of this magnitude requires a high level of management and administrative expertise. It demands cooperation between federal and provincial implementation units. The Secretary of

Education, District Education Officers, and Headmasters, need to know what is going on and assist PEDEP to be a planned part of the mainstream as soon as possible. The organization and management are sufficient, but the mechanism must be made to work by all of those who are in a position to direct project implementation activities.

Although five years and more of experience have provided capacity for greater leadership and administration, some management problems have arisen in the early stages of the project. At the federal level, there were frequent communication problems with provincial implementation units. In the province of Punjab, for instance, the provincial implementation unit insisted and was given the opportunity to prepare its own evaluation report. This province did not participate in the follow-on education project because it had not prepared the completion report at the time of negotiations for the extension of the project. However, it hopes to be included in a separate follow-on project.

In the other provinces, the problems mainly centered around the retention of personnel, transportation and per diem allowances for learning coordinators. In the province of Punjab, there has been no permanent project director during the project period. The present director is the 7th person to be named to the post. Similarly, out of 8 key personnel who were given out-of-country training, only one was still employed in the project.

The female learning coordinator's work is not attractive, because she has not been provided with any transportation nor travel allowance, while the male coordinator has a motorcycle and a maintenance allowance. The female schools being less in number, are scattered and extend over a larger area. Despite this situation, both male and female coordinators are expected to visit six or more schools each. The faulty service structure for female teachers contributed to these problems. Management is trying to rectify the situation. Due to these conditions, there have been a sizeable number of learning coordinator posts vacant and more coordinators on post undecided whether to continue or rejoin the teaching profession for identical salaries and less complications. The residences for female teachers were constructed on land given by private donors. Whereas this may have been a noble gesture, the location of many of the residences was distant from the schools. It was impossible for female teachers to take up residency. Therefore, the residences constructed were not occupied and this aspect of the project was not as successful as envisaged.

Other problems in the provinces deal with the transfer of teachers from project to non-project schools. There is a mild conflict at times between the Assistant Education Officer and the Project Supervising Officer. The former having higher administrative powers exercises more control over the teaching staff. Due to the overcrowded schedule of the District Education Officers , the project schools are given a low priority and it is though they were not his concern.

PEP school students have made advances in mathematics and science. Enrollment has increased while drop-outs have been reduced. Project schools have not been a cure, but another approach to the solution of the problem. Inputs to bring a dimension of quality to the instructional process have had significant success.

The viability of the use of learning coordinators as a supervisory practice becomes more clear as the project continues. The mainstream supervisory staff of Assistant District Education Officers is bogged down with administrative paperwork. They are also charged with an unrealistic number of schools to supervise and, in most cases, have no transportation to go about fulfilling their supervisory obligations. The learning coordinators are therefore a partial solution to the problem and if utilized properly could, with the cooperation of the mainstream, provide more support services to the teacher.

The learning coordinator's presence in schools has reduced teacher absenteeism significantly. In addition, the learning coordinator has filled in as a substitute teacher when needed, or in cases where closure of the school was an issue because of difficulty in getting the services of a teacher. The learning coordinator has given demonstration lessons to lead teachers toward the use of more effective methodologies. The learning coordinator has often been a strong link between the school and the District Education Office and has been a key person in collecting data, reporting school problems and assisting in solving some of the personal problems of teachers.

The learning coordinators have been able to encourage teachers to come to school regularly, to prepare daily lesson plans and to interact with the students. However, the learning coordinators have not reached the point where they can effectively analyze the instructional process and direct teachers in improving their delivery of instruction. The learning coordinator is not proficient in the use of observational skills nor has the project provided checklists or teacher observation instruments to guide them in their work. Teachers are often not aware of good teaching performance. The project is aware of these shortcomings and some observation instruments are being prepared for use in the follow-on project. Good models must be found and brought to teachers via video-cassettes. In brief, learning coordinators must be trained to providing support services to teachers, to observe and analyze teaching performance, to suggest appropriate adjustments and to evaluate teacher performance. One of the intended functions of learning coordinators was to establish links with the parents of project school children with the aim of motivating them to attend and do well in school. The learning coordinators have not functioned well in this role and the follow-on project will emphasize greater fulfillment of this important aspect of the project.

In the case of girls' schools, it is extremely difficult to find women for appointment as learning coordinators. They just are not available. If one looks to good teachers in girls' schools as a

source for recruitment, the risk of depleting already scarce talent is great and potentially threatening to increased female enrollment and retention. Transportation is an enormous problem for female coordinators. In addition, they are not provided a travel allowance but are expected to visit and supervise teachers in 6 or more schools, depending on the situation in the various provinces. In some cases, a vehicle and driver have been provided only to have higher level officers, aggrieved of lower ranked officers getting vehicles, take them for their own use.

There are many factors which influence different levels of success among learning coordinators. In NWFP, the training period was more rigid and lasted for a longer period of time. The Project Implementation Unit was also more supportive and maintained close relationships with the Provincial supervisory mainstream. The teacher recruitment pool was richer, the school system had been more coherently brought together and the teachers utilized more viable methods of teaching.

In the Province of Sind, the ratio of 10 schools per learning coordinator was a contributing factor to the success of the programs. In Baluchistan, the female coordinator's effectiveness was greatly reduced due to the lack of provisions for transportation and travel allowances. In the Province of Punjab, there was a generous ratio of one learning coordinator per six schools, but a distant relationship between the project and supervisory mainstream lessened the coordinator's effectiveness . Higher ranked officials usurped female coordinators' vehicles, and the mainstream supervisory staff had little or no concept of the learning coordinator's role.

Learning coordinators can be integrated into the structure and function of supervision in the provinces. It will require collaboration on the part of the departmental supervisory staff and PIUs. Perhaps a good beginning would be the presentation to all parties concerned of a clearly defined role of the learning coordinator. This could be in the form of a job description delineating functions and responsibilities. Collaborative selection of candidates by the project unit and departmental supervisory staff might bring about a better appreciation of the learning coordinator's qualifications. A third step might be to bring the learning coordinators into the mainstream under the tutelage of female or male supervisors at the District Education Officer level. Then as soon as possible, provide these supervisors with an orientation to PEDEP's goals, objectives and operational schemes. At the same time, assign the learning coordinators to them. Cooperatively planned supervisory services would come from this without interference from the project unit.

This latter scheme is already partially in place in Baluchistan, but the supervisors still lack adequate knowledge about PEDEP. There are presently three different patterns of organization which should be thoroughly studied.

The perception of the learning coordinators role held by DEO's and SDEO's differs within and among the different provinces. An apparent lack of communication and cooperation exists. One of the comments made, "the learning coordinators are at the same preparation and pay scale level as teachers and are not qualified to supervise them," and similar remarks would even suggest that there is a lack of respect for the learning coordinators by the mainstream supervisors. In some cases, the discussion relative to the worth of the learning coordinators was indicative of the departmental supervisors' reaction to this innovation as a threat to their domain. There is a general feeling among SDOEs that the learning coordinators focus mainly on teacher attendance and act as a substitute teacher which is about what they are qualified to do and that they do not and are not capable of assisting the teacher to improve the learning process.

In order to strengthen the position and increase the efficiency of learning coordinators, more than a one-shot training scheme is needed. More in-depth training courses must be given on an annual basis. Master Trainers must be selected on the basis of being a good teaching model and well grounded in a recognized field of study. The course content must include general as well as professional education with emphasis on effective techniques of supervision. It is in these training sessions that learning coordinators must master the use of the learning modules which will become an essential component of the teaching process in the follow-on project.

The use of selected middle school principals to supervise learning coordinators was tried in the Province of Punjab with less than desired results. The role of the middle school was not clearly defined therefore there was confusion as to what they should do. The potential of the middle school teachers and resources available were never fully realized by the learning coordinators. Once learning modules have been produced with good content and accompanying methodology, middle school teachers might be good models for conducting demonstration lessons on the effective use of modules. The experiment did not produce any evidence that would warrant any serious follow-up to this scheme.

Two suggestions were offered by professional educators visited on field trips. First, to terminate those learning coordinators who had reservations about certain aspects of the job and secondly, to change the attitude of mainstream supervisors toward learning coordinators and to convince them to get teachers to appreciate the worth and potential of learning coordinators.

The master trainers have been effective in the training of learning coordinators when carefully selected. The project expects to select at least four qualified master trainers from the professorial ranks of some of the primary teacher training colleges. The follow-on project will build an extra classroom or select some middle schools to form decentralized resource centers at the tehsil level. These centers will provide a place for learning

coordinators to meet, share their problems, engage in discussions or to just catch up on some professional reading.

An attempt in the provinces of NWFP and Baluchistan to invite local government officials to assist in the selection of school sites, opening up of new schools and the promotion of primary education for females was most successful. The departmental supervisory force feels that this collaborative effort has improved community participation and that the results warrant further encouragement of such collaborative planning. However, the DEO's are most protective of their own domain and have not extended the opportunity for the supervision of teachers by such local officials.

The opening of Mosque schools has widened the opportunity for male students, since they are the principal consumers of such an opportunity in rural areas. Although parents are more open to sending their daughters to mosque schools and have great respect for the Imam, increases in female enrollment in Mosque schools has not been significant. The new project learning modules and the flexible curriculum provided for the first three grades of Mosque school education should enhance the instructional programs of these schools, and as plans materialize to establish follow-up Mosque schools with the fourth and fifth grades, the scheme might be more promising in filling the gap.

The reasons for poor attendance in schools always suggests the need to consider adjustments in the daily schedule or yearly calendar. A study should be made in all of the regions of Pakistan to ascertain what the needs relative to daily schedule adjustment and yearly calendar changes really are and an experiment conducted to determine benefits derived. This might be a research project which could be carried on by the follow-on (PEDEP) project.

The use of assistant teachers was one of the more successful features of the PEP project. In fact, the selection and training of these teachers was so well done that many of them eventually secured more attractive posts in other schools. The project expects to continue the utilization of assistant teachers.

The placement of young quality teachers in primary school education classrooms demands the upgrading of the teacher training colleges in Pakistan. At the present time, the teacher training colleges are isolated from the academic community. The Colleges of Education in the universities need to broaden their mission to include the upgrading of the teacher training colleges by providing training programs for the faculties of these colleges and continuous staff development through inservice courses. Attention then must be focused on the primary teachers college's pre-service curriculum

The master teachers for training PEP staff have been selected from the teacher training institutions and they have been very useful in providing the training courses for the learning coordinators. If these teacher training institutions would lift themselves up to a higher academic level, they could be even more useful to the project. Collaborative planning and involvement on the use of learning modules could serve to improve the professional education portion of pre-service education for future teachers in these institutions while, at the same time, provide inservice support for the project in terms of model teachers, workshops and other supporting activities.

If the teacher training colleges were improved, the PEDEP project would benefit enormously by being on the receiving end of better prepared teachers and have resource centers available in which to test, revise and produce learning modules and other instructional materials envisioned for project schools. Twelve learning modules have already been prepared and are being tested. Seventy-two of these modules will be produced for the primary grades during the period of the follow-on project. The impact of this great work will be felt only when the teachers know how to maximize to the fullest extent these rich teaching resources. The teacher training colleges could assist in helping both groups master the use of these modules.

Innovations to increase female enrollment is something that will happen as steps are taken to sell the product of primary education to the parents and community. A thorough study should be made of villages where schools do not exist. Efforts should be made to assess the possibilities of securing the services of a female teacher from the nearest quasi-urban center. The availability and cost of daily transportation to and from home and school should be determined. If the teacher can be employed then a female or co-ed school could be built by PEDEP. Other innovative ideas of building hostels in rural areas and providing group transportation runs to cluster schools have also been suggested and warrant consideration.

MOSQUE SCHOOLS

The contribution of Mosque schools to the development of primary education, in view of discussions held with professional educators visited, varied widely from the notion that "they will revolutionize the primary education system" to a less positive note expressing that "Mosque schools have no place in a modern system of education." Despite mixed feelings that seem to prevail among leading educators, parents in the community and some Imams as well, the Mosque education thrust came in with a tremendous burst, then proceeded at a much slower pace, but has continued to find a place in the mainstream of primary school education. The Mosque schools have been particularly popular in villages where no public schools exist. Parents are inclined to send their daughters to a Mosque school because of the proximity to their homes and for the confidence that they have in the religious teacher.

The Mosque schools have had different shades of success in the various provinces. It can be generally observed that they have worked when they have been made to work. In the case of the Province of Baluchistan, periodic training of teachers, supervisors and even Imams contributed to more effective start-ups and more effective instructional programs. A special orientation was given to the teachers to assist them with the adjustment of teaching in a religious-oriented environment.

The community has also cooperated with Mosque schools by assisting teachers to find residences in the community. Local influential leaders and the supervisors together assisted the promotion of Mosque schools through scheduled meetings with parents of school age children. In addition, school supplies and classroom equipment were provided. At least half of the teachers employed were trained teachers with some experience in the classroom.

In the Province of Sind, a chief coordinator with the assistance of 15 District Coordinators and 150 resource persons were appointed to assist the implementation of the Mosque program. Some shifting of students in regular schools to Mosque schools was done to ease overcrowding. Donations of funds, labor and land were given by members of the community to extend the classroom capacity of the mosque. Mosque schools were provided in settlements where a regular primary school was too far for children to walk. Teachers employed in the Mosque schools were locals belonging to villages not far from the Mosque. Most of the teachers were unemployed and were grateful for the opportunity to reenter the teaching profession. Some of the Imams employed were capable of teaching other subjects in addition to religious studies and therefore enabled the school to function without a waiting period for finding a qualified teacher. Supervisory personnel not only went from home to home knocking on doors to convince parents to send their children to school but also provided feed-back information to the planning office for directional changes and future planning of Mosque school education. Mosque schools have been supervised by a variety of personnel, district coordinators, resource persons, and Education Department officials.

In the Province of Punjab, in the districts of Bahawalpur, Bahawalnagar and Rahimyar Khan, Maktab schools (religious oriented schools for primary school children) were established as centers of learning to combat rampant illiteracy. These were opened in villages where no school existed. Separate mohallah girls' schools have been (established in homes for females) when some lady in the communityvolunteers her services. Committees were formed to monitor these schools as well as to contribute to their welfare. Some of the schools have been incorporated under the Mosque school scheme with an Imam and trained teacher. Parent contributions were accepted by the mosque and used to support school. Of interest to parents was the willingness of some Imams to teach the children writing in Arabic and some basic calculations.

One of the interesting results of the Mosque school scheme has been the notion of extending its services to out-of-school youth of the age group, 10-15. This would be aimed at those adolescents who

work in the fields during the daytime. The plans are to provide a two-year elementary course between the hours of 4 to 5 p.m. There are further plans for utilizing the same mosque schools for adult literacy training from 7 to 9 PM. The long-term impact Mosque schools may have on curriculum, pupil achievement, and pupil values, will need continuous longitudinal research, but some indications potential are beginning to unfurl.

The needed adjustment in the primary school organizational pattern has been significant for a number of reasons. It focused attention on an age group of children that have similar needs, it set the tone for simplifying the curriculum, making it more relevant to the needs of this age group, it slowed down the pace of learning expectancies, providing the needed time for children to grow and develop and at the same time gain experiences and skills for higher level learning at later stages of schooling. This departure from the regularly prescribed curriculum has hastened curriculum revision to provide for a smooth transition from Mosque schools to grades IV and V of adjoining schools. This curriculum review was long overdue and the Mosque school movement has preempted such action which should have significant results over the long term in reducing the wastage of the entire system.

Some professional educators have expressed concern that the restrictive constraints of the Mosque might affect the use of modern teaching strategies because of the need to respect the sanctity of the Mosque. Some of the studies completed on mosque schools have reported that some concern for the noise level, improper use of toilets by children and markings on the walls have disturbed some Imams. Some of the field supervisors felt that whereas some of what has been reported is true, all problems in Mosque schools could be resolved by providing pedagogical training and raising the salary of the Imam. The full influence potential of Mosque schools on the school curriculum will be more fully known when the entire cadre of Imams are trained in the field of pedagogy and when they find strategies to provide reading and language arts readiness as an integral part of the teaching of the Qur'an.

Pupil achievement has already begun to improve in some Mosque schools. This improvement is due to several factors. The location of the school has favored attendance which has been maintained at a relatively high rate of 75%. The shorter day school schedule in some areas has provided children with the opportunity of completing their tasks at home as well as benefiting from the opportunity of schooling. The daily presence of a teacher has provided continuous instructional time essential to pupil achievement. The pace of the curriculum is more in tune with the capacities of the children, hence reduced drop-outs and repeaters and greater holding power of the school. Books, supplies and equipment have been provided and these play a vital role in the improvement of instruction. This has been one of the strengths of the Mosque schools. It appears that the mosque school/community linkages have been more firmly established than those of non-Mosque schools with several studies reporting that parents have observed classrooms where their children

were studying. Cooperation and appreciation for education by both parent and student have also played a vital role in better student achievement.

Perhaps the strongest component of mosque school education is the facility and freedom to impart moral and spiritual values to these formative young children by the Imam,--a person of wisdom, religious content expertise and practical experience as the teacher. The three basic years of religious instruction at this time of one's early life should make an impact on the values that these children will hold for the rest of their lives. This portion of the curriculum meets the approval and strengthens the attitudes of parents toward the school program.

The Mosque schools, with the exception of the province of Punjab which are mostly for boys only, have provided school opportunity for females, especially in villages where no female schools exist. It has given a new impetus and direction for the expansion of female education in rural areas. Parents interviewed indicated that they felt more secure having their daughters in mosque schools.

Periodic evaluations are expected to be made to monitor continuous improvement and to fully incorporate Mosque schools as an integral part of primary education. The efforts of the government are clearly defined through the policy statement enunciated in the National Education Policy of 1978-79:

> "It has been decided to revitalize this institution which has immense potential of educating the masses. The Mosque will be used as a place of learning for children, for out of school youth and for adults. In addition to Islamiyat, the children will study the modern curricula for primary school. The school time table will be of shorter duration. Since there will be no summer vacations, the course content to be covered would remain the same. In order to teach modern subjects, a primary school teacher will be appointed who in cooperation with the Imam will teach children and adults at hours convenient to the community.
>
> Free books and teaching aids would be supplied to children going to Mosque schools. This will ensure rational utilization of the Mosque and re-establish its traditional role of spreading the light of knowledge in the community. About 5000 Mosque schools will be initially established."

Whether the Mosque schools have the capacity to fully support the achievement of established qualitative goals will depend upon the professional development of the Imams and the teachers over time. Pedagogical training of the Imams will certainly provide them greater insight into the work of the teacher. This training may rub off on the Imam's own teaching, resulting in closer integration between religious studies and the rest of the curriculum. The supervisors of Mosque schools must comply with established policy relative to the maintenance of quality by providing two teachers for Mosque schools when enrollment dictates. Concern should always be

felt relative to the provision of playgrounds and the extension of the curriculum to outdoor settings. Bulletin boards and other facilities where children's work may be posted as well as posters, murals and current event articles should be provided so that the Mosque school teacher can create a healthy school and educational environment without fear of reprimand from the Imam.

Management problems of Mosque schools begin with the provision of training for teachers especially in cases where they have been employed in local areas without a great deal of teaching experience. Continuous efforts are needed to assist communities realize that the success of Mosque schools is dependent upon their cooperation. The initiation of a Mosque School Information System at the provincial administrative level is needed to monitor progress and development.

The impact of Mosque school education will depend upon the strength of its teachers and Imams. Inservice courses, seminars, workshops, packaged materials, independent study, circulars, bulletins and magazines would assist in the task of raising the level of the teaching competency needed in these early grades. Since the cost for start up and continuous operation of Mosque schools is minimal, resources for training should be made available.

MOHALLAH SCHOOLS

The Mohallah school movement is gaining some ground in the urban areas of Pakistan not only because it presents a comfortable setting for the delivery of primary education but because overcrowded conditions in cities are placing constraints on the acquisition of school sites and school construction.

Traditionally, well known, cultured ladies, called "Usanti-Ji" or "Bibi-Ji" would open their homes for young children to offer them religious instruction. These religious literacy "homes" may emerge as a counterpart of the mosque schools. If support is forthcoming from the government to pay these lady teachers, and curriculum and teacher methodologies can be devised to link the learning of the Qur'an to the reading and writing of Urdu, this could be an additional learning resource that could make a great contribution to the achievement of providing greater access to primary school education for females.

Since this has been more of an urban than rural phenomenon, efforts should be made to experiment with similar schools in rural areas, especially in the interest of more female education.

"DROP-IN SCHOOLS"

The "Drop-In School" project is aimed at giving school age drop-outs ages (10-14) a second opportunity to enter the formal educational system and to straight forwardly complete up to Grade V in a compressed program of 2 or 3 years. Students enrolled in these

schools would be eligible to join the 6th grade upon completion of study. The project has selected nine districts of Pakistan, Azad Jammu and Kashmir, for the experiment and hopes for an approximate coverage of 1,120,500 students by the end of the first two-year cycle. It is envisaged that class size will be close to 40 to 50 pupils and will be taught by a regular qualified teacher. This assignment would be in the afternoon and as part of an overload for the regular teacher who would be available after teaching a regular class of his/her own. Estimated remuneration for the teacher would be between 250-300 rupees in addition to the regular salary of about 700 rupees. The proposed curriculum would be the conventional one used in regular government schools including texts, instructional materials and other learning aids provided.

The successful completion of this program would mean a chance for further education beginning at the Sixth grade level. Admission to the next level would depend upon the student's ability to compete with other students in the entrance exams. With the shortage of middle schools and the limitations on school places, gaining admission to the sixth grade may be difficult However, one of the positive rewards for the drop-in school effort would be the acquisition of functional literacy, a most significant contribution of the program in fighting this enormous national problem.

This second opportunity to pursue formal education will be carried forth on a two year experimental basis. If it proves successful, plans will be formulated for replication in other districts.

Since the program is still in the planning and conceptual stage, no research design has been devised to test or experiment with multi-approaches. Present plans are to merely provide the same treatment a regular student would normally receive in these grades but in a compressed format which has also not been thought out. The term "Drop-In" schools seemed to be appropriate to attract young students to pursue the opportunity.

A golden opportunity will be lost if a careful research design is not formulated utilizing control and experimental groups to observe, gather data and to document the "catch up" learning process in action. This would make a sound feasibility base for replicability in other districts in Pakistan and for use by other developing countries with similar problems.

It would seem that creative and innovative ways to motivate these now more mature students should be utilized to create commitment and a high level of achievement to make the experience worthwhile. Support services and enrichment activities for these students could be provided with some creative planning. Field trips and excursions could be an inviting component of this academic experience. Excitement and interest must be exhibited by the teaching and project staff in order to attract students in the first place and to achieve high retention rates once they are enrolled in the program.

ANNEX D-V.5

SCOPE AND SEQUENCE OF SELECTED SUBJECTS OF THE PRIMARY AND MIDDLE SCHOOL CURRICULA CLASSES I-V AND VI-VIII

MATHEMATICS CURRICULUM GUIDE -- GRADE 1-5

Grade 1

Pre-Number Concepts

1. More than; fewer than.
2. Concepts of bigger and smaller, heavier and lighter, larger and shorter.

Real Numbers

1. Numbers from 1 to 9.
2. Writing numerals from 1 to 9.
3. Concept of zero.
4. Inequalities involving numbers from 1 to 9, without symbols.
5. Introduction of the decimal number ratio system.
6. Numbers from 10 to 100.
7. Writing numerals 10 to 100.
8. Writing random numerals from 1 to 100.
9. Concepts of half and quarter.

Algebraic Operations

1. Addition of two numbers, sum being not more than 9.
2. Addition of two numbers, sum being up to 18.
3. Addition of two numbers, without carrying sum, being up to 50.

Money

1. Recognition of Pakistani coins.

Calendar

1. Names of days of the week (oral).

Grade 2

Real Numbers

1. Extending decimal numeration system up to 1,000.
2. Counting by two's.
3. Concepts of one-third, two-thirds and three-fourths.
4. Informal concept of commutative property of addition.

Algebraic Operations

1. Addition of two numbers, sum being up to 99 (without carrying).
2. Addition of two numbers, sub being up to 999.
3. Addition of three numbers, sum being up to 999.
4. Subtraction of numbers with borrowing up to 99, without borrowing up to 999.
5. Introduction of concepts of multiplication and division.
6. Tables of 2, 5, 10.

Geometry

1. Grouping three dimensional familiar types of objects.
2. Grouping similar objects (identifying a circle, a triangle, a rectangle and square).
3. Open and closed figures, their inside and outside.

Money

1. Recognition of Pakistani paper money.

Calendar

1. Names of Islamic and solar (Christian) months (oral).

Grade 3

1. Concept of number ray.
2. Extending decimal numeration system up to 1,000,000 (lakh).
3. Concepts of fractions.
4. Concept of a proper fraction.
5. Informal concept of associative property of addition.
6. Informal concept of commutative property of multiplication.

Algebraic Operations

1. Addition of numbers represented by two, three or four digits.
2. Subtraction of numbers represented by three or four digits.
3. Multiplication tables up to 10 x 10.
4. Multiplication of a number represented by three digits by numbers up to 99.
5. Division of numbers represented by 2 to 3 digits by numbers up to 9.
6. Addition of proper fractions with the same denominator (sub being a proper fraction, denominator up to 9).
7. Subtraction of proper fractions with the same denominator (denominator up to 9).

Measurement

1. Introduction of Standard International Units.
2. Addition and subtraction of compound quantities.
3. Problems involving addition and subtraction of Rupees and Paisa, grams, kilograms, metres and centimetres.

Geometry

1. Drawing a line segment, a circle, a triangle, a rectangle and a square.

Calendar

1. Telling time (hours, half hours, quarter hours and minutes).

Grade 4

Real Numbers

1. Extending the decimal numeration system up to a million and crore.
2. Introduction of numeraic.
3. Even and odd numbers.
4. Informal concept of associative property of multiplication.
5. Informal concept of distributive property.
6. Introduction of improper and compound fractions.
7. Equivalent fractions.
8. Comparison of fractions.
9. Informal concept of commutative property of addition and multiplication (involving fractions and integers).

Algebraic Operations

1. Introduction of decimal fractions.
2. Multiplication of numbers represented by three digits.
3. Division of numbers represented by 3 or 4 digits by numbers up to 99 (with or without remainder).
4. Problems involving four fundamental operations of using brackets.
5. Addition and subtraction of two fractions proper and improper with the same denominator, compound with the same denominator, simple proper fractions with different denominators.
6. Implication of two fractions.
7. Addition and subtraction of decimal fractions up to two places of the decimal.

Measurement

1. Addition and subtraction of compound quantities including problem involving:

   a. litres, millilitres, grams, kilograms, kilometres, metres, centimetres and millimetres;
   b. weeks, days, hours and minutes.

Geometry

1. Measuring a line segment in centimetres and millimetres.
2. Concepts of angle, boundary, and region.
3. Finding perimeter of rectangular and square shapes; Graphs; Reading a picture graph.

Grade 5

Real Numbers

1. Introduction of decimal fractions up to three places.
2. Roman numerals up to 20 and for 50, 100 and 1,000.
3. Divisibility, factors, multiples, concept of prime and composite numbers. Highest common factors and least common multiple of natural numbers.
4. Informal concept of associative property of addition and multiplication (involving fractions and integers).

Algebraic Operations

1. Reducing a fraction to the simplest form.
2. Addition and subtraction of decimal fractions up to three places.
3. Multiplication of a decimal fraction by a whole number.
4. Multiplication of a decimal number by a decimal fraction.
5. Division of a decimal fraction by a whole number.
6. Division of a decimal number by a decimal fraction.
7. Conversion of a decimal fraction into a common fraction; Conversion of a common fraction (with denominators that are multiples of 2, 5) into decimal fractions.
8. Use of brackets in common and decimal fractions.
9. Problems involving addition, subtraction, multiplication and division of common and decimal fractions: Unitary Method, simple cases of unitary method, and Average, simple cases of average.

Geometry

1. Concepts of angle, right angle, right triangle and quadrilateral.
2. Determining area of a right triangle.
3. Determining areas
4. Concepts of cube, cuboid, volume and its units.

Graph

1. Reading a bar and a line graph.

SOURCE: MINISTRY OF EDUCATION, CURRICULUM WING

1139D

Scheme of Studies for Elementary Classes

Subjects	Classes I & II Age 5 and 6+			Class III Age 7+			Classes IV & V Age 8+9+		
	No. of periods per week (39)	No. of hrs. per Week (26) Each period of 40 minutes	Percentage of total time	No. of periods per week (39)	No. of hrs. per week (26) Each period of 40 minutes	Percentage of total time	No. of periods per week (39)	No. of hrs. per week (26) Each period of 40 minutes	Percentage of total time
1. Languages :									
(a) 1st Language	12	8	30.7	6	4	15.3	6	4	15.3
(b) 2nd Language	—	—	—	6	4	15.3	6	4	15.3
2. Mathematics	6	4	15.3	6	4	15.3	6	4	15.3
3. Science	5	3.20	12.30	6	4	15.3	5	3.20	12.30
4. Pak/Social Studies				3	2	7.69	4	2.40	9.23
5. Health and Physical Education	5	3.20	12.30	3	2	7.69	4	2.40	9.23
6. Islamiyat	6	4	15.3	6	4	15.3	6	4	15.3
7. Arts	5	3.20	12.30	3	2	7.69	3	2	7.69

Explanatory Note on the allocation of time.—In the week the School will function for five full days and one half day in the following manners :—

(a) For 4 hours and 40 minutes divided into 7 periods on full working days and 2 Hrs. 40 minutes divided into 4 periods on half working days.

(b) The working Hrs. exclude time for daily assembly (10 minutes), recess (30 minutes) and ten minutes short-break on full working days and only one short break of 10 minutes only on half working days.

AIMS AND OBJECTIVES OF TEACHING SCIENCE

CLASSES 1-5

Main Objectives

Although the specific aims of teaching science at different levels of education vary, the main objectives remain the same.

1. To achieve a broad and genuine appreciation and understanding of different aspects of science.
2. To promote scientific literacy and provide scientific and technological manpower in the country.
3. To develop scientific approach in the young pupils so that they acquire ability to apply knowledge gained towards solution of their problems.
4. To provide opportunity to an individual to determine his interests and aptitudes in science as a vocation.
5. To improve the general economic of the country and raise the living standard of our people through application of science and technology.

Specific aims and objectives for teaching science at elementary stage

Science at the elementary stage be taught as an integrated course consisting of relevant matter from the main branches of science like biology physics, chemistry, geology and astronomy. It should aim at helping children to develop concepts of science through the discovery method and further bring them to an appreciation and understanding of their environment. The goal should be to bring the pupil to a stage where he takes delight in being involved in learning science and feels committed to continue its study.

(i) To develop the spirit of inquiry and inqustivences.

(ii) To help him to understand his physical environment and the interrelationship that exists in nature.

(iii) To develop an ability to observe carefully and to report facts accurately and understandingly.

(iv) To acquaint the children with the various subject areas of science and to integrate the broad subject matter area of science to that the children can begin to see science in its total persopective.

(v) To help children to acquire and apply knowledge and manipulative skills.

(vi) To develop the rests, attitudes and aesthetic awareness.

(vii) To develop the habit of critical thinking and to draw inferences from observations.

(viii) To help children develop basic concepts of various disciplines of science.

SYLLABUS

CLASS—I Age 5 +

Living Things

1. Animals very in their physical appearance.
   (a) Animals differ widely in their size.
   (b) Animals differ widely in their shape.
   (c) Animals differ in their movement pattern.
2. Plants vary in their physical appearance.
   (a) Plants vary in their relative size.
   (b) Plants vary in the shape of their leaves.
   (c) Plants have flowers of different size, shape and colour.

Matter and Energy

1. Material objects can be moved.
2. Motion can be slow as well as fast.
3. There are various sources of heat.
4. There are many uses of heat.
5. There are various sources of light.
6. Light sources are usually heat sources as well.
7. Light enables us to see things.

Earth and Universe

1. Sun, Moon and stars are seen in the sky.
2. Sun is a source of heat and light.
3. Day and night are related to the rising setting of the sun.
4. Morning, Noon and Evening are related to the position of the sun.
5. Weather changes by wind, rain and clouds.

CLASS—II Age 6 +

Living Things

1. Animals have different Kinds of coat.
2. Animals differ in their living habits and habitat.
3. Animals differ in their eating habits.
4. Animals are useful in many ways.

5. Plants are different in shape and size of stem.

6. Plants have roots of different size and shape.

7. Plants have seeds of different kinds.

8. Plants are useful in many ways.

Matter and Energy

1. There are various material objects around us.

2. Material objects exist in three states-solids, liquids and gases.

3. Some objects are heavy others are light.

4. A force is necessary to make things move and make the moving things stop.

5. Force is push and pull.

6. It takes greater force to move heavy objects than light ones.

7. Heat is produced by burning and rubbing things.

8. Heat is screened off by the intervention of a suitable object.

9. We get more heat from a source at shorter distance and less heat at longer distance.

10. Light is also screened off by the intervention of an opaque object. Light passes through transparent objects.

11. We get more light from a source at shorter distance and less light at longer distance.

12. (a) Shadows are cast in opposite direction to the sun/source.
(b) Shadows of objects change in length during the day.
(c) Shape of shadows resembles the shape of objects.

Earth and Universe

1. The earth, the sun, the moon and the stars are all spherical bodies.

2. The earth has many surface features-mountains, valleys, hills, rivers, plains and oceans.

3. The moon appears in different phases during a month.

4. Idea of four directions is related to the rising and setting of the sun.

5. Difference in warmth during day and night and in sunny and shady places is related to the position of the sun.

6. There are four seasons during a year-winter, summer, spring, autumn

CLASS—III Age 7 +

Living Things

1. Animals require food, water, air for living.

2. Animals have coating suitable for their environment.

3. Birds are alike in having two wings, two legs and a body covering of feathers.

4. Insects are alike in having six legs, two feelers and three body parts—Head, Thorax and Abdomen.

5. Mammals are alike in having hair on their bodies and feeding milk to their young ones.

6. Most plants have roots, stems and leaves.

7. Most plants need soil, water, air and light for growth.

8. Flowers produce fruits and seeds.

9. Crops grow in different seasons.

Matter and Energy

1. Matter is anything that occupies space and has weight.

2. Matter exists in three states—solid, liquid, and gas.

3. Matter can be changed from the one state to another state.

4. Water exists in nature in all the three states—ice, water and vapour.

5. There are many sources of water.

6. Water is useful for man, animals and plants. (Essential for life).

7. Air is matter. It occupies space and has weight.

8. Air is essential for man, animals and plants. (Essential for life).

9. Force of running water and moving air can move objects.

10. The force of human muscles, animal muscles, engines can be used to make things move.

11. Force of gravity pulls the objects towards the earth.

12. Force of friction stops motion.

13. An object at rest tends to stay at rest and an object in motion tends to stay in motion unless some outside force is applied.

14. Things become hot when they are heated (Heat changes the temperature of a body).

15. Heat can change the state of matter.

16. Shadows are formed because light travels in straight lin.

17. Light and heat are useful for man, animals and plants.

Earth and Universe

1. Most of the earth is covered with a thin layer of soil.

2. Soil surface contains rock particles, sand, clay and humus.

3. Rocks are of different colours, shapes and hardness.

4. Moon surface has several features—planes, hills, craters and ridges.

5. Sun, moon and stars change position with time.

6. Sun, moon and stars all rise in the east and set in the west.

7. The stars are like our sun.

8. Stars do not appear as bright as the sun because they are situated at great distances.

9. Some stars are brighter than others.

CLASS—IV Age 8+

Living Things

1. Living things are distinguished from non-living things on the basis of movement and growth.

2. Plants and animals are living, they show movement and growth.

3. Animals are useful for us in many ways.

4. Plants are also useful for us in many ways.

5. Animals and plants provide us food.

6. Living things are adapted to their environment.

7. Plants and animals are interdependent and there is a great deal of interaction with the environment.

Matter and Energy

1. Some substances (sugar, salt, boric acid) dissolve in water.

2. Most substances dissovle more in hot water than in cold water.

3. Water evaporates from rivers, ponds, lakes and oceans into the air.

4. In the air it forms clouds from which water falls to earth as rain, snow and hail (water cycle).

5. Atmosphere is an air blanket round the earth.

6. Air is made up of many gases—oxygen, nitrogen, carbon dioxide, water vapour and other gases.

7. Oxygen is a gas that supports life and combustion.

8. Burning and breathing are similar processes because

(a) Oxygen is used up in both processes.

(b) Carbon dioxide is produced in both processes.

(c) Water vapour is produced in both processes.

(d) Heat is produced in both processes.

9. Air-pollution is due to smoke-particles and gases from chimneys and smoky vehicles.

10. Hot air rises up and cold air moves in to take its place.

11. Proper ventilation is a necessity wherever human beings live and work—in homes, in offices, in factories, in mines, in public halls.

12. Magnets help move certain things.

13. Magnets have two poles.

14. There are two kinds of magnetic poles. A freely suspended magnet will always be in North-South direction.

15. In magnets the magnetic force is stronger at the poles.

16. Like poles of two magnets repel each other ; and unlike poles attract each other.

17. There are many uses of magnets.

18. Electricity also helps move certain things.

19. Electricity is produced in certain things by rubbing.

20. There are two kinds of electric charge.

21. Similar charges repel and dissimilar charges attract.

22. Some things may be cold, others may be hot.

23. Degree of hotness of an object is its temperature.

24. ... mometers are used to determine temperature.

25. Temperature is measured usually on two scales: Centigrade and Fahrenheit.

26. Water boils at about 100° C(212° F).

27. Ice melts at 0° C(32° F).

28. Normal temperature of human body is about 98°½ F.

29. Light bounces off when it strikes objects. This bouncing off of light is called reflection.

30. We can see things when light is either emitted by them or reflected from their surfaces.

31. The moon is a non-luminous body. Moonlight is reflected sunlight.

32. Sun light consists of seven colours.

Earth and Universe

1. The earth rotates on its axis.

2. Day and night are caused by the rotation of the earth.

3. Sun, moon and stars rise in the east and set in west due to axial rotation of the earth.

4. Sun rises in the east at different positions during different seasons.

5. The pole star does not change its position with time. It is the only star that seems fixed.

6. The constellation, Big Bear, seems to move round the pole star.

7. 'Pointers' of the Big Bear indicate location of the pole star.

8. Direction of the pole star is the direction of north.

CLASS—V Age 9+

Living Things

1. Animals come from pre-existing parents and grow to be like their parents.

2. Some animals (hen, frog, fish) are hatched.

3. Some animals are born.

4. Some animals (insects) pass through stages of structural change before maturity is reached.

5. Some baby animals that cannot move competently are fed and protected by the parents.

6. Most plants grow from seeds.

7. Inside the seeds is a baby plant which grows into a new plant of the same kind.

8. Plants pass through a cycle from seed to seed.

9. Seeds are dispersed in many ways

10. Some plants grow from bulbs.

11. Some plants grow from parts of stems and leaves.

12. Plants need manure and fertilizers for proper growth (special emphasis on crops).

13. Different crops are cultivated in different ways.

14. We use different foods (cereals, meat, egg, fish, vegetables and fruit).

15. Proper proportion of different types of food constitutes balanced diet.

16. Balanced diet is important for maintaining proper health.

17. Sickness is caused by unhygenic food and unhygienic living conditions.

18. Hygienic habits are necessary for healthful living.

Matter and Energy

1. Matter is made up of atoms. Different types of matter have different kinds of atoms.

2. Atoms can join together to form molecules.

3. The freedom with which the molecules of substances can move determines its state (Kinetic Molecular explanation of three states).

4. Water keeps its level due to gravitational force.

5. Water supply system makes use of flow of water under gravity.

6. Rain water picks up dust and microbes from the air.

7. Some minerals from the soil dissolve in water : mud, sand particles, dead organic matter and microbes found in plant and animal wastes collect in water as suspended impurities.

8. Some of the impurities in water are harmless, whereas others can be very harmful.

(*a*) Small amounts of minerals and gases in water make it taste better other wise it would taste flat without them.

(*b*) Many microbes are very harmful and these must be removed or killed before water is suitable for drinking.

9. In the home, water can be purified by boiling, which kills microbes, and filteration through linen or through earthen pots which removes suspended impurities.

10. For the supply of drinking water to towns and cities water is purified by large filter plants.

11. Aeration and chemicals are used to kill microbes.

12. Waste materials from factories and untreated wastes and sewerage from cities pollutes water.

13. Water vapours in air give rise to clouds, rain, hail and snow. There are many types of clouds.

14. Difference of temperature gives rise to wind storms.

15. Levers give us advantage in moving things.

16. Wheels help us in moving things.

17. Pulleys make it easier to lift things.

18. Inclined planes help us in moving things.

19. Wedges help us in moving things.

20. Levers, wheels, pulleys, inclined planes and wedges are simple machines.

21. Changes are due to energy.

22. There are different forms of energy—mechanical energy, heat and light energy, electrical energy, atomic energy.

23. Heat energy produces some changes—change of temperature, change of state and change of volume (Kinetic Molecular explanation).

24. Heat energy is produced in burning.

25. Three things are needed for burning to take place—fuel.

(*a*) a fire needs a material that will burn, which is called a fuel.

(*b*) a fire needs oxygen.

(*c*) a fire needs enough heat to get the fuel hot enough to burn.

26. To put out a fire we must take away one or more of the three things needed to make a fire.

(*i*) We can remove the fuel.

(*ii*) We can cut off the supply of the oxygen using sand, mud, a heavy woollen blanket or coat, water, carbon dioxide or any other material that will not burn.

(*iii*) Cooling can be effected by using water or any other material that will not burn.

27. When light is reflected, it changes its direction but it still travels in straight line.

28. Transparent materials allow most of the light striking them to pass through. Translucent materials allow some light to pass through and some light to be absorbed.

29. Opaque objects do not allow any light to pass through them, but absorb and reflect the light instead.

30. A material appears colored because when light strikes the material all the colored lights are absorbed except the one which is reflected to the eye.

31. A magnet can attract certain materials (magnetic materials) iron, cobalt, nickel.

32. A magnetic material can be magnetised in many ways.

33. Magnets loose their magnetism by dropping, striking or heating.

34. Matter has two kinds of charges.

35. We can distinguish one kind of charge by rubbing two different kinds of material.

36. Negative charge is due to electrons.

37. Positive charge is due to deficit of electrons.

38. Sound is a form of energy that is caused by vibrating bodies.

39. Sound is reflected when it strikes a hard surface—Echo.

Earth and Universe

1. The sun is a star. It is much larger than the earth.

2. The sun is very far away from the earth.

3. The sun with its nine planets make up the solar system.

4. Planets are non-luminous bodies.

5. Some planets have satellites—moons—around them.

6. Earth's surface is constantly changing due to weathering.

7. Weathering is caused by the action of sun, wind and water.

8. The process of taking away the products of weathering (Erosion) is carried out by water, ice and wind.

9. It is necessary to adopt measures for preventing erosion to conserve the soil.

10. Oceans cover 3/4 of the earth surface.

11. The crust of the earth is thinner under the floor of the ocean than land area.

12. The three main parts of the ocean floor are continental shelf, the continental slope and the basin.

13. Oceans are large reservoirs of food.

Subjects	Classes VI to VIII Age 9 to 10+&11+		
	No. of periods per week (45)	No. of hours per week (30) each period of 40 minutes	Percentage of total time
1. Languages :			
(a) 1st Language	6	4	13.33
(b) 2nd Langauge	4	2.40	8 88
(c) English Compuisory	6	4	13.33
2. Mathematics	4	2.20	8.88
3. Science	3	2.00	6.66
4. Pak/Social Studies	3	2	6.66
5. Health and Physical Education	3	2	6.66
6. Islamiyat	4	2.40	8.88
7. Arts	2	1.20	4.44
8. Vocational	10	6.40	22.22

Explanatory Note on the allocation of time.—In the week the School will function for five full days and one half day as mentioned below :—

(a) For 5 Hours and 20 minutes devided into 8 periods on full working days and 3 Hours 20 minutes divided into 5 periods on half working days.

(b) The working hrs. exclude time for daily assembly (10 miuntes) recess (30 minutes) on full working days and only one short-break, of 15 minutes only on half working days.

Source: Curriculum wing, Ministry of Education.

ELEMENTARY SCIENCE CURRICULUM -- GRADES 6-8

Grade 6

1. Characteristics of Living Organisms
2. Habitat and Environment of Living Things
3. Classification of Living Organisms
4. Micro-Organisms
5. Matter and Energy
   State of Matter
6. Effects of Heat on Matter
7. Atmospheric Pressure
8. Action-Reaction
9. Reflection of Light
10. Electrostatics
11. Current Electricity
12. Magnets
13. Earth and Universe
    Interior of the Earth
14. The Sun
15. The Moon
16. Soil
17. Oceans

Grade 7

1. Structure of Plants
2. Structure of Animals
3. Food and Nutrition
4. Factors Governing Survival
5. Matter and Energy
   Physical and Chemical Properties of Matter
6. Energy
7. Heat Energy
8. Weather
9. Refraction of Light
10. Machines
11. Current Electricity
12. Earth and Universe
13. Seasons
14. Sun's Energy
15. Solar System

Grade 8

1. Cellular Structure of Living Things
2. Cells and Organisms
3. Reproduction in Organisms
4. Matter and Energy
   Structure of the Atom
5. Elements, Mixtures and Compounds
6. Solution, Acid and Base

(Grade 8 Curriculum, continued)

7. Oxygen and Carbon Dioxide Gas
8. Light
9. Current Electricity
10. Sound
11. Earth and Universe
    Movements in the Earth's Crust
12. Revolution of Satellites and Planets
13. Artificial Satellites
14. Comets and Meteors
15. Stars and Galaxies
16. Mineral Resources of Pakistan
17. List of Experiments
18. Teacher Demonstrations
19. Equipment

2331H

ANNEX D-V.6

SEX ROLE IMAGES IN PRIMARY TEXTBOOKS

Dr. Mohammad Anwar, Professor in the Department of Sociology, University of Punjab, Lahore has completed an interesting research project which sheds some light on the image of women portrayed in 105 textbooks for schools and colleges prescribed by the Punjab Textbook Board. It included 8 texts published by the Punjab Board as supplementary readers and 76 additional optional reading books for students. The findings were as follows:

1. The greatest number of characters were portrayed as hailing from the Western society, next being Middle Eastern in origin, followed by characters with Pakistani background, while the Indian sub-continent placed fourth.

2. In each of the ethnic backgrounds of the characters the numbers of males far exceeded the number of females. The Pakistani character ratio was one female to three males. Middle Eastern society, which is usually highly esteemed among the Pakistanis, was portrayed with a ratio of one female to eight male characters.

3. From the three types of books where the Pakistani ethnic background was shown, the highest proportion of females (30%) was to be found in the supplementary books.

4. From the characters in nursery books, 95% were males and only 5% were females.

5. From these 2,217 characters where the background was determined, three-fourths hailed from urban and one-fourth from rural areas.

6. Of all the characters portrayed, more than one-half of them were from the upper class, one-third middle class and those remaining, lower class.

7. In the great number of characters of the upper class, the females were the least represented (only 9%), compared with the highest representation from the lower class (30%).

8. Of all the occupations, the highest frequency of characters portrayed as rurals, the second in order was "service workers," the third was students closely followed by professional, technical and related workers.

9. Females were the least likely to be shown as "learned," "leaders," or "generous," while the main attribute ascribed to them was "domesticated."

ANNEX D-V.7

PROPOSED PROGRAMS FOR SPECIAL EDUCATION

Five-Year Plan for Disabled Children:
Special Education Schools/Institutes
and Administrative Areas

Category (1)	Islamabad (2)	FATA/ (3)	Punjab (4)	Sind (5)	NWFP (6)	Baluch. (7)	A.I.K (8)	NGO (9)	Total (10)
Deaf	2	6	7	2	9	6	4	6	42
Blind	1	4	11	5	11	5	4	6	47
Physically Disabled	1	1	1	2	10	4	-	6	25
Mentally Retarded	1	1	2	2	-	2	-	6	14
Mentally Handicapped	1/6	1/13	-/21	19/30	-/30	-/17	-/8	1/25	22/150

Source: Social Welfare Wing, Ministry of Health and Social Welfare; and Concerned Provincial Departments/Directorates of Social Welfare and Education-1982.

ANNEX D-V.8

CONTRAST OF ALTERNATE AND REGULAR TEACHER TRAINING CURRICULA

Scheme of Studies

A. Alternate Curricula	Regular Curricula
Both PTC and CT will be 45 week duration. There will be 48 periods of 40 minutes duration each and the minimum weekly working hours will be 32.	Both PTC and CT will be 39 weeks duration. A working week of 33 hours. There will be 45 periods of 45 minutes each.

B. Annual Schedule		Annual Schedule	
1. 1st Semester	18 weeks	1. 1st Semester	14 weeks
2. Preparation, Exams	1 week	2. Preparation, Exams	1 week
		3. Short-term Teaching Practice	3 weeks
1. 2nd Semester	18 weeks	1. 2nd Semester	14 weeks
2. Preparation, Exams	1 week	2. Preparation, Exams	1 week
3. Teaching Practice	4 weeks	3. Long-term Teaching Practice	5 weeks
4. Comprehensive Test	1 week		
5. Winter & Spring Breaks	2 weeks	4. Winter & Spring Breaks	2 weeks
TOTAL	45 weeks		39 weeks

C. Primary Teaching Certificate Courses of Study (PTC)		Primary Teaching Certificate Courses of Study (PTC)	
1st Semester	MARKS		MARKS
1. Methodology of Teaching & Evaluation -	100	1. Principles of Education & Methods of Teaching -	100
2. Child Development & Guidance -	100	2. Child Development & Counseling -	100
3. Science & Methods of Teaching -	100	3. School Organization & Classroom Management -	100
4. Language Arts & Methods of Teaching -	100	4. Language & Methods of Teaching -	100
5. Mathematics & Methods of Teaching -	100	5. Mathematics & Methods of Teaching -	100
TOTAL MARKS	500	6. Science & Methods of Teaching -	100
2nd Semester		7. Social Studies & Methods of Teaching -	100
1. Health & Physical Education -	100	8. Islamiyat/Islamic History & Methods of Teaching -	100
2. School Organization & Classroom Management -	100	9. Arts & Practical Arts & Methods of Teaching -	100
3. Social Studies & Methods of Teaching -	100		

Alternate Curricula		Regular Curricula	
4. Islamiyat & Methods of Teaching -	100	10. Health & Physical Education -	100
5. Arts & Crafts (Theory & Practice) -	100		
TOTAL MARKS	500		
Practice Teaching - 4 weeks -	160	Practice Teaching - 5 weeks -	500

D. Teaching Certificate

CT Course of Study (CT)		Teaching Certificate Course of Study (CT)	
1st Semester	MARKS		MARKS
- Perspective of Education in Pakistan -	100	- Theory & History of Education -	100
- Child Development & Guidance -	100	- Child Development -	100
- Methods of Teaching & Preparation of Instructional Materials -	100	- School & Community Development - 100 marks - General Methodology & Preparation of Teaching Aids -	100
- Health & Physical Education -	100	- Counseling, Testing & Evaluation -	100
- Principles of Islam & Ideology of Pakistan -	100	- Organization of Elementary Education & School Management -	100
TOTAL MARKS	500		
2nd Semester		- Islamiyat/Islamic History -	100
- School Management & Community Development -	100	- Social Studies & Methods of Teaching -	100
- Testing & Evaluation -	100	- Special School Subjects & Methods of Teaching (2) -	100
- Islamiyat & Methods of Teaching -	100	Optional Courses (Select 2)	
- One Course from Science/ Humanities/Agro-Tech & Methods of Teaching -	100	1. Mathematics 2. Science 3. Social Studies 4. Languages 5. Arts & Crafts 6. Islamiyat/Islamic History 7. Fundamentals of Agriculture 8. Agricultural Education 9. Fundamentals of Industrial Arts 10. Industrial Education 11. Fundamentals of Home Economics	
Practice Teaching - 4 weeks -	150		

Optional Courses

Group A:
1. English
2. Urdu
3. Social Studies
4. Islamiyat
5. Mathematics

Group B:
1. Science
2. Mathematics
3. Agriculture
4. General Sciences

Agro-Technical:
1. Fundamentals of Agriculture
2. Teaching of Agriculture

Student Teaching:
Short - 3 weeks
Long - 4 weeks

Alternate Curricula	Regular Curricula
Industrial Arts:	
1. Fundamentals of Industrial Arts	
2. Teaching of Industrial Arts	
(Females) Home Economics	

Source: National Committee on Alternate Curricula Education Sector (Third Education Project) Ministry of Education, Islamabad, October, 1978.

ANNEX D-V.9.

CURRICULA--TEACHER TRAINING COLLEGES

Primary Teaching Certificate (PTC) and Certificate of Teaching (CT) Duration of Training

Both the PTC and CT course will be of 39 weeks duration on a non-vacational basis. There will be a minimum of 33 working hours in a week, equally distributed among the subjects offered during a semester. A typical week will be divided into 45 periods of 45 minutes each with a recess of 1/2 hour daily except Fridays. A semester system of education will be introduced. The structure of the courses will be as follows:

First Semester	
Classes	14 weeks
Preparation for Examinations	1 week
Practical Component (Short)	2 weeks
Second Semester	
Classes	14 weeks
Preparation for Examinations	1 week
Practical Component (long)	4 weeks
Practical Component Evaluation	1 week
Winter and Spring breaks	2 weeks
TOTAL	39 weeks

The PTC leads to the Primary Teaching Certificate for grades I-V. The course requirements are mainly in the field pedagogy with emphasis on the methodologies of teaching.

The CT program leads to the Certificate of Teaching for grades 6-8. The course offerings include some general educational cour es in addition to methodology cour es.

Scheme of Studies for PTC Programme--Classes I-V

Part I

Theory

These courses are meant to equip student-teachers with the basic knowledge, teaching skills, educational theories and principles necessary for their understanding of their pupils and the effective development of the teaching-learning process. The student-

teachers will study content courses given at No. 4 to 9 with equal emphasis on how to teach these subjects to primary school children.

Paper I	Principles of Education and Methods of Teaching	100 Marks
Paper II	Child Development and Counselling	100 Marks
Paper III	School Organization and Classroom Management	100 Marks
Paper IV	Language and Methods of Teaching	100 Marks
Paper V	Mathematics and Methods of Teaching	100 Marks
Paper VI	Science and Methods of Teaching	100 Marks
Paper VII	Social Studies and Methods of Teaching	100 Marks
Paper VIII	Islamiyat/Islamic History and Methods of Teaching	100 Marks
Paper IX	Arts and Practical Arts and Methods of Teaching	100 Marks
Paper X	Health and Physical Education	100 Marks

A Modified System of Teacher Training for Primary Schools

In order to provide additional teachers to meet the demands of expanding primary education, the Government has authorized the Provinces to recruit teachers with an "8th grade pass" who have a commitment to undergo training at a later time. The training period can be broken up into a 5 month period followed up by 2 months at a subsequent time and a final 3 month training period to complete the 10 month training program.

The teacher under recruitment can be posted immediately and has 3 years in which to complete the 10 month training program. The initial salary of a trained teacher is paid to the recruitee subject to full receipt of increments once the training has been completed.

Scheme of Studies for CT Programme--Classes VI-VIII

Part I

Theory

The subjects in this area are meant to equip the teacher with the basic knowledge of principles and theories of education and proficiency in the use of modern techniques of teaching. The following are the subjects:

Paper I	Theory and History of Education	100 Marks
Paper II	Child Development	100 Marks
Paper III	School and Community Development	100 Marks
Paper IV	General Methodology and Preparation of Teaching Aids	100 Marks
Paper V	Counselling, Testing and Evaluation	100 Marks
Paper VI	Organization of Elementary Education and School Management	100 Marks
Paper VII	Islamiyat/Islamic History	100 Marks

Paper VIII	Social Studies and Methods of Teaching	100 Marks
Paper IX and X	Special School Subjects and Methods of Teaching (2 courses)	200 Marks

Two courses will be selected out of the following specific school subjects carrying 100 marks each:

1. Mathematics
2. Science
3. Social Studies
4. Languages
5. Arts and Crafts
6. Islamiyat/Islamic History
7. Fundamentals of Agriculture
8. Agricultural Education
9. Fundamentals of Industrial Arts
10. Industrial Education
11. Fundamentals of Home Economics
12. Another subject approved for the scheme of studies.

Part II

Teaching Practice

This will be conducted in two parts; namely, short-term practice and long-term practice.

Scheme of Studies for the OTC
(Oriental Language Teachers Certificate)

Duration of Training

OTC Course will be of 48 week duration on a non-vacational basis. There will be a minimum of 33 working hours in a week, equally distributed on the subjects offered during a semester. A typical week will be divided into 45 periods of 45 minutes each with a recess of 1/2 hour daily except Friday holiday; a semester system of education will be introduced. The structure of the courses will be as follows:

1.	1st Semester	18 weeks
2.	Examination and Preparation	1 week
3.	Short-term Teaching Practice	3 weeks
4.	2nd Semester	18 weeks
5.	Examinations and Preparation	1 week
6.	Long-term Teaching Practice	5 weeks
7.	Winter and Spring Breaks	2 weeks
	TOTAL	48 weeks

OTC Courses

First Semester: General Methods of Teaching and Preparation of Teaching Aids; Child Development; Teaching of Mother Tongue (Sindhi/Urdu); Mother Tongue Subject Matter (Sindhi/Urdu); Health and Physical Education.

Second Semester: School Organization; Islamiyat and Ideology of Pakistan; Arabic/Persian Subjects Matter; Teaching of Arabic/ Persian.

System of Evaluation

There will be an internal system of evaluation of the theory papers undertaken during a semester. The final evaluation of practical teaching will be made jointly by the head of the institution or his nominee and one external examiner appointed by the Director, Bureau of Curriculum and Extension Wing, Sind. The OT certificates will be awarded by the Provincial Bureau of Education.

Proposed Scheme of Studies for OTC Program

Part I

Theory

These courses are meant to equip student-teachers with the basic knowledge, teaching skills and educational theories and principles necessary for their understanding of their pupils and the effective development of the teaching-learning process. The student-teachers will study content given at Nos. 4 to 9 with equal emphasis on how to teach these subjects to primary school children.

Paper I	General Methods of Teaching and Preparation of Teaching Aids	100 Marks
Paper II	Child Development	100 Marks
Paper III	School Organization	100 Marks
Paper IV	Teaching of Mother Tongue (Sindhi/Urdu)	100 Marks
Paper V	Mother Tongue Subject Matter (Sindhi/Urdu)	100 Marks
Paper VI	Islamiyat and Ideology of Pakistan	100 Marks
Paper VII	Health and Physical Education	100 Marks
Paper VIII	Arabic/Persian Subject Matter	100 Marks
Paper IX	Teaching of Arabic/Persion	100 Marks

Part II

There will be 30 lessons of 100 marks in all during the year, out of which 15 lessions will be for Mother Tongue and the rest, 15, for Arabic/Persian.

Two (2) lessons of 50 marks each will be demonstrated at the Annual Test.

Scheme of Studies for ATC (Art Teachers Certificate) Training

Duration

This course will be of 40 weeks duration excluding vacations and other holidays. It will run on semester system lines and there

will be a minimum of 33 working hours in a week.

The structure of the courses will be as follows:

1.	1st Semester	17 weeks
2.	Preparation and Examination	1 week
3.	2nd Semester	17 weeks
4.	Practice Teaching	3 weeks
5.	Preparation and Examination	2 weeks
	TOTAL	40 weeks

Subjects

1.	Still Life	100 Marks
2.	Design	100 Marks
3.	Expressional Painting	100 Marks
4.	Representational Painting (Nature Study and Flower Painting)	100 Marks
5.	Sketch from Life	100 Marks
6.	Plane geometry, scale and lettering and simple projectional drawing	100 Marks
7.	Art Education (Theory Paper)	100 Marks
8.	History of Art (Theory Paper)	100 Marks
9.	Craft Work	100 Marks

The craft work paper will contain the following four fields, out of which the candidate will choose any one:

1. Cloth Printing and Colouring
2. Clay Modeling
3. Paper Mache
4. Any local craft

10.	Teaching Practical Work	100 Marks

Note: Every candidate is required to pass the Internal as well as Annual Test.

ANNEX D-V.10

The Education Extension Center
Punjab Province, Lahore

Inservice training of teachers is of particular importance since so many teachers are entering the profession without adequate training. There is an equal need to refresh the training of all teachers in the system. The inservice network is working overtime to make a dent in this formidable task but despite efforts, budget and staff, limited advances have been made to meet even minimum goals. All provinces have Education Extension Units for delivery of inservice training. This study gives an account of some interesting work of just one of these excellent centers located in Lahore.

The GOP provided funds in 1959 for the establishment of the Education Extension Center for the Punjab Province. The Ford Foundation also provided sizeable funding.

In accordance with the charge given to this organization by the National Commission of Education of 1959, the following purposes and objectives were stated:

1. To initially provide training for the administrative staff of Departments of Education, to inspectors, Headmasters, and content experts for multi-purpose schools.

2. To provide leadership in the provision of educational support services to the provinces.

3. To formulate, put in order, and implement inservice training programs for teachers, administrative and supervisory staff, for the purpose of increasing their capacity for higher level performance of their professional duties

Its duties and responsibilities remain the same today but also include:

1. Assist with the task of developing, giving advice for implementation, and offering suggestions for ongoing curriculum development at the national and provincial levels.

2. Select, evaluate, and utilize the assistance of other institutions to participate in the provision of educational inservice training activities.

3. Design and produce pertinent materials aimed at the improvement of teachers' instructional skills.

4. Participate in the design and actual development of textbooks.

5. Participate by offering counsel and attendance at key meetings with the aim of improving the pupil evaluation system and those bodies responsible for the formulation, conduct, and assessment of scheduled exams.

PROGRAMMING

The Education Extension Center provides a wide selection of courses in the subjects of science, mathematics, languages (Urdu and English), social studies, religious studies and home economics. Likewise, the Center caters to the administration and supervisory corps by offering courses in educational management and supervision. The Center provided the inservice and training course for the teaching and supervisory staff who participated in the initial stages of of the incorporation of Mosque schools in the primary education system. In 1979, the Center initiated a program aimed at improving the skills of primary level Supervisors. The programs reached about 450 Assistant District Education Officers. In addition, the project provided 21 jeeps for female DEOs as well as 262 motorbikes for 262 male DEOs.

The Center has already completed some action research projects. They have:

1. Collected and analyzed data from questionnaires administered to supervisors and AEOs, to ascertain their current practices of supervision.

2. Developed a battery of tests (pre and post) designed to assess the effectiveness of its own inservice courses.

3. Developed 12 supervisory primary school reading books for primary teachers. These books met with great success in boosting the completion of training for 4,503 primary teachers in 104 courses of one week duration from April 1979 to January 1982.

Many teachers on the job desire inservice training and the EEC tries to accommodate 20% of the total number of teachers in the Province annually. However, this is subject to Center funding. If funding is abundant the Center proceeds with its goal of 20%. If the funding is lacking, the Center will proceed with whatever training percentage is dictated by the available funding. There are 98,000 teachers in the Punjab and normally when the budget is in place, 19,600 primary teachers would benefit. Only PCT holders and above are offered this training program.

The training period consists of 29 working days and the training period is predominantly during the vacation periods, but it functions as well when school is in session. All primary schools in the Punjab Province have two teachers, so one keeps store while the other participates in the training program. The duration of the program is 28 working days. Selection is made at random at the various District, tehsil and markaz levels.

The Center works on the plan of a 5 year cycle which tries to provide one inservice opportunity during this period. Upon completion of the course, the teacher receives a certificate of attendance. However, this professional growth seldom reflects a salary raise or the granting of a bonus for the effort of self improvement.

Composition of Curriculum Committees

The committees are constituted by obtaining nominations of suitable persons from the Boards of Intermediate and Secondary Education, the Provincial Education Departments, the Textbook Boards and other research organizations such as the Institutes of Education and Research at Lahore, Hyderabad, Peshawar, Dera Ismail Khan, the College of Education at Karachi and the Department of Education of Baluchistan University, Quetta. These arrangements ensure the involvement of experts in the process of curriculum development. The composition of the committees at provincial and federal levels is given below:

Provincial

* Representatives of the Provincial Curriculum Centres
* Supervisors
* Teachers
* Educational Administrators
* Subject Specialists from the schools, colleges, universities and other research organizations.
* Representatives of the Textbook Boards.
* Representatives of the Boards of Intermediate and Secondary Education.
* Teacher Trainers.

ANNEX D-V.11

INCOME GENERATING PROJECTS (UNICEF)

Sweepers Colony Primary Education School: Introduction of Income Generating Activities in Girls Primary Schools

The purpose of the experimental project in the Province of Sind is to make the primary school curriculum more relevant in order to attract and increase the schooling time of young female students. The pilot project is to be extended to a total of 150 schools, 30 in Karachi and 120 in the Hyderabad region. The main focus of the program is the placement of income generating activities in the IV and V grades. The items produced by the females are marketable and the income generated by the sale of these products provide incentive and motivation for schooling not only on the part of the students but by the parents as well. Every year in the Province of Sind two primary schools will be selected for this pilot project, 6 schools from 3 districts in Karachi, and 24 from the 12 districts of the Hyderabad region.

In charge of the project are the Directors of School Education from Karachi and Hyderabad. Two teachers per school will be trained to teach the skills in grades 4 and 5.

The proposed activities are sewing, stitching and embroidery of items which are marketable in the local setting. Students can earn between 30 to 40 rupees per month while pursuing academic studies. The program has high hopes of attracting more female students in the primary school and to keep them around a while longer. Results of the first phase of the program are favorable and provide optimism for the continuance and expansion of the project.

Income Generating School for Female Middle School Students

A sweepers colony private schools for girls met with a great deal of success recruiting and increasing the staying power of females by choosing the carpet making industry as the center of school activities. The industry accommodates 90 girls engaged in rug manufacturing for the ultimate sale in the open market. The students are paid approximately Rs. 30 per week and if sales are good there is a profit sharing scheme which provides additional funds per student.

While working in shifts students pursue academic studies under the tutelage of qualified teachers. The regular government curriculum and textbooks are used and the school day is between 5 1/2 and 6 hours. The students shift back and forth from their studies to rug making and are highly motivated to do well in both activities. The quality of their products have been recognized and they are presently behind on their orders from hotels and general public consumers. The students academic work has passed expectations. At first students came to school only for the opportunity to earn some money. Now they are motivated to do well in their studies because they realize the short time limitations of the rug making industry and want to be prepared to do something else when this time comes.

The school has an open enrollment of 90 students. There is a great demand for enrollment but the limitations of the rug industry impedes greater intake. The school provides a mid morning snack and lunch. The atmosphere of the school is very conducive to good education and ways should be sought to replicate such an innovation in other location to increase female education.

2331H

ANNEX D-V.12

A REVIEW OF THE USAID 1970 EDUCATION SECTOR PAPER; 1973/74 PAKISTAN SECTOR ASSESSMENT; AND THE 1977 PAKISTAN PRIMARY EDUCATION PROJECT PAPER

The three documents reviewed contained similar content in the interest of providing three essential dimensions for the development of an effective primary school education system. These dimensions were as follows:

1. Provision of an infrastructure (physical facilities, teachers, instructional materials, furniture and equipment) to accommodate greater numbers of students for an education which promises significant measures of quality.

2. Provision for higher combined participation rates (especially females in rural areas at every educational level).

3. Provision for greater retention capability of the primary school system and increased ability to provide for a balanced student flow through the classes of each educational cycle.

The formulation of innovative strategies to make needed adjustments in the primary education system differed in the three USAID documents but were designed to bring about similar outcomes. The three documents were in complete harmony, relative to the need to establish a solid base of primary schooling for short and long term socio-economic development. A common theme throughout the documents was the need to strengthen the teachers' capacity through significant improvement in preservice and inservice training programs, to change the type of supervision offered classroom teachers and to increase the frequency of school visits by supervisory staff.

Some of the similar themes discussed in the three documents were:

1. The expansion of primary education to expedite the achievement of primary education as well as mass literacy and to improve the efficiency of primary schooling.

2. The development of technical education to meet the requirements of middle level human resources.

3. The close relationship of the secondary education curricula to the work world by increasing offerings in science, mathematics and technology.

4. The establishment and maintenance of a priority for primary school funding with support for secondary and higher education to remain at relatively on-going levels.

Despite the formulation of Five-Year Education Plans, educational development resulted in minimal gains. The following problems continued to persist:

- the low level of performance by the primary school system (drop-out rate, 50%; repeaters, 10-15%);
- the difficulty of achieving quality improvement of the system;
- the irrelevant curricula which continued to be divorced from actual living and purpose in the villages; and
- the low quality of teachers which impedes efficient performance in the classroom.

5. The inability of the management system to translate policies, plans and programs into action; perhaps resulting in...(6).

6. The low order of financial priority given to primary education and its continuous competition for funds with secondary and higher education.

USAID SECTOR PAPER: EDUCATION AND MANPOWER (1970)

In July, 1969, the Ministry of Education published proposals for a National Educational Policy which provided the base for educational reform. The policy document, however, was issued in March, 1972. The following goals for educational development were established:

1. Compulsory attendance in grades I-V and universal enrollment up to grade V by 1980, with additional enrollments of 5.1 million.
2. Extension of basic education from five to eight years.
3. Literacy education for 5 million adults.
4. Introduction of science education at the primary school level.
5. Massive shift of students to technical and vocational education with emphasis on agriculture.
6. Crash programs for teacher training (128,000).
7. Emphasis on quality in primary level education.
8. Decentralization of educational administration.
9. Creation of a fund for the conduct of research.
10. Institution of national fellowships and national professorships.
11. Establishment of a National Council of Education for widespread national participation in the formulation of educational policies and programs; and
12. Increased concern for student amenities including fee concessions, more scholarships, low-cost textbooks, book banks, better residential accommodations, improvement of food and transport facilities.

The priorities of the government for promoting educational development were:

- accelerating the growth of primary education while making a "selective" attack on the problem of adult illiteracy;
- reorientation of secondary schools towards scientific, technical and vocational education;
- raising the productivity of the higher education system;
- establishment of programs of research and evaluation of education and training; and
- the improvement of the quality and status of teachers.

Four major policy decisions which caused controversy were:

1. The resources used to expand rural primary education would be seen as depriving the growth of higher education. On the other hand, it had been the high level of support to higher education which had stunted the growth of primary education for such a long time.
2. A second issue was the emphasis to be placed on the careful selection and control on enrollments in secondary and higher education institutions.
3. The plan to divert 40% of the students into technical/ vocational studies was an issue in terms of the scarcity of facilities, equipment, staff and instructional materials. Most of all, it was a problem of assisting reluctant students to make career choices in these fields of study.
4. The proposal to base teacher promotion on productivity was a departure from usual procedures of promoting on the basis of seniority. Some attitudinal changes would be needed in order to make this proposal acceptable.

The USAID education assistance policies were as follows:

1. To assist the establishment of functional literacy programs for young persons and adults.
2. Assist the organization and development of materials and training programs for teachers of illiterates.
3. The diversification of curricula in secondary and higher levels of education with emphasis on technical and scientific content.
4. The promotion of educational research to improve educational planning.
5. The promotion of low-cost book publishing. Providing up-to-date textbooks, reference books, and other materials at a low price and in quantities appropriate to the need.
6. The enhancement of programmed instruction. Assisting one or more of Pakistan's graduate schools of education to train writers of programmed instruction materials, to produce and experiment with those materials in formal class situations in out-of-school functional literacy experiments.

Problem Areas

1. The need to subsidize primary school and functional literacy programs with modified financing of secondary and higher education.

2. The need to assess the balance between development and recurrent expenditures.

3. Need to find ways of supporting spiraling costs of teacher preparation, salary increases for teachers and increased enrollments of female education requiring separate facilities.

4. The redirecting of 40% of the students into vocational/ technical education presented the following problems:

   - lack of enthusiasm for this type of education by both students and parents; and
   - high costs of technical/vocational education as well as short supply of facilities, equipment and teachers.

5. The need to maintain the quality of higher education despite modified financial support. The need for a careful selection of students and some measure of control on enrollments.

6. The development of a textbook planning cell and the initiation of a reprint project to publish U.S. science, mathematics and technology textbooks .

7. The solution of problems which the federal government left to provincial governments were:

   - role of religious schools;
   - national vs. regional vs. language usage;
   - organization of decentralized administration; and
   - college and university autonomy and self-rule.

THE 1974 PAKISTAN EDUCATION SECTOR ASSESSMENT

The 1974 Pakistan Education Sector Assessment focused attention on the needs of rural areas as well as agencies which might provide assistance for its overall development. Relative to rural development it stressed the need to improve the quality of life. In the provision of educational services unit costs were to be given consideration. In this regard, formal education appeared to be the most economical. The People's Open University and Integrated Rural Development Programs were both costly and characterized by top-heavy administration reducing its working effectiveness in rural areas.

The attainment of a 70% primary school participation rate was viewed as essential in socio-economic development plans. It suggested further that alternate shifts of boys and girls in the same school would assist the expansion of educational opportunity. It was suggested that even if the rural children only completed the first three grades, they might have acquired some of the basic learning skills and that it was reasonably cost effective.

The report called attention to the need for professionally trained teachers. The contention was that preservice education of primary teachers was shallow and should be increased to at least two academic years instead of the present 48 week programs.

A strong inservice primary school teacher program was emphasized to be implemented in designated centers located in key places in the provinces. Courses, field experiences, seminars and other upgrading activities for the supervisory corps were also recommended. All forms of educational delivery systems were to be provided to upgrade teachers and supervisors: traditional class settings, workshops, get-togethers, radio, television and print materials.

Four strategic areas were cited for the development of project proposals:

1. The Improvement of Teaching at the Primary Level. Supervisors would be trained to make visits to the classrooms and to diagnose the work of the teacher. Teachers would be given lodging in an appropriate center and participate with the supervisors in seminars, classes or workshops on curriculum revision and development and of improved teaching practices. Video tapings of good teaching models might be shown to teachers in addition to TV presentations and other teaching media.

2. Improvement of Education in Rural Areas. The provision of effective teachers for primary rural classrooms and rewards in recognition of their good teaching. The provision of effective supervision through special training of personnel. A relevant primary school curriculum for rural school youth to enable students to participate in agriculturally oriented activities at various points in the school system. The curriculum should provide some assistance for a more effective transition from school to life and employment in the community.

3. Reaching the More Capable Students. The need for creativity and imagination on the part of teachers to deal with a wide range of individual talent. It is essential to train and to continue to retrain teachers to assist them to operate at an acceptable and higher level of performance. Students will gain little from teachers who use antiquaited methods and require rote memorization of knowledge.

4. Support to Expansion in Primary and Middle Schools. The report emphasized the need for science equipment which would, hopefully, change the teaching approaches to science. An orientation of the highest level Ministry and provincial officials would prepare them to offer inservice training courses to primary and middle school teachers.

Planning Studies

1. The collection and analysis of data and information relative to the physical, human and financial resources required to expand the primary school system to cover the 5-9 age group.

2. Similar data relative to the numbers, qualifications and sex, relative to teachers and replacements.

3. Studies of different curricula as well as teaching strategies and pupil evaluation for the improvement of primary school education.

4. Federal and provincial officials should have access to training which could be facilitated through a network of planning, school administration and management institutions.

5. Education Councils should be helpful at all levels in assisting with planning, consultation, implementation and the evaluation of education.

PAKISTAN PRIMARY EDUCATION PROJECT PAPER, SEPTEMBER 20, 1977

AID's envisaged strategy for the development of primary education was designed with the aim of promoting greater financial and efficiency efforts in the development of the primary school system.

An initial loan of $7 million was to be focused on quality and efficiency efforts by strengthening teacher training programs, the production of instructional materials, making planning more efficient and increasing management capabilities as well as improving the physical environment for learning.

The main problems of the primary education system were identified as follows:

- inadequate coverage of the primary school clientele;
- imbalances of educational opportunities between urban and rural children with greater opportunities for urban children;
- imbalances between educational opportunities for males and females favoring males in all the provinces;
- high wastage in the form of drop-outs and repeaters;
- weak management and supervisory system, especially at the lower echelons; and
- variance of quality in urban and rural schools with a higher quality level in urban schools.

It was felt that in order to bring about qualitative improvement, the Ministry of Education should take action to reorganize and improve the administration of schools, improve and expand preservice and inservice primary teacher training programs, improve the curriculum and instructional materials and focus attention on the improvement of the physical facilities.

Support of Project Activities in the Provinces

1. In the province of Punjab, support was to be given to the supervision and training of teachers for the upgrading of center schools. Three hundred of 6,000 schools would participate.

2. In the Sind province, assistance would be given for the modernization of 7 existing teacher training centers. These centers would provide inservice training for 350 satellite primary school teachers.

3. In the NWFP, the project would support the improvement of existing inservice teacher training centers, the upgrading of rural school plant facilities and the provision of school furniture and living quarters for female teachers.

4. To be supported also by the project were studies relative to management and organization as well as special pilot experiments on low-cost school buildings, village level teacher assistants, parent incentives and adult education.

5. School mapping would be encouraged to provide information relative to:

   - availability and physical condition of schools as well as their current enrollments by sex;
   - a determination of under or over-utilization of facilities as well as shortages or excess of teaching staff; and
   - A determination in which locations expansion and replacements of schools would be most appropriate.

6. The project would support teachers and be reflected through incentives, promotions, training, awards, living conditions, supervisory assistance and the provision of useful guides and other teaching aids.

7. A review of textbook content and utilization by teachers would be undertaken.

8. A needs assessment study would be made of parental financial needs relative to scholarships, free textbooks and writing materials, school uniforms and free school lunches.

9. A study on school attendance problems was recommended.

10. The project had concern for more female education and urged further exploration of using untrained females from local communities as teachers. Initial inservice training would be provided for a longer period of time once teachers were on the job.

11. The project emphasized a greater intake of females in the primary education system. Studies have shown that as women are educated, they tend to have fewer children. With only a 2% participation rate of women in the labor force, more females need to be educated and make a contribution to the socio- economic development plans of the country.

The memorandum for the Development Committee follows the same aims and goals for primary school development as those included in the Fifth and Sixth Five-Year Plans for education. The problems of primary education were well identified and project activities were well designed to assist the improvement of management and to reduce pedagogical deficiencies.

2353H/7.86

ANNEX D-V.13

A BRIEF REVIEW OF THE FIFTH AND SIXTH FIVE-YEAR PLANS FOR EDUCATION

Some Common Objectives

- expansion of primary education to facilitate primary education and mass literacy for greater numbers and to raise the performance level of primary schooling;
- emphasis on technical and vocational education in order to provide the middle level human resources needed;
- revision of curricula in secondary and higher education to strengthen science, mathematics, and technology to increase the employability of youth; and
- increased allocations to primary education expansion and quality goals.

The Fifth Five-Year Plan (1978-83)

The Fifth Five-Year Plan layed out a comprehensive scheme to increase female education enrollment in primary schools. It was envisioned that during the Plan period (1978-83) female education enrollment would reach the 58% level. If this could be achieved, it would raise the participation level of females from 33%-45%. With emphasis on female education it was hoped that an annual average rate of increase in enrollment would be 9.6% for girls as opposed to 7% for males.

School construction priorities were to be for new schools and improvement of existing schools for girls. It was proposed to design all new schools for possible matriculation by both sexes. Construction of schools for girls only would continue only in areas where co-education was not acceptable.

In order to increase educational opportunity the utilization of double shifts would be necessary. In order to encourage female teachers to teach in rural areas, 5000 residences would be provided.

The Sixth Five-Year Plan (1983-88)

The Government continued with a similar line of educational development in the Sixth Plan. Its emphasis was again on the expansion of primary, secondary and mass literacy programs. The allocation of financial resources would favor female education in disadvantaged areas with the reductions for support of higher education. The Government at the same time, was to encourage and expect more assistance from the private sector for the provision of education.

The envisioned expansion of primary education was for an increase of 5.3 million students. This would:

- raise the participation level from 50 to 70%;
- entail the construction of 44,000 new schools;
- improve 25,000 existing schools; and
- provide 150,000 teachers.

The mosque school scheme was to be expanded to accommodate students in grades I-III. It was hoped that these three years plus grades IV and V could become an obligatory five year cycle.

The ambitious plan envisioned the universalization of male education at mid point in the plan period, and the same for females by the end of the plan period. A full sense of commitment by the Government was pledged. Since the low performance level of the primary school had been problematic it was felt that the expansion of primary education should be accompanied by a qualitative dimension.

The Plan focused on rural education development with children, youth and adults as the beneficiaries. The expansion of physical facilities would provide places for the combined primary school aged population. The mass literacy program would extend to 10.5 million adults, especially females, enabling them to acquire literacy skills to lead a more productive life."

ANNEX E.

BIBLIOGRAPHY

FEDERAL GOVERNMENT OF PAKISTAN

Academy of Educational Planning and Management

Ahmad, Mirza Tauhiduddin. Advanced Level Workshop on Universalization of Primary Education at National and Sub-National Levels. AEPAM. n.d

_____. Manual of Statistical Measurements of Wastage in Education. AEPAM. n.d.

_____. Alumni and Research Persons in Training Workshops/Seminars/Programs, 1982-83. AEPAM. January, 1986.

Evaluation Study of Overseas Scholarship Projects of the Ministry of Education. AEPAM. June, 1985

Farooq, R. A. Structure and Organization of National Institutes in Pakistan. (Case Study Undertaken For UNECSO, Paris). n.d. (mimeo)

_____. Comparative Study of Pre-primary Education in Different Asian Countries. n.d. (mimeo).

_____. Japanese System of Education and its Practicability in Pakistan. AEPAM. Ialamabad n.d.

Ghafoor, Abdul. Analysis of Debates on Education in the National Assembly. AEPAM. Islamabad. July, 1985.

_____. Background Study on Technician Education Policy Formulation in Pakistan. AEPAM. March, 1984

_____. Content of General Education in Relation to Occupational Training in Pakistan. AEPAM. December, 1985

_____. Development of Human Resources, Population, Manpower, and Employment Policies in Pakistan. AEPAM. June, 1984.

_____. Effects of New Trends in Educational Financing on Plan Objectives: Equity, Quality, Efficiency. AEPAM. Islamabad. March, 1982.

_____. Innovative Experiments in the Optimal Use of Financial Resources for Education in Pakistan. AEPAM. Islamabad. July, 1985.

_____. Social Welfare Infrastructure and Facilities Provided by the Rural Councils in Pakistan. AEPAM. August, 1984.

_____. Unit Cost for Higher Education. AEPAM. Islamabad. January, 1985.

Hussain, Tahir; Shah, R.A.; Shahid, Parveen. Higher Education and National Development. AEPAM. n.d.

Joint Pakistan-UNESCO Team for Project Development Report (May 5-10, 1984) AEPAM. 1984.

Khanspur, Ayubia. Planning and Development Course for College Principals on Planning and Management of Education. (6 Aug-11 Aug, 1983). AEPAM. 1983

Khawaja, Sarfraz. Conceptual Paper on New Developments in Primary Education in Pakistan. AEPAM. Islamabad. December, 1985.

_____. Documentation of Educational Research in Pakistan, 1947-1985. AEPAM. July, 1985.

_____. Primary Education in Pakistan and Other Countries. AEPAM. November, 1985.

_____. Promotion of Girls' Education in Context of Universalization of Primary Education. AEPAM. Islamabad. September, 1985.

Malik, Said R. Study of Drop-Outs in Primary Schools in Pakistan. AEPAM. Islamabad. December, 1985.

Nwankwo, John A. Pre-Service Training Program in Educational Planning and Management. (Course Packages and Unit Contents for Users and Resource Persons). AEPAM with UNESCO. April, 1984

Orientation Course for School Administrators. (30 April-7 May, 1984). AEPAM. May, 1984.

Performance of Education Planning, Management, and Supervision System as Evidenced in a School Study, Abbottabad District. AEPAM. 1983

Perspective of Educational Planning and Management in Pakistan, Inaugural Seminar. AEPAM. Islamabad. March, 1984.

Report on Group Training Course #4 in Basic Concepts and Processes of Educational Planning, Management and Supervision for District Education Officers, Oct 29 to Nov 10, 1983. AEPAM. 1983.

Report on the Seminar for the Deans of Universities. (22-25 July, (1985) AEPAM. August, 1985.

Statistical Profile of the School System in Pakistan. AEPAM. 1984.

Study on Education of Talented Students From Rural/Underdeveloped Areas in Cadet Colleges and Public Schools. AEPAM with Ministry of Education. January, 1986

Study on the Status of Load of Basta in the Primary School. AEPAM. Islamabad. January, 1980.

Tauhedudin, Mirza. Manual of Statistical Measurements of Waste in Education. AEPAM. n.d.

Universalization of Education at Primary Level. (A Training Course with UNESCO). AEPAM. Islamabad. November, 1984.

Work Plan 1986-86 Resume of Previous Projects and Future Programmes. AEPAM. June, 1985.

Workshop on Planning and Management of Education at District/Tehsil Level AEPAM. 1983 (mimeo).

Census Organization

Housing and Population Census of Pakistan 1980-1981. Bulletin #5 Provisional Tables. Baluchistan. July, 1981.

Federally Administered Tribal Areas

Khan, Al-Haji Kifayattulla. Progress of Education in Federally Administered Tribal Areas. F.A.T.A.

Federal Bureau of Statistics

Social Indicators of Pakistan. Statistics Division. Government of Pakistan. Karachi. 1986

Literacy and Mass Education Commission - LAMEC

Annual Report 1984-85. LAMEC. Islamabad. 1985.

Chaudhary, A. Rahim. Literacy A New Thrust. LAMEC. Islamabad. n.d.

Khan, Arshad Saeed. Literacy-A Slogan or Committment? LAMEC. n.d.

Muzaffer, Ali Qureshi, ed. LAMEC Letter. Vol. #1, No. 3.

National Education Council

Primary Education Improvement - Desired Measures. Document prepared for the Primary Education Committee, Ministry of Education Bhatti, Afzal, Nadeem, Hashmi, Khalid, Shireen. Islamabad. May 1986.

MINISTRY OF EDUCATION

Ahmad, Laeek. National School Mapping Survey: Baluchistan. Primary and Non-Formal Wing. 1984

_____. National School Mapping Survey: N.W.F.P. Primary and Non-Formal Wing. 1984.

_____. National School Mapping Survey: Sind. Primary and Non-Formal Wing. 1984.

Action Plan for Educational Development. Planning and Development Wing. 1984.

Basic Curriculum Classes for I-V as follows: Mathematics; Science; Social Studies. National Bureau of Curriculum and Textbooks. Curriculum Wing. Islamabad.

Basic Curriculum for Classes VI-VIII as follows: Science; Social Studies; Health and Physical Education; Agro-Technical Studies; English Language Studies. National Bureau of Curriculum and Textbooks. Curriculum Wing. Islamabad.

Detailed Alternative Curricula for PTC and TC Programmes. National Committee for Alternative Curricula. Education Sector (Third Educational Project). MOE. October, 1984.

Educational Policy 1972-1980. 1972.

Educational Research and Evaluation - 15 August-September, 1983. Primary and Non-Formal Wing. June, 1984.

Education Review: Journal of the Ministry of Education. Vol 1. No 2. n.d.

Education Review: Journal of the Ministry of Education. Vol 1. No 4. n.d.

Education Review: Journal of the Ministry of Education. Vol 1. No 5. n.d.

Elementary Arts and Crafts Curriculum for Classes I-V. Curriculum Wing. Islamabad. 1979.

Kalim, M. Saddiq. Report on the Primary School Curriculum, Evaluation, Research Project. Curriculum Wing. November, 1979.

National Achievement Tests, Protocol Analysis. Primary and Non-Formal Wing. Islamabad. 1984

National Education Policy and Implementation Programmes. 1979.

National Institute for Communication through Education (NICE) PC-1. Primary and Non-Formal Wing. n.d.

National School Mapping Survey. Primary and Non-Formal Wing. June, 1984.

Primary Education Project: (Draft) Comprehensive Report. Primary and Non-Formal Wing. 1983.

Projects for Foreign Assistance 1983-1988. MOE Report for World Bank. 1983.

Project Synopses for Educational Development (1983-88). November, 1984

Proposals for New Education Policy. July, 1969.

R.E.A.D. Evaluation Report. Rural Educational And Development Project. Primary and Non-Formal Wing. 1985.

R.E.A.D. Outline and Scope of Work. Rural Educational And Development Project. Primary and Non-Formal Wing. 1985.

R.E.A.D. PC-1. Primary and Non-Formal Wing. n.d.

Report of National Workshop on Modern Techniques of Teaching English. MOE in Collaboration with the Pakistan American Cultural Center. Karachi. November 19-December 7, 1978.

Statistics on School Education and Higher Education 1977-78 to 1983-84. Central Bureau of Education. Islamabad. 1985.

Teacher's Performance in the Classroom. Primary and Non-Formal Wing. September, 1983.

MINISTRY OF FINANCE

Annual Plan, 1982-83, Part II: Sectoral Programmes. Planning Commission. 1982.

Detailed Annual Plan 1985-86. Planning Commission. Islamabad. November, 1985.

Federal Government Public Sector Development Programmes. Planning Commission. 1985.

5th Plan, 1977-1983 Volume II: Economic Framework. Planning Commission. 1977.

Pakistan Basic Facts 1982-83. 21st Edition. Finance Division. Economic Advisors Wing. 1983.

MINISTRY OF PLANNING AND DEVELOPMENT

Annual Plan 1982-83. Part II Sectoral Programmes. Planning Commission. 1982.

Federal Government and Public Sector Development Programmes 1984-85. Planning Commission. n.d.

Khan, Shahrukh Rafi. Appraisal of School Level Enrollments and Facilities 1970/71 to 1982/83. Planning Commission. September, 1985.

_____. Family Background and Other Determinents of Earnings, and Rates of Return to Education in Pakistan. Institute of Development Economics. Islamabad. May, 1985.

_____. Strategy and User Changes in Pakistan's Public Sector Education: 1970/71 to 1982/83. (Revised Draft). May, 1985.

Projects and Programmes Included in the Sixth Five-Year Plan 1983-88. Planning Commission. November, 1983.

Report of Working Group on Women's Development Programmes for the Sixth Plan 1983-88. Planning and Development Division. Islamabad. May, 1983

Sixth Plan Performance During the First Two Years 1983-85. Planning Commission. January, 198[illegible]

Survey of Primary Education in Selected Districts. Vol. II Statistical Appendix. Lahore. December, 1984.

Three Year Public Sector Priority Development Programme 1985-88. December, 1985

Fifth Plan 1977-83. Vol #1-Economic Framework. Planning Commission. 1977.

WOMEN'S DIVISION

Critical Issues Concerning Women in Education. Women's Division. 1980.

Data Base on Women in Agriculture and Rural Households. Research Wing. Islamabad. 1984.

National Conference of Muslim Women: A Report. Women's Division. October, 1980.

National Conference of Muslim Women: Selected Papers. Women's Division. October, 1980.

Pervaiz, Seema. Analysis of Mass Media Appealing to Women. Women's Division. n.d.

_____. A Study of Destitute Women in Pakistan. Women's Division. Islamabad. 1985.

Qureshi, M. L. Development Planning and Women. Development Studies Institute. Women's Division. Lahore. November, 1983.

Shaheed, Farida; Kharwar, Mumtaz. Invisible Workers-Piecework Labor Amongst Women in Lahore. Women's Division. n.d.

Tariq, Pervais Naeem. Study of Female Crime (Rural and Urban Areas). Women's Division and National Institute of Psychology. 1981.

Women's Participation in Scientific & Technological Development. Women's Division. October, 1981.

Pakistan Commission on Status of Women

Report of the Pakistan Commission on the Status of Women. 1985.

Pakistan Television Corporation

Television for Adult Functional Literacy. Educational Television Division. Final Report. June, 1977.

State Bank of Pakistan

Annual Report 1984-85. 1985.

GOVERNMENT OF BALUCHISTAN

Ahmed, Farozuddin. The Local Government in Baluchistan. Rural Development and Agrovilles Department. January, 1983.

Annual Development Programme of Baluchistan 1985-86. Vol.V. Finance Department. Quetta. n.d.

Baluchistan Manual of Instructions for Rural Development Projects. Rural Development and Agrovilles Department. March, 1982.

Baluchistan Provincial Educational Statistics 1970-71 to 1984-85. Education Department. Quetta. 1985.

Evaluation of Mosque Schools. Department of Education. Quetta. n.d.

Poonigar, S. R. Primary Education in Baluchistan. Department of Local Government. Baluchistan. n.d.

Project Digest: Expansion and Improvements in Primary Education in Baluchistan 1986-88. Education Department. n.d.

Social Work-An Emerging Profession in Baluchistan. Social Work Department. Baluchistan. 1984.

Special Features of the Local Government System in Baluchistan. Rural Development and Agrovilles Department. January, 1983.

GOVERNMENT OF N.W.F.P.

Annual Development Programmes 1984-85. Vol V. Government of NWFP. n.d.

Annual Development Programmes 1985-86. Vol V. Government of NWFP. n.d.

Bhally, K. M. Management Improvement of Education, N.W.F.P. Pakistan Academy of Rural Development. N.W.F.P. 1980.

Khan, Mohammed Idris. Evaluation of Mosque Schools Established in Fifth Five-Year Plan (1978-79 to 1982-83) in NWFP. Directorate of Education Schools. NWFP. March, 1984.

NWFP Development Statistics. Bureau of Statistics. Planning and Development Department. 1985.

Shah, S. Mubarak Hussain. Status of Expanded Supervision. Provincial Implementation Unit. Department of Education. N.W.F.P. 1983.

Important District-Wide Socio Economic Statistics of N.W.F.P. Bureau of Statistics. Planning and Development Department. N.W.F.P. 1986.

GOVERNMENT OF PUNJAB

Annual Development Programmes of Punjab 1984-85. Government of Punjab. Lahore. n.d.

Annual Development Programmes of Punjab 1985-86. Government of Punjab. Lahore. n.d.

Budget White Paper. Finance Department. Government of Punjab. Lahore. May, 1985.

Educational Statistics in Punjab 1983-84. Bureau of Education. Lahore. May, 1984.

Educational Statistics in Punjab 1984-85. Bureau of Education. Lahore. May, 1985.

Estimates of Charged Expenditures and Demands for Grants 1981-82. Government of Punjab. n.d.

Financial Position of Local Councils in Punjab 1982-83 to 1984-85. Local Government and Rural Development Department. Lahore. July, 1985.

Kahn, K. A. Mosque Schools in Pakistan: An Experiment in Integrating Formal and Non-Formal Education (Excerpt of Report). Education Department. Gov't of Punjab. Lahore. n.d.

Kalim, Saddiq M. Primary School Curriculum, Evaluation, Research Project. Curriculum Research Development Center. Punjab Education Department. November, 1979.

Popalzai, Mohammad A. Ed. Science Equipment Manual. National Equipment Center. Lahore. 1979.

A Survey of Outcomes of In-Service Training Programmes. Education Extension Center. Wahdat Colony. Lahore. September, 1977.

Report on The Unified-Subject Curriculum for Primary Classes (A UNICEF Research Project). Curriculum and Research Center Punjab Education Department. Lahore. January, 1980.

Standards of Pakistan Studies. Curriculum Research and Development Center. Punjab Education Department. Lahore. n.d.

Unified Subject Curriculum for Primary Classes. (a UNICEF Research Project). Education Department. Lahore. January, 1980.

GOVERNMENT OF SIND

Annual Development Programme 1984-85. Vol V. Finance Department. Government of Sind. n.d.

Annual Development Programme 1985-86. Vol V. Finance Department. Government of Sind. n.d.

Education Code for the Province of Sind. Education Department. Sind. 1986.

Evaluation Report on Mosque Schools in Sind. Fourth Evaluation Project. Evaluation Cell. Hyderabad. October, 1984.

In-Service/Pre-Service Training Programs for Administrators and Supervisory Officials of the Education Department. Education and Culture Department (Planning and Monitoring Cell). Karachi. n.d.

Prime Minister's Education Programme: Draft Provincial Plan. Education and Culture Department (Planning and Monitoring Cell). Karachi. March, 1986.

Second Primary Education Project Completion Report. PEP-I, Hyderabad, Sind. n.d.

Sind Education Statistics 1984-85. Bureau of Statistics. Planning and Development Department. Karachi. n.d.

Socio Economic Characteristics of Women in Sind. Sind Regional Planning Organization. Economic Studies Center. Karachi. n.d.

University Educational Statistics. (1976-77 to 1984-85). Bureau of Statistics. Department of Planning and Management. Sind. December, 1985.

PAKISTAN UNIVERSITIES

Allama Iqbal Open University

Abbas, Razia et al. Evaluation of Functional Education Project for Rural Areas. n.p. n.d.

AIOU, The First Ten Years 1975-1985. AIOU. 1986.

Allama Iqbal Open University: An Overview. Research and Statistical Center. Islamabad. 1986.

Allana, G. A. Distance Education System and the Role of AIOU. Islamabad. August, 1985.

Experiment and Exam Results 1980-81. Research and Statistical Center. Islamabad. 1984.

Integrated Education Programme Project in Punjab. AIOU. n.d. (mimeo).

Pakistan Journal of Distance Education. Vol 1:2. Research and Statistical Center. Islamabad. 1984.

Proposal to USIA for University to University Program with AIOU and University of South Carolina. AIOU. 1985.

University of Karachi

Zaidi, Zafar. Higher Service Education in Pakistan-Its Past, Present Trends, and Directions. H.E.J. Institute of Chemistry. University of Karachi. n.d.

University of Punjab

Family Factors and School Opportunities in Pakistan. Institute of Education and Research. New Campus, Lahore. April, 1977.

Malik, Ghazala et al. Survey of Socio Economic Background of Parents and Their Attitudes Toward Female Education. Institute of Educational Research. 1985.

Study of Private Expenditures of Parents on Children's Education in the Punjab. Institute of Educatioanal Research. Lahore. n.d.

PAKISTAN NON-GOVERNMENTAL ORGANIZATIONS

ABES

David, Vincent. Adult Functional Literacy Project. Adult Basic Education Society. Gujranwala. n.d. (mimeo).

_____. Case Study On Literacy in Pakistan & ABES Role in the Campaign. ABES. n.d. (mimeo).

Hesser, Florence E. ABES Village Literacy Programming in Pakistan. Adult Basic Education Society in conjunction with Center for Continuing Education. University of British Columbia. 1978.

BEHBUD

Annual Report 1986. The Behbud Association. Karachi. 1986.

Bebud Center Inauguration. The Behbud Association. Karachi. 1981.

HAMDARD

Other

Annual Report 1985. Sind Girl Guides Association of Pakistan. 1985.

Economic Scene 1984-85. Vol. 12. Research and Statistics Department. Habib Bank Limited. 1985.

Journal of the Chemical Society of Pakistan. Quarterly Edition. Vol.8. No 1. March, 1986.

Kazmi, Shameim. Women in Trade and Industry. Karachi Business and Professional Women's Club. Karachi. February, 1980.

Moving towards New Horizons. Family Co-op Welfare Society. Lahore. n.d.

National Conference Report. Non-Government Women's Organization. May, 1980.

Report of the Pakistan Commission on the Status of Women. Women's Action Forum. Islamabad. December, 1985.

Shah, Nazra M. Ed. Pakistani Women-Socio Economic Demographic Profile. Pakistan Institute of Development Economics. 1986.

Training Program 1979-80 to 1983-84 Report. Punjab Small Industries Corporation. Lahore. 1984.

INTERNATIONAL ORGANIZATIONS

Asian Development Bank

Strategies for Economic Growth and Development-The Bank's Role In Pakistan. 1985.

Change International

Khan, Nigat Said. Women in Pakistan: A New Era? Change International Reports: Women in Society. London. n.d.

CIDA

CIDA Women in Development Study. (Draft Report). Canadian International Development Agency. 1986.

Ford Foundation

Hamilton, Muriel, Education for Women and Children in Pakistan. A Report for the Ford Foundation. August, 1974.

180

Pak-German Bas-Ed

Case Study-Situation in 24 Pilot Schools in NWFP. Duetche Gassellschaftfur Technishe Zusammenarbeit (GTZ). Peshawar. December, 1985.

Information Seminar for Headmasters/Headmistresses. Pak-German Bas-Ed. (GTZ). September 7-10, 1984.

Pak-German Bas-Ed Progress Report #2. Duetche Gasselschaft Fur Technishe Zusammenarbeit (GTZ). December, 1985.

World Bank

Analysis of Data, Issues, and Policies in Public Financing of Education. South Asia Projects Projects Department. Education and Human Resources Division.

Domestic Resource Mobilization in Pakistan. Selected Issues of World Bank Staff Working Papers #632. February, 1984.

Jimenez, Emanuel. The Role of User Charges in Private Education. Draft #1. Education and Training Department. November, 1985.

Pakistan Basic Strategy Study. WB Country Department. December, 1984.

Pakistan Economic and Social Development. Vol #2 Social Sectors, South Asia Region. February, 1986.

Public Financing of Education. South Asia Projects Department. Education and Human Resources Division. November, 1984.

READ Project-World Bank Response to Proposal. World Bank. January, 1985.

Recent Economic Developments and Structure Adjustment. South Asia Regional Office. March, 1985.

Recommendations of President World Bank to Directors on Proposed Credit to Pakistan for PEP. 1979.

Searle, Barbara. Evaluation of World Bank Education: Lessons From Three Case Studies. Training and Education Department. August, 1985.

Staff Appraisal Report. 2nd Vocational Training Project. February, 1986.

Staff Appraisal Report of 2nd Primary Education Project. South Asia Projects Development Department. Education and Human Resources Division. May, 1985.

Staff Appraisal Report of 5th Educational (Vocational Training) Projects Department. South Asia Regional Office. Education and Human Resources Division September, 1981.

The World Bank in Pakistan. Vol. II. Evaluation of Key Sectors. January, 1986.

UN Agencies

World Conference of the United Nations Decade for Women 1975-1985 Report. Nairobi, Kanya. July, 1985.

Employment Opportunities for Women Through Karampur Union Council Taluka, Sind. International Labor Organization (ILO) of UN. 1986.

UNDP

Country Programme Management Plan. United Nations Development Program. Parts 1-3. January, 1986.

UNESCO

Literacy Situation in Asia and the Pacific, Country Studies: Pakistan. UNESCO. Bankok. 1984.

School Mapping and Microplanning in Education. Division of Educational Policy and Planning, Module IV. UNESCO. August, 1983.

UNHCR

Annual Report 1985-86. (Extracts). April, 1986.

UNICEF

Abdullah, Tahira. Literacy Component of the Baluchistan Integrated Area Development Project 1982-1986. Quetta. December, 1984.

Bakhtiori, Quratulain. Community Management for Sanitation. UNICEF. Karachi. 1985.

Katchi Abadi Project Description. UNICEF Report. Lahore. 1986.

Methodologies and Materials Designed for Functional Literacy for BIAD Project. UNICEF. August, 1983.

Noten, Annette. Baluchistan Integrated Area Development (BIAD): Income Generating Activities for Women in Baluchistan. UNICEF. Quetta. Quetta. 1984.

O'Dell, Daniel. Planning UNICEF Cooperation in Pakistan. n.d.(mimeo).

_____. In and Out of School. UNICEF. n.d. (mimeo).

24th Quarterly Progress Report. Orangi Pilot Project. Karachi. January,1986.

Women's Development Programs in Punjab: Skill Development and Income Generating Schemes. UNICEF Punjab Office. 1984.

Women's Income Generating Activities in Rural Baluchistan. UNICEF. Quetta. April, 1984.

UNICEF Policy on Cooperation in Education. June, 1980.

US INSTITUTIONS/ORGANIZATIONS

USAID

Kravitz. Nathan. Analysis of 1974 Pakistan Educational Sector Assessment. USAID and City University of New York. January, 1975.

Indonesia Educational Policy and Planning Project. Agency for International Development. USIDCA. Washington DC. July, 1984.

Pakistan Country Development Strategy Statement for FY 1986. Washington, DC. January, 1984.

South Pacific Support Training Project Paper. Agency for International Development. USIDCA. Washington DC. August, 1985.

Others

Anzalone, Stephan; McLaughlin, Stephen. Making Literacy Work: The Specific Literacy Approach. Center for International Education. University of Massetusets. 1983.

Focusing on Women: Review of USAID/Pakistan Portfolio. International Center for Research on Women. Washington DC. 1986.

Khan, Samina; Ater, Carolyn. Analysis of Water Management Processes, Agriculture and Household Activities by Gender Roles in Punjab. Texas Tech University. 1985.

Metcalf, Barbara D. Assessments of Progress and Needs in the Field of Women's Development. Center for Asian/South Asian Studies. University of California at Berkely. Februray, 1983.

Ministry of Education Project Preparation Cell. Cooper & Hybrans Associates. Overseas Development Corporation. January, 1986.

Moulton, Jeanne Marie. Education for Rural Development. Center for International Development. University of Massettusets. 1977.

Outline Scope of Work for Sub Sector Assesment of Primary Education and Related Literacy and Skills Training in Pakistan. Development Associates, Inc. Virginia. March 1985.

Said, Abdul Aziz; Tyson, Brady. Education and Development: Emerging Dialog. School of International Service. American University. Washington DC. n.d.

Weiss, Anita M. Women's Position in Pakistan: Socio-Cultural Effects of Isalamization. University of California at Berkeley. 1984.

Women in Pakistani Society. International Center for Arid and Semi-Arid Land Studies. Texas Tech University. 1984.

OTHER PUBLICATIONS

"The Budget." Pakistan & Gulf Economist. January 10-14, 1986

Guisinger, Stephen E, et al. "Earnings, Rates of Return to Education and Earnings Distribution in Pakistan." Economics of Education Review. Vol 3, No.4. Great Britain. 1984. pp 257-277.

Siddiqui, M. A. "A Chaos Called Education." Pakistan & Gulf Economist. April 20-26, 1985.

Hamdards Report on Education. Blueprint of educational system and curriculum in the Islamic Republic of Pakistan - derived from four national symposia on The Teachings of the Holy Prophet, 1981-1984. Hamdard Educational Society of Pakistan, Hamdard Foundation Press, Karachi, 1986.

2380H