

Promotion of Girls Education in the Context
of Universalization of
Primary Education

Prepared
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P R E F A C E

The Academy of Educational Planning and Management has been engaged in undertaking different research studies for national and international agencies on critical issues related to various sectors of Education. The Unesco Regional Office Bangkok having recognised the importance of Universalization of Education at Primary level especially for females, invited several countries of the region to undertake such a study. The Ministry of Education on the advice of Unesco appointed a national steering committee to provide guidance for the conduct of the study to look into the state of female Primary Education and suggest measures for the promotion of female Education. Composition of the steering committee is given at Annex. I.

The steering Committee discussed and approved the design for the study. Dr. Sarfraz Khawaja who is a faculty member of the Academy of Educational Planning and Management and the member Secretary of the Steering Committee Undertook the basic work related to the study. He visited various Provinces to collect data and interviewed a wide cross-section of people. The study has attempted to identify areas which need priority attention both by the public and private sector for qualitative improvement and quantitative expansion, in the sector of female primary education .

The study has also described certain innovative projects undertaken for the improvement of Primary Education in the past.

I hope the report of the study will be very useful for those interested in education, particularly in Primary Education for Girls. The hard work done by Dr. Sarfraz Khawaja for this study is highly appreciated.

(A. G. Mufti)
Chairman of the Steering Committee
&
Director General
of the AEPAM

I N T R O D U C T I O N

The inadequate achievement in the sector of Primary Education and literacy have always been a cause of concern to the planners and policy makers as low literacy levels are chief impediments to our long term economic and technological advancement. The current participation rate of 54% at primary level, the literacy ratio of about 26% and the overall expenditure on education as 1.9% of GNP are in no way flattering.

Literacy and Primary Education has remained greatly depressed especially in rural areas and ^{particularly} ~~for~~ females as is demonstrated by the following Tables.

Literacy rate (1984-85)

	<u>Pakistan</u>		<u>Punjab</u>		<u>Sind</u>		<u>NWFP</u>		<u>Baluchistan</u>	
	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	20.8	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

Primary Education: Participation Rates

	<u>1959-60</u>	<u>1964-65</u>	<u>1969-70</u>	<u>1977-78</u>	<u>1982-83</u>	<u>1987-88</u> (Projected)
Total	26	28	40	54	48	75
Male	42	44	60	73	63	90
Female	9	11	19	33	32	60

(Source: Chapter 18: Sixth Five Year Plan)

In all ^{the} educational policies, universalization of Primary Education has been a fundamental objective. As time progressed, it became increasingly clear that most of these targets were elusive. With the announcement of successive policies and their reflection in the national development plans, targets were set for achievement of universal primary education from time to time.

This was because of rapid growth in population resulting in more rapid increases in younger age groups, swelling the ranks of children who must be provided basic education. Despite the fact that efforts were made to create more opportunities by opening more primary schools, the low base inherited at the time of independence did not permit large scale improvements in participation rates. The following table depicts the growth in this sector since 1959-60. The enrolment ratio of females, as may be noted, in 1959-60 was around 9% as compared to 42% for males; the overall ratio being 26%.

GROWTH OF PRIMARY EDUCATION IN PAKISTAN
1947-48 to 1983-84

<u>Year</u>	<u>Primary</u>	<u>Total Enrol-</u>	<u>Female Enrolment</u>	<u>Teachers</u>
		<u>ment ('000)</u>	<u>('000)</u>	<u>('000)</u>
1947-48	8,413	770	110	17.8
1959-60	17,901	1,890	370	44.8
1969-70	41,290	3,910	1,030	92.0
1974-75	51,744	4,980	1,430	125.5
1977-78	53,853	5,015	1,661	135.3
1978-79	54,544	5,131	1,730	137.3
1979-80	55,235	5,213	1,800	139.3
1983-84	74,000	6,701	2,146	176.0

Another factor responsible for low performance was that overall achievement has remained by and large as expansion of the existing system as efforts were directed primarily to the establishment of more of the existing type of institutions. The qualitative aspect remained neglected resulting in higher dropouts and uninviting school environment. Rural areas and females suffered a greater set back.

A number of factors are said to contribute to low profiles of female education especially at primary level. These include in-school and out-of-school factors, such as:

In-school factors

- Low starting base for female education
- Provision of less facilities such as schools, especially separate schools for girls.
- Low and imbalanced enrolment.
- Difficulty in attracting qualified lady teachers from outside to take up teaching jobs in rural areas.
- Absenteeism among teachers.
- Poor condition of school buildings.
- In-adequacy of equipment and teaching aids.
- Unattractive service conditions particularly in rural areas.
- Overloaded curricula
- Curricula not relevant to local needs or clientele

Out-of-School Factors

- General poverty of a large proportion of population
- Lack of interest of parents in rural areas in education of their girls.
- Un-inviting rural conditions and socio-cultural inhibitions towards education of the the females.
- High Population growth.
- In adequate school-community interaction.

The report that follows has five chapters.

- Chapter I : The chapter briefly mentions about the Methodology and objectives of the study.
- Chapter II: This chapter reviews different education policies and plans enunciated by the government from time to time.
- Chapter III: The chapter presents and analyses data that relates to different provinces in Pakistan with rural Urban disparities.
- Chapter IV: This chapter summarises some of the Innovations undertaken in Pakistan in the sector of Primary Education
- Chapter V: The chapter presents conclusions of the study so as to improve the status of Education for girls at primary level with particular reference to its univer-salization.

CHAPTER I

METHODOLOGY

UNESCO has accorded priority to the promotion of girls education in their Medium Term Plan 1984-89. The problem to attain 50% enrolment of girls are in those countries where Universal Primary Education has not yet been achieved. These countries have therefore accorded high priority to make educational opportunities universally available to girls and to promote womens education in all its aspects. UNESCO regional office Bangkok requested some countries of the Asian region, including Pakistan, to prepare a case study on the position of girls' education.

The Ministry of Education Government of Pakistan constituted a 'National Steering Committee' of high level educators, scholars and social workers to have a deeper look into the problems of female education and suggest alternative strategies so that Pakistan should achieve Universalization of Primary Education for girls in shortest possible time.

For the purpose of this study the quantitative data was collected through personal visits from the education Departments of Provincial headquarters. The data pertains

to different critical areas of Primary Education for Females. In addition several people were interviewed who have been engaged in planning, supervising and administering primary Education at National, Provincial, Divisional, District and Tehsil levels. The personnel include the Provincial Education Secretaries, Directors of Public Instructions, Divisional/regional Directors, District Education Officers, Assistant Education Officers, Supervisors, learning co-ordinators, school Headmistresses and Female Primary school teachers from the remote corners of rural areas of the country.

The Interviews with senior officials were primarily kept open-ended so as to have a broader view of the overall situation of Primary Education for girls with a particular reference to its Universalization.

Also information was gathered through visits to different agencies and Institutions which include the Primary and Non Formal Wing of the Ministry of Education, Bureau of Curriculum and extension Centers, Directorates of Primary Education projects, Divisional Directorates, offices of District Education Officers and several other related departments.

The statistical data used in the study therefore, is by and large based upon the secondary sources. However, a number of Female rural Primary schools were visited in

each province/region for on the spot assessment of the situation.

The study was designed to achieve following objectives.

2.0 OBJECTIVES

- 2.1. To review the available and relevant literature-National policies, plans and studies-that deal with the Education of girls at primary level and in the light of these identify critical areas.
- 2.2. To find out the prevalent views of teachers, school administrators, parents, community leaders on female education and identify the specific problems in girls education at District and Sub-District level.
- 2.3. To analyse the effectiveness of programmes implemented for the promotion and uplift of girls' education particularly in rural areas, including recruitment of female teachers.
- 2.4. To analyse the financial and physical provisions for girls education.
- 2.5. To assess the managerial capabilities of the provincial authorities at Divisional, District and sub-Divisional level with regard to the effective implementation of female education projects included in the Sixth Five Year Plan and Ministry of Education's Action Plans.

On the basis of these objectives following critical indicators were identified for comparison and analysis.

QUANTITATIVE

- A) Rural & Urban
Female Primary School
 - i) Population
 - ii) Enrolment
 - iii) Enrolment ratio

- B) Rural and Urban
Female Primary School
 - i) Schools
 - ii) Teachers
 - iii) One Room Schools
 - iv) Shelterless schools
 - v) Single teacher schools,
 - vi) Two teacher schools

- C)
 - i) Survival rates
 - ii) Dropouts
 - iii) Teacher Pupil ratio
 - iv) Supervisor, Teacher ratio
 - v) Supervisors visit per school in a year

QUALITATIVE

For the purpose of qualitative analysis following indicators were considered:

- i) Physical facilities
- ii) Community participation
- iii) Management capabilities and administrative structure
- iv) Teachers and their training
- v) Socio-economic barriers.
- vi) Curriculum and Textbooks

CHAPTER II

REVIEW OF LITERATURE

The importance of compulsory education at Primary level was well recognised and appropriately emphasised in very early years of Pakistan's existence. The first Educational conference was convened in November 1947 to consider the reorganization of the Educational system. The message of Quaid-i-Azam to the conference was very explicit. He said:

"There is no doubt that the future of our state will and must greatly depend on the type of Education we give to our children and the way in which we bring them up as future citizens of Pakistan."

This conference dealt practically with all the aspects of education. The major recommendations regarding primary education were as follows:

- A) Free and compulsory education should be introduced for a period of five years which should be gradually raised to eight years.
- B) Primary schools should be co-educational or otherwise according to local needs.

The conference also suggested that several research studies should be undertaken for the improvement of Primary education in all the provinces.

The "Report of the commission on National Education" 1959 which was the first major review of the Pakistani education system mentioned, "... education made compulsory and so universal. Such Universal education is also normally a commitment of Parliamentary democracy" The ... aims of educating ... demands a universal form of Education of sufficient length ...".

The report suggested that for the achievement of our objectives of Universal Primary Education, we... "will require reform of present practices in the fields of administration, finance, teacher training and teaching methods, the provision of text books and class-room aids, school buildings and equipment"

The report recognised the importance of Female Education when it recommended "Women are ideally qualified to teach in Primary Schools... steps should be taken to recruit women teachers by making terms of service acceptable to them".

The report in its chapter on women's Education was very explicit ".... that primary education must be made universal and effective because of the direct contribution it will make to national development and also because it is an essential step in achieving the complete literacy of our population. In both these respects the education of women is fundamental. Unless a mother is educated, there will never be an educated home or an educated community. At the same time primary education is the first essential step in the educational programme through which we must secure large numbers of women for teaching, medicine, nursing, and a wide variety of careers and professions. It is essential that the foundation of

education for women be firmly consolidated and that the facilities ^{be made} available for girls' education in the future expansion of primary education. The facilities provided for girls should be equal both in quantity and quality to those provided for boys.

Another major policy pronouncement is known as the new Education Policy of 1970. The policy emphasized a flexible approach to the varying and developing needs of the country. The goals of this policy indicated the general direction that educational development, in the country should follow and the guidelines provided the framework within which the provincial governments and other non government agencies were to prepare detailed plans and programmes. The new policy laid emphasis, among others, on

- A) rapid expansion of facilities for elementary education:
- B) equalization of opportunity and expansion of school facilities which include massive expansion of the basic level of Grade I-VIII.

The Education Policy of (1972 - 1980) laid emphasis on free education in all schools both Government and privately managed throughout the country from class I-VIII. The policy anticipated ^{that} the primary Education will become universal for boys by 1979 and for girls by 1984".

The policy envisaged greater enrolment for girls which was to be ensured by encouraging the establishment of separate schools for girls and by recruiting a large number of female teachers.

The "National Education Policy and Implementation programme" 1979 paid more attention to primary Education as compared with the other primary Education Policies. The policy mentioned that the "Female education in Pakistan has been grossly neglected. Considering that females form more than 50% of our population and their education has tremendous multiplying potential, high priority will be given to the rapid expansion of female education...".

Recognizing that as the formal education system have remained restricted due to acute financial stringency hence, " Female Education has suffered from an abysmally low level of coverage. This has resulted in a continuing

illiteracy and ignorance among the females. Only 33% of female children of relevant age group attend primary schools".

The drop out and wastage rate at primary level among females is greater than that of males. The policy emphasized following programmes for female education at primary level.

- i) Special efforts to be made to expand and improve facilities for the education of the females.
- ii) A solid foundation to be laid to achieve universal education among females by 1992.
- iii) About 30,000 female teachers to be recruited for primary schools.
- iv) Boundary walls to be constructed around 10,000 existing primary schools for female children.
- v) Greater share to be apportioned to the education of female in all other programmes envisaged under Primary education.

The policy recommended strategy of horizontal development of education, instead of vertical, so as to serve the neglected mass of rural females which needs it most.

The policy deplored the gross under financing of Primary Education in Pakistan. The Primary education had ^{been} receiving only 13.2 per cent of the development resources. The policy urged to

increase it by 32 percent annually. It was also stipulated that the funds budgeted for primary education should be made non-transferable so that they are not used for any other purpose.

PROVISIONS IN VARIOUS SOCIO-ECONOMIC DEVELOPMENT PLANS.

The First Five-Year Plan (1955-60).

The First Five Year Plan recommended certain basic and far reaching reforms in all sectors of educations. For the purpose of primary education it was envisaged to decentralise school administration, ^{giving} ~~greater~~ degree of financial authority to the district education officers, induction of highly competent staff for preparing learning material and designing school buildings, and constituting local school management committees and district advisory committees.

The achievement of the plan fell short of targets as primary school enrolment did not increase according to expectation. Further improvement in quality of Education at primary level was also not adequately achieved.

The Second Five Year Plan (1960-65)

The Second Five Year Plan (1960-65)

Efforts were made to reflect the recommendation of the commission on National Education in the Second Five Year Plan (1960-65). The plan emphasized number and speed as regards primary education while ensuring certain minimum standards.

The performance of the plan in the sector of Primary Education was satisfactory because the targets of facilities like opening of new primary schools and the development of existing schools were exceeded but the enrolment targets made no headway particularly for females.

The Third Five Year Plan (1965-70)

The Third Plan (1965-70) got off to a fairly difficult start because of the uncertain international situation as well as some internal turbulences. Two crucial concerns of the Third Plan were the widening of the base at the primary stage and the other was its rapid expansion.

There was a rapid increase in enrolment but it was on the cost of quality of education.

In addition the coverage remained small as compared to the stated targets. The female education in this plan also did not witness significant growth.

The Fourth Five Year Plan (1970-75)

This plan also suffered a set back because of political instability in the country. Instead, yearly plans were formulated and executed. However the annual plans did envisage the necessity of compulsory primary education, though targets were not strictly pursued.

The Fifth Five Year Plan (1978-83)

The Fifth Five Year Plan emphasized following programmes for the expansion of girls education at primary level:

- * "During 1978-83, enrolment of girls to be increased by 9.95 lakh or by 58%. This will raise the participation rate of girls from 33 to 45.
- * High priority is to be given to rapid expansion in girls education. Enrolment of girls is expected to increase at the rate of 9.6% per annum as against 7% for boys.

- * Girls schools to receive priority in the programme for construction and improvement of schools.
- * All new schools to admit girls, along with boys.
- * Separate schools for girls to be provided where co-education is not feasible.
- * The use of double shift to be intensified.
- * 5000 residences to be made available for female teachers.

The Sixth Five Year Plan (1983-88)

The Sixth Plan also approaches primary education with the earnestness^{and} urgency it has always deserved. The plan envisages serious efforts to institute Universal education by ensuring that all boys and girls of the relevant age group get enrolled in class-I latest by the terminal year of the plan. The plan has set forth following quantitative targets in the primary education sector.

	1982	1987-88	Absolute increase	% increase
A. Enrolment (In Million)				
Total	6.8	12.3	5.5	81
Rural	4.1	8.3	4.2	102
Urban	2.7	4.0	1.3	48
Boys (Total)	4.6	7.7	3.1	67
Rural	3.2	5.6	2.4	75
Urban	1.4	2.1	0.7	50
Girls (Total)	2.2	4.6	2.4	100
Rural	1.0	2.7	1.7	170
Urban	1.2	1.9	0.7	58

B.	<u>Participation Rate</u>		<u>Literacy Rate</u>	
	1982-83	1987-88	1982-83	1987-88

B. Participation and Literacy Rates (%)				
Total	48	75	23.5	48
Rural	40	70	15.0	42
Urban	72	95	43.6	62
Boys (Total)	63	90	32.0	49
Rural	58	88	23.3	43
Urban	77	98	51.7	61
Girls (Total)	32	60	13.9	47
Rural	20	50	5.7	40
Urban	68	93	33.9	63

A special primary education programme was launched by the government which is being administered by Federal Coordinating group headed by ^{the} Minister for Finance, Planning and Development and monitored by Federal Coordinating Unit headed by ^{the} Secretary, Federal Ministry of Education. The Plan provides a sum of seven billion rupees for the development of education facilities at Primary level.

The implementation strategy of the plan was enunciated in the 'Action Plan for Educational Development' prepared by the Ministry of Education in early 1984. The scheme of Mosque Schools has been introduced which will result in the opening/establishment of primary ^{in the} classes/mosques. At the end of plan period, 40,000 additional primary mosque schools will be opened which implies that every village would have a primary school. There would be an increase in the number of primary schools from 73782 to 114137 by 1987-88. A quantitative comparison of physical achievements and financial out-lays in Primary Education for different plans is as follows:

Physical Achievements

During Past Plans

	Unit	First Plan (1955-60)	Second Plan (1960-65)	Third Plan (1965-70)	Non-Plan Period (1970-78)	Fifth Plan (1978-83)	Sixth Plan Tgts. (1983-88).
A. Primary Education:							
No. of Primary Schools in the last year of Plan.	Number	17900	32589	40600	55502	73782 (including 8200 mosque schools)	114,137 (including 40,000 mosque schools)
During the Plan period primary schools opened.	Number	2442	18000	5000	15212	18106 (including 8200 mosque schools)	44,198
During the Plan period primary schools improved.	Number	-	1600	7750	19060	10682	24850
Enrolment in class-V in the last year of the plan.	T (in 000)	1950	3100	3820	5455	6754	12354
	M	1600	2400	2800	3766	4608	7712
	F	350	700	1020	1689	2146	4642
Additional enrolment classes 1-V by the end of Plan period.	Number (in 000)	285	1250	720	1655	1299	5600
Participation rate in the last year of the Plan.	T	26	28	40	50	48	75
	M	42	44	60	66	63	90
	F	9	11	19	32	32	60

FINANCIAL OUTLAYS

(Million Rupees)

23	19	25	444	1413	7000
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The Actual and projected physical Achievements
in Primary sector are as follows:

	Unit	1977-78	1982-83	1987-88 Projected	Annual increa- se in 1978-83	Annual increa- se in 1983-88
A Primary Education Number of primary schools.	Number	55,502 (includ- ing 8,2000 mosque schools)	73,782 (includ- ing 40,000 mosque schools)	1,14,173	5.9	9.1
Opening of new primary schools.	Number	1,209	9,976 (6,99 Mosque schools)	2,500	52.5	(-)24.2
Consolidation and Improvement of primary schools	Number	3,347	11,923	2,500	29	(-)26.8
Construction of building of Primary schools.	Number	821	1,030	2,000	4.6	14.2
Enrolment in classes I-V	(in 000)	5,455	6,754	12,354	4.4	11.9
Participation rate.	(percent)	54	48	75	-	8.7

CHAPTER III

PRESENTATION OF DATA *

TOTAL POPULATION OF THE PROVINCES/
REGIONS (1983-84) (IN MILLIONS)

TABLE I

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	47.116	34.118	12.998	16.299	6.079
Sind	18.966	10.761	8.205	5.224	3.801
NEFP	10.884	9.231	1.654	4.461	0.764
Baluchis- tan	4.305	3.928	0.372	1.964	0.185

The diversity in terms of population across the provinces varies from 47 million in Punjab to 4.3 million in Baluchistan. The rural population for females in Punjab is 16 million almost one third of the total population whereas in Baluchistan it is about 1.964 million which is more than one third but less than one half of the total population of the region.

* Data for chapter III has been obtained from the following sources:

- i) Population Census
- ii) Action Plan, Ministry of Education, Islamabad
- iii) School mapping Survey, Ministry of Education, Islamabad
- iv) Personal visits to provincial capitals.

PROVINCE-WISE PRIMARY SCHOOL AGE POPULATION
1983-84 (IN MILLION)

TABLE II

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	7.327	5.386	1.941	2.557	0.938
Sind	3.101	1.760	1.342	0.854	0.621
NWFP	1.8948	1.637	0.258	0.777	0.125
Balu- chis- tan	0.859	0.743	0.116	0.359	0.056

The primary school age population ranges between 7 to 0.859 million in different regions. The population of rural Female in Punjab is close to three times as compared to urban Female population. But in the case of Sind the difference is very little if compared with other provinces of the country.

PROVINCE WISE ENROLMENT AT PRIMARY LEVEL.

(1983-84)

(IN MILLION)

TABLE III

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	3.498	2.29	1.218	.666	0.618
Sind	1.681	.716	.965	.110	.385
N.W.F.P.	0.657	0.528	0.129	0.078	0.044
Baluchis- tan	0.213	0.171	0.042	0.030	0.012

The figures indicate that rural female enrolment and urban female enrolment at primary levels are close, whereas the female rural population is about 3 times of urban female population.

PROVINCE WISE ENROLMENT RATIO AT
PRIMARY LEVEL (1983-84)

TABLE IV

	Rural	Urban	Rural Female	Urban Female
Punjab	39.5%	60%	25%	63%
Sind	34.9	65%	18.9%	49.8%
NWFP	23.3%	49.9%	10.03%	35.4%
Balu- chis- tan	20.7%	32.3%	7.2%	19.5%

From the above table, it appears that Punjab has some what better enrolment ratio in respect of urban females whereas for other provinces the situation is not very happy.

PROVINCE-WISE/TOTAL NUMBER OF PRIMARY SCHOOLS
(1983-84)

TABLE V

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	38181 =	34676	3505	13766	1315
Sind	13636 =	10686	2950	1568	839
MWP	9412 =	8737	675	1975	270
Baluchis- tan	2947 =	2889	58	436	24

The number of rural female schools in Punjab
Province of Pakistan, population wise is 13766 whereas
Baluchistan in the largest province of the country, areaswise,
the number of urban female schools is only 24. The ratio of
difference is almost 1:199. The province of Baluchistan is in
great need to have more female primary schools.

PROVINCE WISE/TOTAL NUMBER OF PRIMARY SCHOOL
TEACHERS (1983-1984)

TABLE VI

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	86104	62143	23961	21117	11132
Sind	48447	28285	19462	9585	6492
NWFP	22658	19319	3339	4336	1511
Baluchis- tan	8417	8011	406	1129	238

The problem of availability of female teachers is common in all the provinces but it is more acute in the province of Baluchistan where even the untrained teachers are not available in rural areas. The province of Punjab though has 21, 117 teachers in rural areas but the dearth is no less serious as compared with other provinces.

PROVINCE WISE/NUMBER OF ONE ROOM SCHOOLS AT
PRIMARY LEVEL (1983-84)

TABLE VII

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	15009	14931	78	6630	34
Sind	7502	7000	502	2500	85
NWFP	199	164	35	53	15
Baluchis- tan	289	289	-	136	-

The lack of physical facilities particularly the accommodation in schools is quite evident. This phenomena is more prevalent in rural areas. The province of NWFP has the smallest number of one room schools in rural areas and Baluchistan has none in urban area. This does not mean that urban areas have sufficient accommodation. They rather suffer from over crowding inspite of the fact that the school has more accommodation than one room. The urbanisation and the migration trend towards cities has created the problem of over crowding.

CHART SHOWING NUMBER OF SHELTERLESS SCHOOLS
PROVINCE-WISE/AT PRIMARY SCHOOL
(1983-84)

TABLE VIII

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	12092 =	12092	-	4961	-
Sind	2258	2000	258	758	70
NWFP	238 =	232	6	-	6
Baluchis- tan	1041 =	1000	41	-	-

The problem of shelterless schools is both a rural and urban phenomena but with varying intensity. The province of Baluchistan which is otherwise developing socially and economically has no shelterless schools for females. The situation is very encouraging for NWFP where there^{are} only six shelterless schools for females in both rural and urban areas.

PROVINCE-WISE/SINGLE TEACHER SCHOOL AT
PRIMARY LEVEL (1983-84)

TABLE IX

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	840 =	840	-	460	-
Sind	7631	6200	1431	1437	50
NWFP	2569 =	2430	139	580	20
Baluchis- tan	2000 =	2000	-	-	-

The province of Sind has the highest number of single teacher schools but for urban female in the same province the figure is only 50. Punjab province though largest in population and enrolment as compared any other province has comparatively small number of single teacher school .

PROVINCE-WISE/TWO TEACHER SCHOOLS AT
PRIMARY LEVEL (1983 - 1984)

TABLE X

	Total	Rural	Urban	Rural Female	Urban Female
Punjab	12206 =	12206	-	7106	-
Sind	3096	2780	316	1482	135
NWFP	4612	4294	318	1079	105
Balu- chis- tan	011	553	58	100	21

The two teacher schools, with the exception of Punjab urban areas is a national phenomena. The Province of Punjab has 7106 two teacher schools only in rural areas. The province of NWFP though quite ahead in Primary Education as compared to other provinces has the second largest number of two teacher schools in rural areas.

PROVINCE-WISE/SURVIVAL RATE TO COMPLETE
FIVE YEAR CYCLE (1983 - 1984)

TABLE XI

	Rural	Urban	Rural Female	Urban Female
Punjab	51.0%	82.0%	44.0%	76.0%
Sind	25.0%	60.0%	10.2%	50.0%
NWFP	28.6%	37%	21.6%	31.1%
Baluchis- tan	20.7%	32.3%	7.2%	19.5%

This crucial indicator of the performance of Primary Education varies from 76% in the urban areas of Punjab to 10.2% in rural areas of Sind. But in the Sind urban areas the figure for females is 50% which is encouraging. The performance of Baluchistan in rural areas is better than sind, as regards females.

PROVINCE-WISE/DROPOUT RATE AT PRIMARY
LEVEL (1983-84)

TABLE XII

	Rural	Urban	Rural Female	Urban Female
Punjab	49%	18%	56%	24%
Sind	75%	40%	89.2%	50%
WFP	71.4%	63%	78.4%	69.9%
Baluchis- tan	79.3%	67.7%	92.8%	80%

The high drop-out has been consuming lot of resources being spent the primary education sector. The $\frac{89.2\%}{\text{rate}}$ drop-out in the province of Sind in rural areas is an extreme but the rate which can be called the best is 24% in the province of Punjab for urban areas. In the Province of Baluchistan the figures are quite discouraging because at best the drop out rate is 80%. There is a great deal to be done in this area. It is not only the question of physical facilities but also the teacher training, curriculum, social environment and economic compulsions, which have to be only considered.

TEACHER/PIPIIL RATIO PROVINCE WISE/
AT PRIMARY LEVEL (1983-84)

TABLE XIII

	Rural	Urban	Rural Female	Urban Female
Punjab	1:37	1:58	1:31	1:55
Sind	1:38	1:60	1:31	1:49
NWFP	1:40	1:49	1:30	1:38
Baluchis- tan	1:15	1:40	1:33	1:46

If we look at the table, on ^{the} average the teacher is not overworked because the highest number of student for a teacher to look after is 55 in urban areas of Punjab and the lowest is 33 students per teacher in rural areas of NWFP. Nevertheless because of the fact that in single teacher schools, one teacher has to look after five grades, the advantage of reasonable pupil/teacher ratio is offset.

SUPERVISOR/TEACHER RATIO PROVINCE WISE

AT PRIMARY LEVEL (1983 - 1984)

TABLE XIV

	Rural	Urban	Rural Female	Urban Female
Punjab	1:161	1:177	1:147	1:191
Sind	1:70	1:70	1:70	1:70
NWFP	1:60	1:60	1:60	1:60
Baluchis- tan	1:120	1:120	1:120	1:120

In the urban areas of Punjab supervision is less effective because of the large number of teachers, 191, to be supervised by one person. In the province of Sind the ratio is only 1:70 but this does not necessarily ensure any better results because terrain and approach is sometimes so difficult that even to supervise relatively smaller number of teachers may not be easy.

CHART SHOWING PROVINCE WISE SUPERVISOR'S
VISITS PER SCHOOL IN A YEAR
AT PRIMARY LEVEL,
(1983-84)

TABLE XV

	Rural	Urban	Rural Female	Urban Female
Punjab	.88	1.30	.81	1.27
Sind	Four visits		-	-
WEST	Two per year one surprize and one annual			
Balu- chis- tan	12	12	12	12

The supervisor in Punjab is relatively over-burdened with 81 school visits per year if compared to the province of Baluchistan where there are 12 school visits. In Baluchistan the access to the majority of rural schools is extremely difficult, that is why the number of school visits is so small.

FINANCIAL ASPECTSPROVINCE WISE/EXPENDITURE ON EDUCATION AT PRIMARY LEVEL,

(1983 - 1984)

	Total Education Budget	Allocation to Primary Education	Expenditure on Primary Education of the allocated Budget and %	Expenditure per pupil per year.
Punjab	Dev: Rs. 4889.00 Lac: Non. Dev: Rs. 25175.00 Lac:	Dev: Rs. 843.32 Lac:	Dev: .97.2 % Non. Dev: 98.7%	Dev: Rs. 24.14 Non. Dev: Rs. 399.80
Baluchistan	Non. Rs. 265.517 Lac: Dev: Dev: Rs. 89.824 Lac.	Non. Rs. 128.599 Lac. Dev: Dev: Rs. 24.740 Lac.	100.0 % 100.0 %	Rs. 719
N.W.F.P.	Non. Rs. 6481.55 Lac. Dev: Dev: Rs. 2705.59 Lac.	Non. Rs. 3062.95 Lac. Dev: Dev: Rs. 1237.64 Lac.		Non. Rs. 348/- Dev: Dev: Rs. 140/-
Sind	Dev: Rs. 2295.85 Lac. Non. Dev: Rs. 13865.56 Lac.	Dev: Rs. 617.77 Lac. Non. Rs. 5917.49 Lac. Dev:	100% 90%	Non. Rs. 382/- Dev: Dev: Rs. 273/-

Chapter IV

EDUCATIONAL INNOVATIONS AT PRIMARY LEVEL

The existing system of education has been developed after incorporating a number of innovations so as to suit the national requirements. Some of the innovations introduced at primary level are listed below:

1. Extending duration of primary education from four to five years;
2. Experimental Pilot project Integrating Education with Rural Development (EPPIERD) was introduced in collaboration with UNESCO, UNICEF at a limited scale in the Islamabad Federal Territory which is now called Rural Education and Development (READ);
3. Expansion of Primary Education through Mosque Schools under the Special Priority Development program;
4. Qualitative improvement of Primary Education through improved supervision (learning coordinators) undertaken through a World Bank Project on Primary Education;
5. Establishment of an Open University for distant learning - an innovative step to introduce non-formal system of education and training primary school teachers.
6. Introduction of teaching kits in the primary schools to improve comprehension.

The above list indicates that there has been continuous search for innovative ventures to improve the quality of education. Some of the important innovations related to primary education are given in some more detail in subsequent portions.

EPPIERD/READ

The formal education system has not been in a position to respond to the challenges posed by increasing number of illiterates and children falling in the primary school going age group. Experimental Pilot Project Integrating Education in Rural Development (EPPIERD) was launched by the Ministry of Education in collaboration with UNESCO. The overall aim of the project is to develop effective methods of assisting children, young people and adults in the rural areas to prepare them for effective integration into the economic, social and cultural development of Pakistan. Educational and functional programmes closely related to the realities of rural life were introduced through the use of indigenous institutions like Mosque schools; Mohallah Schools; Women's education centres; and Village Workshops.

A package of five components viz Mosque School, Women Education Centre, Village Workshop and Community Viewing Centre/Adult Literacy Centre has been introduced in the Project area. The components of the package programme are supervised by the Village Education Committees constituted in each village. The recent evaluation of the READ project indicates that the village has become a more meaningful and productive unit, where drop-out children at primary level get an opportunity to learn skills through village workshops. The Women Education Centres for illiterate females and the community viewing centre for Adult Literacy (males) have also shown very encouraging results.

Village Workshops:

To provide for the skill training of village youth and untrained manpower 20 village Workshops for wood work, masonry and metal work are provided. A skilled mistry (Craftsman) has been appointed to conduct the training of participants in one of the trades. A kit of necessary tools and some consumable material is provided. The workshops are expected to generate funds from the sale of their products.

Women Education Centres:

For out of school girls and underemployed rural women the Women Education Centres are envisaged to provide training in the income generating skills like sewing, knitting, embroidery and poultry farming. A locally available qualified and experienced female teacher is appointed at the centre at a fixed salary of Rs. 300/- per month. These centres are provided with equipment i.e., sewing machines and knitting machines etc. in accordance with the requirements of each centre.

Community Viewing Centres:

Community Viewing Centres were opened and a TV set was supplied at each centre to benefit from the Adult Functional Literacy Programme of Ministry of Education in collaboration with the Pakistan Television Corporation. These centres are now being operated by the Literacy and Mass Education Commission (LAMEC).

Adult Literacy Centres:

In order to increase literacy of the rural masses adult literacy centres have been opened for both males and females of the project areas. An instructor imparts the skills of reading, writing and numeracy to the participants of the course. The duration of the course is six months. Necessary instructional material is provided free of cost by the project. The teacher is paid an honorarium.

Mohallah Schools:

Mohallah Schools are opened in those villages where there are no facilities for Primary Education or the schools are at considerable distance from the village. These schools are envisaged mainly to impart education to women. These schools are operated in private houses where accommodation is provided by the lady teacher who is paid an honorarium or a fixed salary. The accommodation is approved by the Village Education Committee.

Mosque Schools:

To utilise Mosques (places of Muslim Worship) for imparting Primary and religious education to the children, Mosque Schools are opened in those villages where Primary Schools are not available or are at a considerable distance from the village. These schools are provided with black boards, teaching material etc. The teaching is undertaken by the Imams (Leaders) of the Mosques who are paid an honorarium. Wherever ^{the} enrolment justifies additional teachers were also appointed. Generally, these teachers are matric/middle pass having an adequate teaching

experience. A Special Development Programme was launched for the purpose.

The experiment of Mosque Schools under the special development programme has yielded very useful results. In a span of 2 years (1983 and 84) about 10,000 Mosque schools were opened in different provinces of the country which boosted enrolment at primary level both for males and females.

Primary Education Project OWorld Bank

As already indicated, that though there has been tremendous emphasis on the quantitative expansion of the primary education system, there has been inadequate qualitative improvement of primary education especially in the rural areas of the country. After preliminary studies carried out by the Ministry of Education, certain inputs were identified as that of crucial importance for qualitative improvement of primary education.

The following inputs were thought to be appropriate to overcome the constraints as posed by the factors mentioned elsewhere, responsible for low performance of primary sector.

A-physical Facilities

- Construction of class rooms;
- Construction of boundary walls in the case of female schools;
- Construction of residences for female teachers;and
- Classroom furniture.

B-Instructional Materials

- Supply of textbooks, teacher's guide books 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 Centres; and
- Provisions for recurrent type in-service teachers training, 3.

The project which was started in 1979 and completed in 1984 has been evaluated as a success for replication. The introduction of new tier of supervision, the learning coordinators in the project was found as one of the most effective intervention. The learning coordinator visited three to five schools each day and provided professional guidance. This not only improved the quality of teaching but also checked absentism of the teachers. The learning coordinators were specially trained for the jobs through short term in service training programmes on annual basis. The transport facilities provided to the female supervisors also improved the overall supervision of the project schools. The project will be replicated in 19 other districts of the country.

These efforts can be greatly accelerated if following could be implemented.

- i) Co-operation with other countries in similar socio-economic conditions. Such interaction can widen scope of innovation.

- ii) Monetary and other visible incentives be created to recognise inovative work.
- iii) Teaching and research should be closely related to requirements of society.
- iv) Extension services must be created and developed for proper utilization of innovation work.
- v) Import of modern technology should supplement indigenous technology and there must be scientific inter-action between the two.
- vi) Priorities of innovation must be pre-determined, Start should be made at the base.
- vii) Mass-literacy campaign should be accelerated to achieve 100% literacy. Only an educated society. can create and sustain innovation.
- viii) Information gap be narrowed to help proper dissemination of knowledge and innovation:

CHAPTER V

CONCLUSIONS

1. Physical facilities

1.1. The study covered mostly rural areas with backward economic structure and where most of the parents were illiterate. The location of sample schools visited, were far away from the point of view of administrative control, as well as accessibility. Only about one third of girls primary schools in rural areas are located within one mile of a particular village. Hardly one fourth villages are within one mile/^{distance} of the nearest bus stop. The public transport of any kind was rare. In many cases, the school buildings were in unsatisfactory condition.

It was felt that people in rural areas were more keen to educate their male children as compared to females. The girls who did not attend any school by and large, were helping in the farm work and other house hold activities but a considerable percentage was not really making any good use of the free time available at their disposal in the homes. The inadequacy of the schools for girls was a major reason for not sending them to school.

1.2 It was noticed that the school buildings which were owned by the government have more respect and credi-

lity as educational Institution than those schools. The building of which were donated, rented or provided by the community.

1.3 The general maintenance of school buildings was poor. In few cases no repair of any kind had been made for a long time. The reasons were the limited finances but more serious was the procedural formalities which prevented smooth flow of funds from District Education Officer to the schools. Most of the school buildings in the rural areas are 'Kachas' and face severe problems during the rainy season. The furniture and the learning material are grossly inadequate and are not replenished at regular intervals. The 'tats' for students were not available in all schools adequately. The situation of urban primary school is comparatively better. Facilities such as pucca building, minimum furniture for the class room, some learning material etc. is available in most of the urban schools. The problem here- is of over crowding. The school tries to accomodate all those girls who wish to enter into the system. This over-crowding also leads to high dropouts.

2. Community participation

2.1. In a developing country like Pakistan, where financial resources in the public sector are limited and population has a high growth rate, it is necessary to foster as early as possible active involvement of the community as an in-built component of the Primary Education programmes of universalization.

2.2. It was found that rural community is not fully aware of the kind of contribution they can make other than to provide some finances for schools. Another segment of people in the rural areas who could lend financial support are not attuned to development of female education. They are apprehensive because the type of education imparted is considered by them more liberalized which may lead to undesirable attitudes not compatible with their cultural norms, amongst the Females.

Some other factors connected with community are also responsible for the low level of primary education coverage and efficiency in rural areas for girls. Important among these are the general poverty of families, the use of children to supplement family income, infant malnutrition, social and cultural norms, the high morbidity and mortality levels of children. The illiteracy of the parents, relatives

and the remoteness of area of educational establishment all add to the complexity of the situation. In rural areas the school education has not acquired the needed attraction and credibility for females with the results that either the primary school going age girls do not attend the school or leave early. The limitations of language employed in the educational process create a gap between the community and the school. This does not promote community activities and the school fails to integrate its programmes with the environmental needs as may be desired.

2.4. If the school is designed and administered in a manner that it provides enlightenment and service to the community by participating in welfare programmes, there will definitely be a reciprocal response from the community to provide assistance to the school. As mentioned earlier, schools fail to display relevance and attractiveness resulting in only marginal support from the community.

3. Parental Attitude

3.1. Educational patterns follow closely and reflect the dominant Socio-political stratifications and power structures in every society. Whereas we intend to use education as ^a tool for change and social mobility, the educational systems are, by and large, designed to perpetuate existing value systems and inbuilt privileges and disparities of socio-cultural environment. Pakistan is no exception to this generality. Accordingly massive efforts are often needed to bring about perceptible long ranging changes.

3.2. The population of Pakistan lives pre-dominantly in the rural areas. Majority of the rural people are poor and illiterate. The poverty factor has been identified as a major economic barrier to achieve our objectives of universalization of primary education more so for females. The girls usefully help the mother to look after the small children and other house hold chores and relieve the mother to work in the fields or do some other jobs.

The parental attitude towards education for females at primary level is not necessarily negative but is based on ignorance. Many of the social attitudes are gradually changing due to a wide range of exposure of the village

people through mass media, and public transport, to better life style and enlightenment. The governmental efforts to persuade rural parents to send their daughters to schools is changing the atmosphere.

3.3. If the parents are approached with rational arguments by the authorities and the benefits of education for girls are effectively demonstrated, there is every possibility that it will change the attitudes of the parents; particularly in rural areas.

4. Motivation

4.1 It is necessary that motivation campaigns in the rural areas should be launched to provide a proper and useful perspective of education to the community and more specific roles for the community leaders. There is also a need to streamline and modify the existing rural infrastructure which should provide a closer liaison between the government functionaries and the community at the grass root level. Also the utilization of indigenous social organization and leadership should also be involved fully for the promotion of girls education at primary level. It is well known that though a majority of rural people, may not be highly educated, yet they have elementary wisdom about their living conditions and the need to improve them.

4.2 If we are able to motivate and involve the community effectively the chances are that primary education in general and female education in particular may see a quantum jump in its enrolment as well as quality. The programme of Mosque school system which was initiated by the Federal Government all over the country has yielded very useful results because the enrolments increased at a greater rate. This was due mostly to the credibility of the mosque as an institution of learning and acceptability

5. Teachers & Their Training

5.1 The non-availability of trained teachers in rural areas is a serious problem. The reasons are not far to seek. A teacher working in rural areas under pressing circumstances is paid less than a teacher who is working in urban areas with an access to several social amenities i.e. electricity, clean drinking water, metalled roads, better health facilities. Also if a trained teacher is available she will not be ready to work in rural areas because of the socio-cultural problems. If she is not married the culture does not permit her to stay away from her parents house and live in another village alone. If she is married she can not afford to live at the place of her work if her husband is working at a place other than her place of posting.

5.2. Efforts require to be made to improve the facilities and emoluments to rural teacher which should in no way be less than urban teachers. For female teachers, residential facilities and transportation are needed more urgently. As a long term policy, teachers should be prepared from females belonging more or less to same communities.

5.3. There are 86 teacher training institutions and Allama Iqbal Open University which provide pre-service training to teachers. As many as 34% of these are for the

preparation of female teachers. Students with at least second Division in matriculation can apply for admission to the pre-service course which is of about one year's duration. In these institutions quota system is observed which means that the place of origin of the candidate is kept in sight to ensure proper distribution among different regions. It also is considered desirable to promote and encourage the people of less developed areas to become teachers for female primary schools.

5.4 Though the intake capacity of these pre-service Institutions is satisfactory but the programmes require significant modification and restructuring to incorporate the requirements of rural areas, particular emphasis on special roles of rural teachers in the community activities. Teachers should increasingly be trained through field based training programmes. For In-service short term training each province has Bureau of Curriculum and extension Centers. These agencies are doing useful work but there is a greater need to improve these Bureaux to ensure better quality of teacher training.

The non-availability of female teachers at Primary level in rural areas has been identified as a major constraint towards the Universalization of Education for females. It is very difficult to find a trained or untrained teacher to work in rural schools. There are several reasons for this dearth ____ low base of female education, attitude of parents towards female education, family obligations and the unattractive career structure of female teachers. It is strongly desirable that service conditions of females teachers should be made attractive and provision may be made for them to re-enter in the government service if they leave service at any time due to family obligations. This will provide protection of service to the female teachers and improve the efficiency of the system.

6. Text Books and Curriculum

6.1. The continuous Five Year cycle for Primary education is considered too long keeping in view the drop-out and retention problem. In addition the general poverty of the people does not permit them to keep their wards for five years at a stretch in schools with ^{a likelihood} ~~of~~ failures. ^{that} Since for each year a girl spends in school, the parents loose finances and time without gaining any apparent benefit, it is desirable that Primary education cycle may be reviewed with a view to bifurcating it so that majority of children could atleast cover first three grades or so. Normally if the three years are productively utilized, the basic literacy requirements can be easily met. In the first stage the promotion should be automatic to avoid large scale wastage . This has been enunciated in the Education policy document of the Pakistan Government but is not uniformly applied.

6.2 Since the major cause of dropout at Primary level particularly in rural female schools is the poverty of parents, it is necessary that as far as possible text-books be provided to girl students free of cost. The requirement of text books and stationery items to be purchased by the students should be minimized through appropriate curriculum reviews. The low cost or no cost learning material

should also be devised and provided to create better teaching learning environment. Whenever the provision of school facilities are considered the priority should be given to rural and backward areas. The teaching and curriculum should be more of applied nature which are more attractive and can be used by female students to eventually use those skills to generate financial resources and improve the lot of family as well as the village.

6.3 One can not deny the need for periodic revision of curricula and text books. It is necessary that such revisions should not be only inspired by models of developed countries. Our curricula must reflect the objective conditions prevailing around the schools particularly those located in rural areas and should include these contents and methods which are relevant to the learning style of the clientele. Steps must be taken to ensure that the revision of curricula and text books particularly at the lower level should not result in unnecessary extra financial burden on parents who in most of the cases are already impoverished. It is more desirable that frequency of changes should be determined keeping in view the factors such as the preparation of teachers, the extent of text book revisions, the possibility of providing free text-books and the adequate availability of teaching-learning resources.

6.4 As has been mentioned earlier, education should be made functional as much as possible, so as to make it meaningful to the female students at Primary level as well as the parents who may be less apprehensive about the usefulness of education. It is certainly not easy to bring this kind of change because it needs serious professional thinking and possibly a new directions and guidelines in our education policy and plans particularly for primary education for girls. It is not only the question of financial allocation but more important is the effective implementation and monitoring of a programme which brings real dividend.

For the qualitative improvement of the Primary Education it is considered important that supplementary reading material should be provided to primary school children in addition to the text books. The role of extra and co-curricular activities cannot be ignored for the healthy growth of children at the primary level. It is recommended that some financial provisions should be made for these activities for each school. The teachers should also be trained and motivated so that they can initiate and conduct innovative programmes which involve active participation of the primary School children in activities other than purely Curricular and academic.

7. Non-Formal Education

7.1 Education should be made free and compulsory through a legislation. This should only be done if access to education for all could be provided. The formal system of Education has not been able to cope with the problem of population growth of 3% per annum which adds each year ^{about} half a million children of primary school going age to our population. To cope with such huge numbers, the non-Formal and informal system of Education has to be vigorously developed to provide support to the achievement of universalization targets. Non-formal/In-formal education should be fostered on priority basis and necessary manpower be trained to formulate, implement, monitor and evaluate such forms of education. Education should be seen in a broader context and need not be considered only possible through structured programmes within four walls of a school. In addition the Education system should be integrated with the community needs through orientation of curricular and co-curricular activities towards the local needs.

7.2 The use of existing school buildings, which are practically used for not more than four hours on working days, should be extended through the adoption of multiple shifts in as many schools as is possible and wherever necessary.

8. Management & Supervision

8.1 It has been strongly felt that one of the weakest link in our educational system at primary level for females is the poor management. The dearth of trained female teachers has further complicated this problem. The inadequate staff, lack of specialized staff and the shortage of existing facilities to train educational administrators are extremely lacking. The training of educational administrators is necessary because they have to perform a difficult and complex task as well as to orient them to the programme of educational expansion and improvement. It is also necessary to impart certain skills to management personnel which are considered to be pre-requisites to efficiently run a system as well as to improve and modify as and when desired. Most of the educational administrators at primary level, male or female are old working teachers. They are not properly trained or even exposed to manage different aspects of education. Sometimes they are expected to manage innovative programmes. This usually results into failure inspite of the best efforts put by those responsible for the programme. The problem is easily traceable at the management level. It has been well recognized that innovative programmes and projects need management of innovative type. The Provincial and the Federal Institutions meant for management training need to co-ordinate and strengthen their programmes to meet common objectives.

8.2 The Universalization of female primary education is not a routine problem and has assumed difficult proportions. Accordingly it needs innovative programmes which can be managed with new and effective techniques.

8.3 There is also a serious dearth of Female Supervisory staff for Primary level of education particularly in rural areas. The supervisory visits are extremely limited in number and ^{are so} non-professional ^{and ineffective} in nature that no tangible results have been achieved either to check absenteeism or to provide professional guidance to the teachers.

8.4 The scope and speed of various activities being undertaken in the sector of education is so large that present day procedures and managerial structures are grossly inadequate to cope with them. This is quite evident from the fact that the number of schools per supervisor are unmanageable and the present lack of accessibility to most of the rural institutions, if taken into account, can be well imagined as to how far the effective supervision could be possible. The need is not only to increase supervisory cadres but also to introduce innovational techniques of management incorporating some concepts being used by commercial and industrial enterprises.

8.5 The training of managerial cadres needs to be greatly strengthened. At the national level, the Academy of

Educational Planning and Management has been established for imparting know how and mounting training programmes on a selected basis. However, its efforts need to be supplemented by the provinces, if the needs of the administrative training have to be adequately fulfilled.

8.6 In primary education sector the problems of formulating well conceived plans and ensuring satisfactory implementation are much more complex than any other sector because of the large spread of locations all over the country, diverse behaviours and cultural backgrounds of the clientele, inadequate accessibility, poor communications, difficulties in recruiting qualified teachers in much larger number and above all insufficient and outmoded supervisory procedures and structures. This situation warrants not only the creation of a reliable data and research support to the planning process but also a good deal of decentralisation both in identification of needs and in the implementation of the programmes. The present procedures are by and large centralised and are not duly supported by adequate data/information. In primary education there is a great need to take the planning process to grass root level particularly by involving the local community leaders and mustering the community support.

8.7 As already pointed out the existing supervisory pattern exhibit a larger scale diversity in different regions of the country. The number of schools to be supervised by the concerned officer vary from 70 to 190. Sometime it is impossible for the supervisors to visit all ^{the} schools within reasonable time interval. Further, supervision in more or less on traditional patterns where the effort is to find faults rather than to provide professional guidance and remedial measures.

8.8 The need to rationalise the present supervisory structure and to impart managerial training based on modern concepts of administration, therefore, should be met on priority basis.

9. Graded Vocabulary

9.1. One of the fundamental requirements for the qualitative improvement in the sector of primary education is to prepare a 'Graded Vocabulary'. This will not only improve the text books but also those words will be used in the text which can be understood by an average child of primary school going age. This will also help writers of supplementary books in preparing books of a realistic standards. The concepts and the language are the two most important ingredients in child-hood education particularly at primary level. The importance of graded vocabulary has been recognized by all the developing countries. Pakistan also initiated more than one project that relate to this need with the help of UNICEF and UNESCO. The projects have yet to take off the ground to demonstrate any tangible benefit. It is strongly recommended that steps should be taken to accelerate the programme of developing 'graded vocabulary' which could be used as a guide for text book writers and for writers of supplementary reading material for the children of primary school level.

10. The enrolment targets for primary education as indicated in the current plans specify achievement of enrolment ratio of 90% for boys and 60% for girls by 1988; making the national participation rate as 75%.

These targets imply an average increase of about 6% per annum in the enrolment ratios. Bearing in mind the fact that enrolment ratios in the past years have never increased by more than 2-3%, per annum if only traditional methods of education at this level are deployed. These targets may be achievable only when large scale innovational approaches are adopted which have been recommended in the report. Problems such as reduction of dropouts, improved management and supervision better physical facilities, and improved accessibility particularly in rural-areas would have to be tackled on priority bases, through innovational methods.

A combination of formal and non-formal methods involving flexible and less structured programmes would be ^apre-requisite for any significant break through in this sector. With all these measures taken; it may be possible to achieve universalization of primary education for boys within 5 to 8 years and for girls between 8-10 years.

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