

Situation Analysis for Balochistan Education Sector Plan

Draft Zero

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Abbreviations:

ADB	Asian Development Bank
AIOU	Allama Iqbal Open University
B.A	Bachelor of Arts
B.E	Bachelor of Engineering
B.Ed	Bachelor of Education
B.Sc	Bachelor of Science
BACT	Balochistan Academy for College Teacher
BEF	Balochistan Education Foundation
BEMIS	Balochistan Education Management Information System
BISE	Board of Intermediate and Secondary Education
BOC & EC	Bureau of Curriculum and Extension Center
BPSC	Balochistan Public Service Commission
BTBB	Balochistan Textbook Board
BUITEMS	Balochistan University of Information, Technology, Engineering and Management Sciences
CCI	Council of Common Interest
CIDA	Canadian International Development Agency
CIP	Community Implementation Partner
CPD	Continuous Professional Development
CT	Certificate of Teaching
ECCE	Early Childhood Care and Education
EFA	Education for All
ESR	Education Sector Reform
FGD	Focused Group Discussion
GAT	Graduate Aptitude Test
GDP	Gross Domestic Product
GIZ	German International Cooperation
GRE	Graduate Record Examination
HE	Higher Education
HEC	Higher Education Commission
HEMIS	Higher Education Management Information System
IDSP	Institute for Developing Studies and Practices
IIC	Innovations and Industries Centre
ILO	International Labour Organization
JET	Junior English Teacher
JVT	Junior Vernacular Teacher
MICS	Multiple Indicator Cluster Survey
M&E	Monitoring and Evaluation
M.Ed	Master of Education
M.Phil	Master of Philosophy
MBA	Master of Business Administration
MBBS	Bachelor of Medicine and Bachelor of Surgery
MDGs	Millennium Development Goals
NCHD	National Commission for Human Development
NEAS	National Education Assessment System
NEF	National Education Foundation
NEMIS	National Education Management Information System

NEP	National Education Policy
NER	Net Enrolment Rate
NFBE	Non formal Basic Education
NGO	Non Government Organization
NOC	No objection Certificate
NTBP	National Textbook Policy
NTS	National Testing Service
NUML	National University of Modern Languages
PEACE	Provincial Education Assessment Centre
PhD	Doctor of Philosophy
PIP	Private Implementation Partner
PITE	Provincial Institute for Teacher Education
PPIU	Policy, Planning and Implementation Unit
PPP	Public Private Partnership
PSDP	Public Sector Development Programme
PSLM	Pakistan Social and Living Measurement
PTC	Primary Teachers' Certificate
SBKWU	Sardar Bahadur Khan Women University
SCSPEB	Society for Community Support for Primary Education, Balochistan
SITAN	Situation Analysis
SLO	Student Learning Outcomes
STI	Staff Training Institute
UNESCO	United Nation Education Scientific Cultural Organization
UNICEF	United Nation International Children Fund
UOB	University of Balochistan
USAID	United States Agency for International Development
WB	World Bank

Executive Summary

Background and Methodology

The Situation Analysis for the Education Sector completes the first phase of the sector plan development process for the Balochistan education sector. The report for the situation analysis will form the basis for a sector plan for education in the province. The process initiated by UNESCO has been continued by UNICEF and the draft report consists of the final outcomes of the two efforts as replication has been avoided and only value addition to the UNESCO work focused for the process.

Primarily the report has gone into greater depth of most issues. The process involved included secondary and primary data as well as consultations. Thematic groups of government officials concerned held meetings on various issues. The groups included higher education, technical and vocational education, textbooks, curriculum, assessments, teacher education and access and equity. In addition to the thematic groups one day SWOTs were held with the main organizations in the sector. Review of selected textbooks and question papers from the last 5 years was also carried out. Ten districts were visited to interview officials, students, teachers and communities at the district level.

The whole process was led by PPIU whose officials participated and continue to participate in most consultations. The Situation Analysis will be followed by development and prioritization of policy options and then the final draft sector plan. The Thematic groups developed will continue to be engaged with the process.

The Balochistan Context

Balochistan's demography, terrain and economic endowments contrast with the high population density, mostly vegetated agrarian and riverine economies of the other provinces. The lowest population of all provinces in an area that comprises 44% of Pakistan translates into a high per capita expenditure for an effective development effort. The province also has the lowest socio-economic indicators in the country including educational achievements. Lowest labour productivity of all the provinces (1/3 of Sindh and 1/4 of KP and Punjab) suppresses the potential of its main economic assets of minerals, livestock, fisheries from the longest coastline in the country and the locational advantage of borders with Afghanistan and Iran.

The Education Challenge: 18th Amendment

The biggest challenge and opportunity to the province has been thrown in the form of the 18th Constitutional amendment that has devolved all educational functions to the provincial government. This basically means the transfer of curriculum development, standards and textbooks approval function in addition to the pre-amendment mandate.

A bigger challenge has arisen in the form of Article 25A of the constitution that has made free education for all children between the ages of 5 and 16, a fundamental right. Implementation of 25A subsumes all previous commitments including EFA and MDGs. It not only covers aspects of access but without improvements in quality and focus on equity the targets of 25A cannot be achieved. It will take years for these to be achieved and the prospective sector plan can form the basis for the path to achievement of universal free and compulsory school education in Balochistan.

Access and Equity

The educational situation comprises of inadequate school availability, high levels of drop outs, especially at primary levels and wide gender gaps. The demography presents the foremost challenge to education wherein only about 10,000 settlements, out of 22,000, have a school. According to Pakistan Social and Living Measurements Survey (PSLM) 2010-11 the Net Enrolment Ratio (NER) drops from 47 in primary to 25 in the middle to almost 14 in the secondary. Lower NERs for females at 40 at primary, 13 at middle and 4 at secondary as compared to boys NERs of 68, 34 and 21 at primary middle and secondary respectively, provides one measure of male to female educational achievements.

Over the last almost twenty years an increased focus on female education (including Community Support Program, CSP) has resulted into an increase of 355% in government schools for girls from 1992-2010 with a concomitant rise of 48% in female enrolment. Overall the school sector has expanded over the period with an increase in 70% in government schools and 29% in enrolment in government schools. Equity factors have improved to the extent of enrolment of girls even as wide gaps remain, however, concepts of inclusive education for other marginalized groups based on disabilities or 'unfeasible' geographic locations continue to remain outside the mainstream education effort.

A separate directorate of special education manages four institutions for 'disabled children' in the provincial capital of Quetta and one institution established by Federal Government in Khuzdar. The private sector also manages an institution in Quetta. This effectively leaves out the rest of the province. As the province has a substantive population of refugees from the Afghan war, arrangements have been made for schools for their children by the United Nations High Commission for Refugees (UNHCR).

In addition to schools managed by the provincial "Department of Secondary Education" the province has schools run by other public sector entities like the armed forces. While the number of these schools remains small the main 'challenge' has begun to emerge from private sector schools. The number of such schools have been estimated to be over 1000 and growing. The rise of the private schools manifests an increased loss of confidence in the quality of public sector schools. Madrassa form the third tier and there has been a perception their increase also as the 'best options' for the poorest who neither afford a low cost private school nor a public school. Most madrassas provide boarding and lodging and a clearer path to a

career in ecclesiastical matters along with social recognition of the graduates. Anecdotal data asserts zero drop outs from both madrassas and private schools.

In addition to the above the Balochistan Education Foundation (BEF) also supports private schools through a 'public private partnership' process. BEF has 197 Fellowship schools with the assistance of the private sector and subsidizes another 500 schools that meet its criteria. The BEF has also developed community schools in areas with no schools. At present about 632 such schools function in the province. In addition to BEF the National Commission on Human Development (NCHD) also developed feeder schools with the support of the community and linked these to nearest government run school for administrative and reporting purposes. The models used by BEF and NCHD provide workable examples that can be employed for extension of schooling to all settlements, especially, in view of Article 25A. At least in the short to medium term the model may have to be adapted before quality factors can be considered for these schools also.

The high levels of dropout from public schools results from both internal and external factors. The former include a school environment that not support quality education. 66% of schools in the province have no latrines, 46% no water, 76% no boundary walls and 78% no electricity. In addition to the physical conditions the internal school culture follows an hierarchical regimen with discouragement of questions and use of coercion including corporal punishment to maintain discipline. Extracurricular activities have faded out in most schools and health programmes and facilities remain non-existent.

Early Childhood Education

Balochistan has always had a pre-primary class in schools known as kachi. It does not, however, fulfill the requirements of ECE, as envisaged by accepted educational concepts for children and included in the National Education Policy 2009 as well as the ECE curriculum development in 2002 and 2007. Children in the traditional kachi class sit in multi grade class rooms managed by a teacher with no training in ECE and have books to read. Recently the USAID, through the Agha Khan Foundation, introduced the 'modern precepts' of ECE into selected schools. These classes have been named as 'non traditional kachi', have separate area for these children where children play under the guidance of trained teachers and learning does not involve books. In addition to these classes some of the elite private schools also have ECE classes based on the 'Montessori' or the 'kindergarten' concepts.

The main obstacle to expansion of ECE has been the skepticism and even cynicism of education managers who consider it a low priority. The thinking not only stems from the traditional resistance to new concepts but also the hierarchical approach to children and consequently education. The concept, among other things, has not been included in courses of teacher training institutions.

Quality Education

After years of focus on access, mainly for the primary level, the department of education now considers quality improvements in classroom teaching and learning to be equally, if not more, critical. At present most classroom learning results into rote memorization with little or no cognitive development in terms of critical, analytical ability. Resultantly the recently developed interim education policy in the form of the 'Balochistan Action Plan' places higher emphasis on quality than the past. It recognizes the link between poor quality and high dropouts.

Quality deficit has arisen from a lack of understanding of the quality factor by the senior management of the education sector coming from the generalist cadres of the provincial and federal governments as well as a paucity of quality educationists among the 'technical cadres' within the education department. The weaknesses of the latter, from the teaching force, originate in the poor quality of education in the courses meant for teachers whether at a certificate or a degree level. Specialists in areas like curriculum, textbooks and assessments cannot be developed through the current content and course design as well as the instructors in the institutions for pre-service teacher education. In case of teacher training the marginally better capacity in the province has been the result of donor support in the area over the last many years and the trainings linked to the various projects implemented.

The 'specialised organisations' for quality inputs like Balochistan Textbooks Board (BTBB), the Bureau of Curriculum and Extension Center and the Board of Intermediate and Secondary Education (BISE) work in parallel to the Directorate of Secondary Education (and the Directorate of Colleges). No coordination exists in development of the products as the schools and teachers in the employ of the directorates accept textbooks, examinations and curriculum as passive recipients. Although curriculum remained a federal subject from 1976 till 2010 the BOC&EC as the provincial agency for the subject had the mandate of representing Balochistan in the process of curriculum review. It undertook the task in isolation of feedback from, and to, other educational agencies that included the DOS and DOC.

In addition to coordination issues the organizations, individually, have an input or at best process focused approaches. Outputs in terms of students' learning outcomes fail to be recognized as a goal. Absence of standards manifests the gap in the approach to deliver quality education.

Parallel Education Systems

Low recognition of quality and standards as a societal goal has also led 'parallel education systems' to flourish in the form of private schools, public schools and madrassas. Further stratification within public and private schools as well as madrassas adds to potential cleavages across society. Both public and private schools have the elite and non-elite bifurcation. The former in both cases consists of a minority that receives quality education with higher proficiency in the English language. The private elite schools use foreign examinations like the London or

Cambridge University O levels that sets them apart from the rest. Curricula and textbooks followed have very little in common with the national curriculum.

Similarly madrassas also follow their own curricula and contrary to common perception they do not form a monolith. At least five different types of madrassas exist in the province each with a different school of religious thought. According to the last available figures collected by the provincial Home Department in 2009 a total of 1095 madrassas exist in the province with an enrolment of about 82,000. The majority of madrassas and hence enrolment belong to the Deoband school of thought.

Education governance in the province (as in the country as a whole) has failed to recognize the need to include all types of institutions into its domain either as a direct provider of service or a regulator. The failure owes to factors of internal weaknesses of the education department as well as external factors wherein the private organizations and madrassas resist regulation due to distrust. A lack of political will to endorse a basic level of commonality across all service providers forms the backbone of the problem.

At best policies of public-private partnership (PPP) of private schools and mainstreaming for madrassas have been employed and both have had limited success. In fact the latter has been considered a failure by most experts met during the consultative process. In case of PPP the main intervention in Balochistan has been through the Balochistan Education Foundation. Another good example of PPP has been the CSP program initiated in 1992.

Textbooks

Discussions with the textbook board revealed that printing consumed the bulk of the attention. Benchmarks for quality of textbooks, authors and processes for development of the books have never been developed. Consultations with teachers and evaluation of selected books revealed a number of shortcomings that included vocabulary use without consideration for age, absence of local context in primary level textbooks, poor explanation of concepts and even errors. Teachers and students found textbooks to be uninteresting. Like all other quality inputs, textbooks also invoke rote learning rather than critical, analytical thinking.

Nationally all the provinces and the federal government had agreed to the 'National Textbooks Policy 2007' that calls for competitive textbooks development by allowing the private sector to prepare textbooks to be selected by the government. Balochistan has agreed to implement the policy after modifications but practically only 3 books have so far been prepared under it. Despite the shift to the private sector the deficit of quality authors remains and the policy recognizes the need for development of local authors. Field testing of books has also been prescribed.

Curriculum and Assessments

Curriculum, hitherto developed at the federal level, gets implemented through development of textbooks only. The textbooks form the basis for all teaching and assessments. Curricula have never been disseminated in the past nor has implementation ever been evaluated. The National Education Assessment System (NEAS) and its provincial component Provincial Education Assessment Centre (PEAC) made the only effort at system wide assessment of learning outcomes based on curriculum in 2004 followed by another set of tests in 2008. The concept initially supported by the World Bank failed to receive serious traction from both the federal and the provincial governments. A dormant PEAC unit currently exists in the BOC&EC.

As the mandate for curriculum development shifts from the federal to the provincial government as a consequence of the 18th Amendment the issue of capacity within Balochistan becomes relevant to the issue. The BOC qualifies as the natural inheritor to the function. Over the years, work on curriculum has been shifted to the margins of the organization as donor funded in service teacher education for middle and secondary teacher became the main activity pursued by the Bureau. At present the officers of the Bureau evinced a weak realization of the implications of the mandate transfer both in terms of the need to revive a central focus to curriculum development as well as the scale of the work involved in the function. At present the provincial government has adopted the Curriculum 2006 prepared by the Ministry of Education. The decision provides time to the education department to develop capacity for curriculum review.

The federal government in the past has followed curriculum development processes that suffered from absence of standardized and transparency and a failure to accommodate provincial requirements. No follow up for implementation and evaluation existed beyond the approval of textbooks prepared by the provinces under the extant curriculum. The provincial government needs to learn from these gaps and ensure it develops a more standardized, transparent and dynamic process that caters to the needs of the variations across districts.

In terms of curriculum another major shortcoming has been the absence of a school language policy based on clearly defined educational needs and sequenced as per the realities of the largely monolingual populace of school children. English has been imposed from class 1 whereas the mother tongue's value as the language of early learning has been crowded out of the curricular schemes through whimsical decisions made at the federal level by political decisions not informed by technical aspects of education. The provincial government will need to review the situation in the light of educational needs of the multilingual society in Balochistan. A balance will need to be created across languages with Urdu as a national language and the lingua franca for the country as well as the province, English as the conduit to quality higher learning and globalization and the mother tongue as the best medium for instruction for children in early years of education.

Assessments form the second weak link in quality education in the province. As the primary driver of the teaching learning process the public sector examination systems suffer from a similar input and process based approach as the other quality products. The (BISE) responsible for external examinations in the province has not prescribed standards for examiners or paper development and marking processes. The questions test memory and not analytical critical ability in line with the teaching learning processes in the classroom. Teachers responsible for internal assessments (both summative and formative) have no training for the function and primarily, in the schools where the practice of assessments has continued. The BISE examinations provide the cue and these assessments also test memory in line with the teaching approach.

Administrative difficulties faced by the Board overtake any considerations for the quality of the examinations papers. Delivery of papers without compromising secrecy across a vast province with a difficult terrain and poor communications infrastructure presents the first major challenge. The second, more sinister, threat has arisen in the form of endemic cheating supported by parents, teachers' associations and many influential members of society. The Board alone cannot successfully counter the problem given its present scale. The practice already deters the honest hardworking student and in the long run endangers the very fabric of social development in the province.

Teachers

Teachers form the third, and the most critical, link in quality education. Both pre-service and in-service teacher education have weaknesses that limit the ability to produce quality teachers and the existence of a few good teachers in the system can be attributed more to the law of averages than policy. Pre-service education has remained of a low quality over the years and now continues to deteriorate further as malpractices permeate in examinations, especially, in the case of private sector institutions and the distance learning programme of the Allama Iqbal Open University (AIOU). The province has, so far, not adopted any standards for teacher education despite the existence of national standards prescribed by the National Council for Teacher Education (NACTE) functioning under the Higher Education Commission (HEC).

Teachers for primary education need a certification in primary school teaching known as the PTC after ten years of schooling, middle teachers a CT certificate after 12 years of schooling and secondary school teachers graduation with B.Ed, to qualify for jobs in the government sector. The PTC and CT have been rejected as poor quality archaic programmes by most studies and the National Education Policy 2009 has called for phasing out of the certification in lieu of graduate degrees for all levels. The current B.Ed programme of one year has also been recommended to be changed to a 4 year degree. The NEP 2009 accepted recommendations initially made by the STEP project and presently the USAID funded Pre-Step Programme has initiated a process for implementation of these recommendations and development of standards for teacher education in Balochistan

Quality teaching in the classroom receives a further set back from the situation of teacher availability. Most rural schools have fewer teachers than urban schools. Non availability of teachers for mathematics, sciences and English in rural middle and secondary schools forms the main deficiency. Almost 75% of the primary schools have a single teacher. Teacher absenteeism supported by political interference and corruption further compound the situation.

Higher Education

The higher education sector in the province consists of the universities that function autonomously and the colleges under the Department of Higher Education as well as privately owned institutions. The Universities receive their charter from the provincial assembly under guidelines provided by the Higher Education Commission. The colleges under the Higher Education Department constitute four types: graduate colleges, intermediate colleges, residential colleges, cadet colleges and technical colleges. The graduate colleges have undergraduate classes along with intermediate, the inter colleges conduct only intermediate classes while the residential and cadet colleges can be considered the 'elite' schools of the public sector. The latter have classes from middle to higher secondary level with English as the medium of instruction, autonomy in school management with better qualified teachers who enjoy greater prestige and a filtration process that selects students on merit. There are 65 intermediate colleges, 35 graduate colleges, 4 residential colleges and 5 cadet colleges. The province has 7 universities with the University of Balochistan as the largest.

The issues of quality education of the school side of the elite colleges and of intermediate classes overlap with the school sector in the case of textbooks, curriculum and examinations. Its main advantage appears to be in terms of teacher quality. Despite the better qualifications the Higher Education Department has recognized the need for teachers' professional development the Balochistan Academy for College Teachers has been set up. At present its role continues to evolve as a nascent organization.

College teachers met considered English language as the biggest barrier to students to transit to the intermediate courses. This weakness prevents academic progress of most students. This brings into perspective the rationalization of the school language policy discussed earlier.

Higher Education sector in terms of undergraduate and university needs to be viewed as a continuum. Presently colleges fail to be recognized as part of higher education in the academic sense and while the universities have been the beneficiaries of reforms and funds of the Higher Education Commission (HEC) the colleges have suffered neglect. Overall an overall policy framework for higher education, inclusive of the bulk of undergraduate programmes in colleges, has never been developed. Most education managers continue to treat the sector as an extension of schools. As until recently a separate department for higher education did not exist issues of schools received overwhelming attention at the cost of the

colleges, The new Department of Higher Education has been designed to rectify the situation.

At present the college sector similar to schools has viewed the academic work from an input perspective. Outputs in terms of requirements for further higher education or the world of work have not been envisaged. The undergraduate programmes in these colleges have continued the two year format despite four year curricula developed by the HEC for most undergraduate classes. The main reason for non-transition has been a lack of funding to sustain four year programmes.

In terms of curriculum and teaching the undergraduate students receive no grounding in research methodology or exposure to a wider spectrum of courses to development of a broader outlook. Relevance of programmes to the world of work has never been evaluated and the students have no recourse to career counseling.

Universities have received increased funds from the HEC to enhance their capacity for research and teachers professional development through improvement in qualifications to Phd. A 'tenure track' system has been established for teachers who meet the relevant criterion of publications in peer reviewed international research journals. These teachers receive higher salaries. The HEC reforms had initially missed the importance of relevance of the courses and outcomes for the graduates in the real world. The same has been included in the criteria for ranking universities for allocation of funds. Internal quality control mechanisms have also been adopted through setting up of 'Quality Enhancement Cells'. University of Balochistan has developed centres to link research to industry although the current results remain unclear. A centre for training of teachers has also been developed by the University of Balochistan.

A significant development in the province has been the foundation of the first women university: the Sardar Bahadur Khan Women University in Quetta. The university appears to be growing in academic strength rapidly as persons associated with it in various capacities revealed a greater degree of seriousness and also the institution remains un hampered by the threats of political and other violence prevalent in the rest of the sector.

Administratively, politicization of the student body on the lines of the mainstream political parties and the easy recourse to violence, forms the most significant threat to the sector in both universities and colleges. Cheating in examinations, even at the university level, forms the other threat.

Financial issues of the universities have begun to come under stress as the HEC funds have been reduced by the Federal government . At present even salaries of some of the non tenure track teachers depend on the funds received from the HEC. In addition to HEC the universities also receive grant in aid from the provincial government and also generate their own funds through tuition and examination fees. These fees contribute a very low amount as students in colleges and universities in the province receive a highly subsidized education.

Technical and Vocational Education

Technical and vocational education in the province lags the market and very limited linkages exist between the sector and the market. Most institutions follow archaic curricula and even older equipment and approaches. Currently the TTC offers 28 skills but due to lack of resources courses in only 17 skills can be imparted. While no tracer study has been conducted of the graduates of the sector most persons consulted, including businessmen, agreed that the former could not find jobs in their relevant areas of training. Similarly on skill development the system has not been able to channelize the training into marketable benefits for the graduates.

Balochistan has the lowest labour productivity of all provinces and only 10% of its GDP depends on Industry. Mining the main high economic yield activity has low value added components and even within the current set most labour comes from Shangla and Swat districts of KP. Similarly Hub the main industrial area attracts workers from Karachi. Fisheries and mining contribution of the province to national GDP has been extremely below its potential. In the absence of quality and directly attributable evidence of employability for the graduates the current set up will receive minimal importance from both the government and the private sectors.

From a governance perspective the main problem in the sector has been the division across four different departments. Balochistan Technical and Vocational Training Authority *BTEVTA" was set up in 2006 through an ordinance and now has been made permanent through an act of provincial assembly. However, it has failed perform the coordination function envisaged by the law.

Literacy and NFE

Literacy has been the most marginalized sub sector of education in the province. Over the years it has been supported either by development partners or the federal government. The province does not have a non formal education sector of its own and the National Education Foundation (NEF) maintains the only non formal schools in the province. The 'feeder schools' run by NCHD can be considered as non formal schools also but they maintain a link with the nearest regular school. Non formal schools have not been seen an opportunity as second chance of education.

NCHD has been the only organization to run literacy programmes in every district of the province. Even the Directorate of Literacy in the Social Welfare Department has programmes in twelve districts only. The ESRA project funded by USAID have assisted the literacy program in 5 districts. With the elimination of the federal role in education under the 18th Constitutional Amendment the main federal funds under the Education Sector Reforms to the Literacy Directorate have dried. The provincial government only pays salary to a limited number of staff. The impact of the various literacy programmes remains unclear although the province has seen an increase in

literacy from xx in 2001 to xx in 2010-11 with a male to female break up of xx and xx respectively.

Comment [h1]: See record

Comment [h2]:

Comment [h3]:

Comment [h4]:

Governance and Management

Education governance in the provinces has been adversely impacted by internal deficiencies, as well as, an external political environment that provides low levels of support and a high degree of damaging interference in administrative decisions. Teachers associations act as the main conduits for the interference that has seriously undermined the effectiveness of decision-making, discipline and moral of the teacher force and other functionaries of the education department(s) at school as well as higher education levels.

Internally the school education department suffers from weak management capacity at the district level and a centralization of powers to the province. The latter further incapacitates weak managers. The districts have the main action in education. They have limited resources for management and administrative decisions continue to be distorted by political interference at the cost of merit and sound administration. In the absence of accountability the effectiveness of the department has eroded as teacher absenteeism and other malpractices have spread.

At the district level monitoring of quality education has been assigned to 'learning coordinators (LCs)'. The LCs have little training for the purpose of mentoring as they too belong to the teaching cadre trained on prevalent teaching practices that induce rote learning. However, they still have a critical role as they visit schools and observe teaching and provide feedback. In many cases the LCs cannot visit schools due to transportation problems in a province with longer distances than the rest of the country. The other reason is that the LCs in most cases have 20-50 schools to monitor in a month. Even where some LCs succeed in visiting schools they find it difficult to follow up.

The Government during the last two decades have made some efforts to engage the community through Parent Teacher School Management committees (PTSMCs) in the education management process but due to not availability of financial resources and political will the efforts have not reaped the desired results. Though some donor support interventions in formation and strengthening of PTSMCs have been made but are dependent with the life of projects.

Given the overall input based approach, non-recognition of student learning outcomes and the progress of children in the world of work system wide monitoring has never been a priority. The Balochistan Education Management Information System (BEMIS) has been operational since 1992 but with a low propensity for data use its efficacy has been minimal. Consequently the data has never been validated and the BEMIS until recently did not produce any indicators. Data analysis has neither been demanded of BEMIS nor produced by it. The extension of BEMIS at district level, the DEMIS, could not be activated because of, among other factors,

transfer of incumbent staff to other positions and weak ownership of the mandate at the district level.

The function has a dominance of computer operators and not MIS specialist. This synchronizes with the common comprehension of BEMIS among education managers. A simple data churning and not a support to decision making that continues with minimal data use partially because of the high level of political intervention in all decisions that render empirical situations irrelevant. The bounds of education governance to public sector schools run by the education department reflects in the data collection approach of BEMIS which does not collect data from private schools, madrassas, public sector schools run outside the school department and even colleges and universities.

Planning in the provincial government, including the education department, also does not follow a structured framework in the form of a medium term plan based on a set of commonly agreed goals. Projects developed either for political considerations of funds allocated to members of provincial or federal legislators or the priorities determined by a development form the bulk of the planning. In case of grant based foreign funding not appearing on the budget the plans remain even more confined to the priorities of individual donors. An overall sector plan for the province does not exist. At present the PPIU faces issues of internal capacity and increased recognition from other internal organizations but there has been an enhanced acceptance over the last two years, especially, as it involved others in the 'Situation Analysis' for sector development earlier preparation of the Balochistan Action Plan. .

In 2009 the provincial education department set up the Policy, Planning and Implementation Unit (PPIU) to coordinate the planning effort in the sector. The PPIU now coordinates all foreign funding in the education sector and has also initiated a process for sector plan development to focus the planning effort around a single instrument to prevent overlap and duplication and increase the effectiveness of educational reforms. The PPIU headed by an Additional Secretary of the Department of Education has allowed the government to take the lead and determine its own priorities in the sector. These priorities remain constrained by availability of resources, especially, finances. At present financial position and processes of the province provide limited space to accommodate reforms that involve high costs which increases the dependence on development partners.

Finance and Budgeting

Provincial education budget has a number of sources. The bulk comes from the provincial government while other contributors include the federal government and the development partners. The funds from the development partners have two bifurcations: those reflected in the budget and those outside. Loans to the government normally find a place in the budget while grants do not. The latter remain with the donor agency that spends them in consultation with the government entity directly impacted. Over the last two years the government of

Balochistan has rectified the situation through the creation of PPIU that coordinates all foreign funded projects in the education sector.

The provincial budgets have a high recurrent portion and within the recurrent portion over 90% of the money falls under the head of salary. Critical funds for improvements of quality remain short even in organizations like the Provincial Institute of Teacher Education (PITE). Low utilization of development funds further reduces the effectiveness of the money allocated. A critical factor in utilization has been the weakening of the audit functions. While the internal audit functions have become redundant the external audit has been weakened by corruption and a lack of follow up. The provincial assembly has not formed a 'Public Accounts Committee (PAC)' for almost ten years.

A low tax potential of the province has led to increased dependence on federal flows, especially, the share in the National Finance Commission (NFC) that, as per the Constitution, determines the formula for distribution of funds among the federating units and the federal government from taxes collected by the latter and deposited into the federal divisible pool. Over the years various NFC awards focused on population as the criterion for division of these funds. In 2009 under the 7th NFC Award the principle of 'inverse population density' became one of the parameters for the division of funds. Resultantly the share of Balochistan from the Federal Divisible Pool increased from Rs. 30 billion to 90 billion. An almost three hundred percent increase that led to an almost 80% increase in the total budget. The increase has not been fully reflected in the provincial education budget that increased by only about 41%. Even this increase primarily resulted from an increase in teachers' salary in pursuance of the demand from the politically powerful teachers associations to bring their salary structure under a 'time scale' scheme that allows automatic elevation to the higher time scale after a minimal number of years. This places a twofold impact on the wage bill: an increase due to elevation to the next scale and the routine annual increments. Unchecked, at some point in the future, the system will burst out of the total education budget.

Chapter 1: Background

1.1 The Balochistan Context

Balochistan stands out as a unique area in Pakistan as its demography, terrain and natural economic endowments contrast with the highly populated, riverine and agro-rich provinces of Khyber Pakhtunkhwa, Sindh and Punjab. The province has the weakest socio-economic indicators in the country and has high levels of poverty, low educational and minimal industrialization. It has also been a late entrant to political development as it was given politically representative institutions only in 1970 while other provinces had elected assemblies even before independence in 1947. The challenge to political, social and economic development (including educational reform) efforts gets more complicated by the multiethnic and multilingual populace.

Forty four percent of Pakistan consists of Balochistan while the province hosts only 5 percent of the country's population. The latter is spread around the province in 22,000 settlements that range from the city of Quetta to a sprinkling of small hamlets. The unique demographic status means that an effective development effort will entail a higher per capita expenditure as compared to the other provinces. Historically the need has not been recognized at the national level until the 7th National Finance Commission (NFC) Award in 2009¹.

The population consists of Balochs as the majority followed by Pashtuns. Linguistically Balochs are divided between Brahvi speaking and Balochi speaking. Other ethnic groups include Punjabis and Urdu speaking mainly in urban areas with the majority in Quetta, Hazara originating from the 'Hazarajats' of Afghanistan and small pockets of other ethnic groups. The bulk of the latter ethnic groups are in Quetta city, the capital of the province. The current geographic and ethnic composition of the province results from British rule in the area. The region's strategic importance increased during the 'Great Game' between Imperial Russia and British Empire in the 19th century. Pashtun area of the province was acquired from Afghanistan as a result of a treaty with the latter in 1895². As Balochistan was converted into a province the administrative considerations of the decision divided Balochs in Punjab, Sindh and Balochistan. Both Sindh and Punjab still contain substantive populations of ethnically Baloch people.

The capital city Quetta was developed by the British in the 19th century as a garrison town to sustain its military stationed in Balochistan. Railways and postal services were extended to link to province to the rest of India. To run the services and also establish business Parsis, Punjabis, Urdu speakers from the Central and United Provinces of India, Anglo Indians and Bohra Memon communities from Gujarat were

¹ The NFC determines the formula for sharing of federally collected taxes, among the provinces.

² The Treaty of Gandhamak 1895.

invited. This laid the basis for the city as an eclectic society as the Pashtuns, who originally owned the land, and Balochs mixed with these new arrivals. Hazaras migrated to Balochistan in the 19th century to escape persecution in Afghanistan where they were harassed by the government because of their Shiite faith and also a general racist attitude. The Hazaras are mainly settled in Quetta although some communities can be found in the Loralai district. Today the Hazaras are considered to be educationally the most progressive community in the province.

A small educated Hindu community also continues to live in Quetta while other areas of the province also have persons from the Hindu faith. Balochistan also houses one of the oldest and holiest of Hindu Temples in the subcontinent: the 'Hinglaj'. It is located in Lasbela District, close to the Arabian Sea.

The development process in Balochistan lags the rest of the country as the province has high levels of poverty and the weakest education and health indicators (PSLM 2010-11 and Indicator Household Survey 2010-11). In 2011 the province recorded the highest incidence for polio cases in the world: a total of 62 out of a worldwide 169 (UNICEF Report).

The weak indicators fail to reflect the exceptional economic endowments of the province. Balochistan has the following main economic assets³:

- i. Minerals
- ii. Fisheries
- iii. Livestock and agriculture
- iv. Location

Balochistan is rich in minerals with '50% of the national prospective geology for minerals'. Main minerals include gas, coals, chromites, marble copper, iron and gold⁴. Despite the potential it contributes only 20% of the national GDP from minerals.

The case for fisheries is similar. Two thirds of the coastal belt of the country falls within Balochistan. Fisheries is the mainstay of the population in the area yet it contributes less than 1/6 of the national value addition in fisheries

Livestock has been a mainstay of life in Balochistan for centuries and defines many of the traditions, cultural products and even folklore. Agriculture and livestock employ 65% of the labour force. The agriculture sector is relatively smaller as only 5% of the province is covered by the Indus basin. The sector experienced a drought in 1998-2004, which continues to have some impact.

³ "Balochistan Economic Report"; World Bank 2009.

⁴ *Ibid*

Location forms the fourth main asset of the province. It abuts all provinces of the country and shares a 900km and 1000km border with Iran and Afghanistan respectively. The province has the potential to be a conduit of trade between South Asia, Central Asia and the Middle East. At present though the instability in Afghanistan, general regional politics and poor infrastructure and insecurity prevent optimal use of the potential. Unfortunately the 'advantage of geographical location' has benefitted clandestine illicit activities more than legitimate trade. The borders with Afghanistan and Iran are porous and cannot be strictly protected from activities like smuggling which adversely affects the economy of the province.

The economic growth has also suffered due to unrest in some parts of the province which has to make big investment on restoring the law and order situation. Obviously it frustrates the efforts for boosting the economy.

The province has a very small industrial sector and only 10% of the provincial GDP is owed to the sector. Poor communications and transport infrastructure exacerbate the backwardness. While the province has the largest road network in the country of 22,000 kilometers of 'metal and shingle' road (40% of the total in the country) most of these are in a dilapidated condition due to poor maintenance.

Balochistan has the lowest labour productivity in the country at 1/4th of Khyber Pakhtunkhwa and Punjab and 1/3rd of Sindh. Local industry, mainly in the Hub area, employs labour from Karachi while the bulk of mine workers, especially in coal, belong to the Swat and Shangla districts of Khyber Pakhtunkhwa⁵.

Low economic activity, especially, in value addition sectors also lowers the domestic revenue potential and therefore the government depends heavily on financial flows from the federal government, especially, the NFC award. As mentioned earlier the 7th NFC award recognized the factor of 'inverse population' as one of the variables for distribution of funds in the federation. Resultantly the province has seen an almost threefold increase in its budget. Another addition to the budgetary sources has been the agreement by the Federal government to pay arrears of 'Gas Development Surcharge' and a third source is the transfer of the 'General Sales Tax on services' to the provinces. At present, the federal government is collecting the tax on behalf of the provinces and distributing and many details of the process for assessment and collection in the future are unclear. Table 1.1 shows the increase of federal transfers, under NFC, from about 29 billion in 2009-10 to Rs. 93 billion in 2011-12. Another ten billion rupees have been paid as arrears of 'Gas Development Surcharge'.

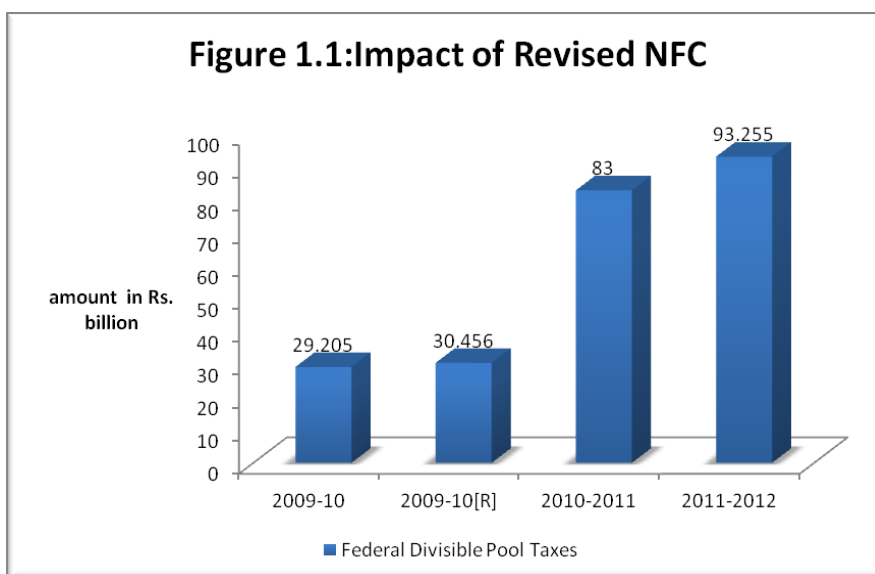
⁵ *Ibid*

Table 1.1 Revenue Receipts of the Government of Balochistan				
	BE	RE	BE	BE
	2009-10	2009-10[R]	2010-2011	2011-2012
Federal Divisible Pool Taxes	29.205	30.456	83	93.255
Straight Transfers & Federal Grants	26.204	36.274	16.398	13.41
Grants to Balochistan (Arrears of GDS 2003-2009)	0	0	2	2
Grants to Balochistan (Arrears of GDS prior 1991 - AHBP)	0	0	10	10
Balochistan's Own Receipts	3.646	2.454	4.129	4.85
Balochistan's Share in GST on Services	0	0	0	4.85
Total	59.055	69.184	115.527	128.365

Source: White Paper on Budget 2010-11 and Budget 2011-12

The net impact of NFC, which decides the sharing formula for the 'Federal Divisible Pool'⁶ is also shown in figure 1.1 below:

⁶ Under the Constitution of Pakistan the most elastic taxes of income tax, custom duties and central excise can be collected by the federal government. Revenues from these taxes plus sales tax form the federal divisible pool whose revenues are divided between the federal government and the provinces under a formula decided by the constitutionally stipulated National Finance Commission.



Source: White Paper on Budget 2010-11 and Budget 2011-12

The impact of the increase in NFC has not yet materialized into a concomitant increase in investment in the social sector. It has been mostly absorbed in increase of development funds for legislators and payments to federal security agencies on 'internal security' duty in the province. The situation continues to constrain the development potential of the province despite a favorable NFC which does not bode well because, as already mentioned, it lags behind rest of the country.

A cross-cutting problem for the entire development effort, including education, is governance. A difficult security situation created by a mix of armed conflict and organized crime is exacerbated by perceptions of corruption in the government. This impacts effectiveness in implementation and also raises pessimism in the population.

1.2 Education Sector in Balochistan

Education, like other social sectors, is not an exception. Balochistan has the lowest literacy rate, highest gender gaps and weakest access indicators in the country as shown in Tables 1.2. The quality of education also remains poor and the exponential growth of private schools in the province indicates the low levels of confidence in public sector schooling. Balochistan has also not been the 'most favored' province of the donors. This is partially due to the security situation but in case of the larger donors the provincial policy of not accepting any loans has also reduced 'investment' in all sectors from the donors. The policy may shrink funds for the time being but it will reduce potential expenditure burden in future.

Table 1.2: Comparative Education Indicators Pakistan

	Gender	Punjab	Sindh	KPK	Balochistan
Pop. that ever attended	M	72	72	71	61

school	F	53	47	35	20
Pop. that completed primary or above	M	60	62	57	48
	F	44	40	26	13
GER Primary (6-10)	M	103	91	100	92
	F	92	71	76	54
NER Primary (6-10)	M	73	68	71	68
	F	68	55	56	40
NER Middle (11-13)	M	38	39	40	34
	F	32	32	25	13
NER Secondary (14-15)	M	24	26	23	21
	F	21	20	14	4
Literacy Rate 15+	M	67	71	65	56
	F	47	43	28	15

Source: PSLM 2010-11

In recent years the government has increased its interest and seriousness in development of the education sector. A reform environment has been created and important reforms have been initiated in all sectors, especially schools and higher education. Technical and vocational education has only recently begun a review and reform process while Literacy and NFE remains the most neglected portion of the sector.

The department of education has undertaken serious reform over the last two years. A Policy, Planning and Implementation Unit (PPIU) has been set up to coordinate the reforms. Over the last year the Department of Education developed a 'Balochistan Action Plan' that serves as the interim education policy for the province till the development of full-fledged sector plan. The decision to develop a sector plan was taken last year and an initial situation analysis was conducted with assistance of UNESCO. It generated an interest for UNICEF to help Balochistan government to develop an Education Sector Plan embracing all the sub sectors Early Childhood Education to Higher Education and Technical and Vocational Education.

A number of other initiatives have also been undertaken. Education for All (EFA) Provincial Plan and District EFA plans for all 30 districts along with Early Childhood Education (ECE) Provincial Plans for 8 districts were prepared and launched by the Government. Community schools development programme was expanded by the Balochistan Education Foundation (BEF) and private schools have been included as partners.

Community Support Process (CSP) was successfully used in the opening of new girls' schools on the demand of communities. Under this process the community was strongly involved in the management of the schools. This success has encouraged the government to adopt this process in all its future interventions. The Parent Teacher School Management Committees, established through a democratic process efficiently managed their schools and now the government has decided to revive these organizations to improve the management of schools.

The school education is already free and the Government provides text books to all the students free of cost. The government is introducing ECE in the schools with financial assistance of UNICEF and EKN. The government has successfully approached the sister provinces to accommodate students from Balochistan in their institutions of Higher Education and professional colleges.

While gaps remain the province has made some strides in education also. Over the last twenty years enrolments have continued to increase, especially, for girls. Balochistan also has five public universities out of which one serves exclusively the females, one informational technology and management sciences, one engineering university and one university at Uthal caters to marine and live stock requirements.

The province continues to face challenges in the sector despite the progress. Access to all children and improved quality both remain elusive at this point. Both these objectives will need to be pursued simultaneously though the emphasis would vary across the province depending on the current level of facilities available. In places with no schools the access will be the main target but for others quality has to be more seriously pursued than in the past.

1.2.1 The 18th Constitutional Amendment

In 2010 the Parliament amended the Constitution of the Islamic Republic of Pakistan. Provincial autonomy formed the cornerstone of the amendment. A number of functions, partially or completely, performed at the federal level have been transferred to the provincial government. This includes complete devolution of education to the provincial governments.

Under the amendment the provincial government has the entire responsibility for education. This was previously shared with the federal government, which was responsible for development of a 'national curriculum' and approval of textbooks. The latter also prepared 'national education policies' with the latest prepared in 2009. In addition to these functions the federal government also provided the international interface for education and was the signatory to important instruments and commitments on behalf of the state. These include Education for All (EFA) and Millennium Development Goals (MDGs).

While implementing these commitments was, at best, equally shared by the provincial and federal governments before the 18th amendment, it now completely devolves to the former. In the pre-18th Amendment situation the provincial government had very little ownership of these ideas as even the preparation of provincial EFA plans were coordinated by the federal government. Development partners also engaged more with the latter on these issues and provinces were not at the centre stage. The provincial government may need to review its approach to these instruments after the amendment.

The 18th Amendment to the Constitution of Pakistan also provides an opportunity for the provincial government to take complete charge of the education sector. There is

both excitement and skepticism in the province at the prospects and possibilities of devolution from the 18th amendment.

1.2.2 The Article 25A Challenge

The 18th Amendment is not limited to devolution of education to the provinces. It has made free and compulsory education for all children of age 5 to 16 a fundamental right⁷. The newly inducted Article 25A of the Constitution reads as follows:

“The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.”

Article 25A of the Constitution of Pakistan challenges the fundamentals of education service delivery in particular and public policy priorities in general. Successful implementation will entail changes in the organizational set up, human resource employed (qualitatively and quantitatively), resource allocations and governance. All of these areas will be impacted irrespective of the eventual model applied for implementation. Only details may differ.

The challenge of Article 25A cannot be seen as a single dimensional issue of access. Also unlike the previous goals defined under EFA and MDGs it goes beyond the primary level indicators of Universal Primary Education (UPE) and Universal Primary Completion (UPC). Achievement of the targets given in Article 25A will require review of education service delivery in terms of access, equity, quality and relevance for the entire school sector from primary to secondary.

Indicators and their targets given in table 1.3 below provides an idea of the issues involved in implementation of Article 25A

Indicator	Current Position	Required
NER Primary (6-10)	47	≈100
NER Middle (11-13)	25	≈100
NER Secondary (14-15)	14	≈100
Survival Rate Primary	55.16	≈100
Survival Rate Middle	54.96	≈100
Survival Rate Secondary	45.09	≈100

The NER functions indicator for access and equity as it cannot approach 100 without gender parity and inclusiveness embedded into the strategies to achieve the target.

⁷ Previously the provision existed in the chapter on ‘Principles of Policy’. Implementation of articles under the chapter, unlike fundamental rights cannot be challenged in a court of law.

Survival rate⁸ is used as a proxy indicator for quality. Without improvements in quality even if physical infrastructure and facilities are available children will drop out. Relevance forms an important correlate of quality and therefore without attractive outcomes of education survival rates of 100 will be difficult to achieve or sustain.

The provincial government has to undertake a number of steps before it can prepare itself to the challenge of Article 25A. It includes:

1. Draft and approval of a 'Compulsory Education' law.
2. Identify Resource Implications.
3. Implementation strategy.

Compulsory Education Law

The Department of Education has already prepared a draft law, which has been sent to the provincial law department. The law touches on three critical areas:

- a) Definition of 'free education'
- b) 'Definition' of education.
- c) Mechanisms for implementation.

Definition of free education has resource implications. At present the government schools charge no tuition fees and also provide textbooks free of costs. Stationery, transport and uniform expenses continue to be borne by the parents. The draft law adds provision of stationery, one school meal and transport to the definition of free. The expanded definition will entail organizational changes in addition to resource implications.

The draft law calls for a definition of education bound by a set of standards. It leaves the latter to be developed by the 'competent authorities' as it accepts the need for a dynamic standards regime that can be changed as per requirements.

The most difficult component of the law concerns implementation including consequences for non-compliance. The causes for low enrolments and high drop outs in the system cannot be considered a factor of punitive action. Endemic structural problems on both the demand and supply side of education make penal action, at least in the short run, inoperative as a remedy. The draft law considers the importance of persuasive approaches although it calls for some minimal fines for parents, and persons employing children for labour, for non-compliance. The role of community in the form of Parent Teachers School Management Committees (PTSMCs) has been, rightly, given central stage.

⁸ The survival rate has been calculated from the NEMIS database as it contains enrolments for public as well as private schools. Earlier part of the chapter uses BEMIS data as it considers public sector schools only.

Identify Resource Implications

Before a law can be approved by the provincial assembly details of implications need to be debated and finalized. The most critical factor will be financial resources. Simulations of enrolment increases along with financial implications and time period required will need to be developed. A detailed model has also been prepared as addendum to this report as a possible example to highlight the scale of the challenge and potential issues to consider⁹.

Implementation Strategy

Resource implications and the possibilities of procuring them successfully will depend on the implementation strategies employed or conversely the latter will adjust to resource realities. The first factor in strategy will be time. The current draft law does not incorporate an option for providing a timeframe for implementation. Apparently the constitutional article leaves the open to the provinces by providing them an opportunity to implement through a provincial statute.

Resources will need to be procured from different sources, which may include re-appropriation within the current budgetary trends, additional taxation and public private partnerships. Even if finances are available implementation will require qualitative and quantitative changes in human resource currently employed in the education sector. As quality is a key factor in successful implementation improvements in pre-service teacher education and availability of specialized education managers and specialists in areas like textbooks, curriculum and assessments will be necessitated. Number of teachers will increase and therefore the capacity of pre-service teacher education will have to not only improve qualitatively but also expand capacity to prepare more teachers.

As sustainable implementation of Article 25A calls for improvements in access and quality indicators the strategy might need to consider variations dependent on the current level of educational services and attainment in different parts of the province. In some parts where no schools or limited schools are available provision of education services to all children may be the priority. In more settled education districts quality may have to be prioritized. Without a clear vision, strategy (or strategies) and plan the targets will remain elusive as was the case with EFA and MDGs. However, unlike the latter Article 25A has legal sanction as a fundamental right and eventually the state will have to comply. The earlier it prepares the better the chances of success.

⁹ Draft Situation Analysis Report prepared by UNESCO also developed a model which forms the basis for the model developed for this exercise. There have been some modification in costing formula and secondly the model has been extended to districts also.

1.3 Objectives of the Situation Analysis

The Government of Balochistan decided to develop an education sector plan in early 2011. The purpose was to create an instrument for organizing reforms into an interlinked, structured whole. The instrument would assist coordinated implementation, feedback on impact of the reforms through a monitoring process and the flexibility to adjust to implementation, design or environmental factors based on periodic review.

The sector plan is expected to guide the reform process for a long period as a living and mutable instrument. Its development requires an ongoing review of the situation but the basis have to be developed through a detailed diagnosis before the launch of the sector planning process. The current 'Situation Analysis' is expected to undertake this task.

The objectives of the analysis are:

- i. Present a comprehensive picture of the education sector in Balochistan in terms of the inputs, processes, outputs and outcomes
- ii. Highlight the key gaps and strengths of the sector including capacity issues.
- iii. Identify the internal and external threats and opportunities.
- iv. Develop a set of draft policy options.
- v. Assist in evaluating priority areas for reforms.

A situation analysis is conducted within a limited time period and a finite set of resources. It cannot be exhaustive and there will always be need for further probe. Some of these options have been highlighted as part of policy options. As the sector plan process become operational, more issues will be identified that might need further analysis. The current situation analysis has been conducted with the understanding that the education sector, and consequently, an education sector plan is living process. This report expects to form a strong basis for the process and while course correction will remain inevitable. It is hoped that no major issues have been missed and major overhaul will not be required, at least in the initial phase.

1.4 Methodology

This current 'Situation Analysis' has been conducted in continuation of the exercise conducted by UNESCO. The draft SITAN report prepared by UNESCO forms an important source for this document besides review of other literature on education. In addition to information gleaned from the UNESCO report a process for primary information was also undertaken. Consultations were conducted through the following tools:

- I. Focus Group Discussions conducted within thematic groups formed for different areas of the education sector and in various stakeholders in the districts.
- II. SWOT workshops conducted with all the concerned organizations.

- III. Interviews and Focus Group Discussions with District Education Officers, Head teachers, teachers, students, community members, local NGOs and head of Madrassas.
- IV. Visits to educational institutions.

These tools were used at both the Quetta based provincial level consultations as well as district levels.

Thematic Groups consisting of officials of different organizations in the education sector were formed to inform the process (these groups will continue into the sector plan development and implementation process). Each group was headed by a focal person of the most directly relevant organization. The following groups headed by organizations mentioned contributed to the development of this report:

- | | | |
|-------|-------------------------------------|--|
| I. | Curriculum: | Bureau of Curriculum and Extension Services (BOC&ES) |
| II. | Textbooks: | Balochistan Textbooks Board (BTBB). |
| III. | Teacher Education: | Provincial Institute of Teacher Education (PITE). |
| IV. | Assessment: | Balochistan Board of Intermediate and Secondary Education (BISE) |
| V. | Higher Education: | Directorate of Higher Education |
| VI. | Access and Equity: | Directorate of Schools |
| VII. | Finance and Budgeting: | Department of Finance |
| VIII. | Technical and Vocational Education: | Directorate of Technical Education |

Thematic group on Literacy and NFE was not formed because of the very limited numbers of persons involved. Focal person for Literacy and NFE was included in groups on Access and Equity and Finance and Budgeting. PPIU officials were present in all thematic meetings¹⁰. Basic policy tools like ‘problem tree’ and ‘objective tree’ were used and in the next phase the groups are expected to develop log frame matrices for their respective areas.

SWOTs were conducted in the following organizations:

- i. Directorate of Schools
- ii. Directorate of Colleges
- iii. Directorate of Technical Education
- iv. BISE
- v. PITE
- vi. BTBB
- vii. BOC&ES

¹⁰ For details see Annex

- viii. BEMIS
- ix. TVE, Labour and Man Power Department
- x. Policy Planning and Implementation Unit (PPIU)

In addition to the above interviews were conducted with Secretaries of School Education, Social Welfare, Labour and Manpower and Additional Secretary Higher Education.

A total of 10 districts were visited to meet with district level officials, teachers, students and the community. The teams also visited schools in the winter zone¹¹. Districts visited were Quetta, Sibi, Jaffarabad, Jhal Magsi, Khuzdar, Lasbela, Gawadar, Turbat, Loralai and Pishin.

A Visioning Exercise was also conducted through a large group representing commerce, trade and industry, political parties, private education institutions, minorities, religious elite and educationists. This exercise provided guidance in developing a future vision of education in the province.

In addition to consultations secondary information was collected from the Department of Finance and other organizations. A number of other secondary sources were also utilized and the UNESCO Situation Analysis was heavily relied upon as a secondary source, especially, for Literacy and NFE and Technical and Vocational Education (TVE). Selected textbooks, examinations and curricula of English, Science and Mathematics were also reviewed.

¹¹ Balochistan has two school zones. The summer zones have long vacations in June, July and August and the winter zones in December, January and February.

Chapter 2: Quality Education

Quality Education needs more emphasis than the past as more evidence of the importance of quality emerges. Access without improvements in quality of education fails to provide the necessary 'critical mass' of human resource required for countries to develop. Pakistan, over the last few years, has mainly pursued access as the primary objective of education although in recent years some important reforms have been introduced for improvement in quality. These include the 'Students Learning Outcome (SLO)' based curriculum developed in 2006, the National Textbooks Policy 2007, the National Education Assessment System (NEAS) and its provincial equivalent, the Provincial Education Assessment Centers (PEACE).

Tests conducted by NEAS and PEACE in 2004 provide the first systemic insight into quality education in Pakistan.

NEAS results corroborate with feedback from the stakeholders in Balochistan. Although over the years Government of Balochistan has placed more emphasis on access it now plans to focus on quality as the cornerstone of its education reform. The same has been discussed in this chapter to set the framework for the rest of the report.

2.1 Understanding Quality

Scientists from a variety of disciplines, including psychology, neuroscience, anthropology, education, have probed the question: how do we learn. Since we do our first and, in some ways, most fundamental learning in our childhood, it has been important for development, educational and other psychologists to try and find out how a child learns. The quest for quality education is about finding the best way of learning as well as about what to consider as learning.

A standard definition of education does not exist and each country or society has to develop its own. While objectives of education vary across countries and societies. However, two core areas covered by education worldwide include:

1. Cognitive Development.
2. Values for Social Interaction.

Cognitive Development has been described differently by various educationists and psychologists but they fundamentally agree on it being different than simple rote memorization. It is the process of development of thinking that allows individuals to become lifelong self-learners. It forms the core of quality education. The other facet of quality education emerges from society's aspirations and understanding about behavior in social situations.

In Pakistan the curriculum purportedly follows the Bloom's taxonomy. It was developed in the 1950s across three areas: affective domain, cognitive domain and psychomotor. The affective domain deals with 'emotional development', the ability to interact and empathize with other human beings. The Psychomotor domain concerns the ability to use physical faculties including use of tools.

The cognitive domain has been divided into the following sub-sets that move from simple to the higher or more complex thinking levels:

- Remembering
- Understanding
- Applying
- Analyzing
- Evaluating
- Creating

Quality education prepares a child's critical, analytical ability and moves through the various levels of thinking of the Bloom's taxonomy. Quality education in terms of cognitive development plays a critical role in individual as well as national development. Increase in number of schools and addition to number of children attending schools cannot achieve the society's or country's development goals.

".....actions that actually improve quality of schools will yield a bonus in terms of meeting goals for attainment. Conversely, simply attempting to expand access and attainment, say through starting a large number of low quality schools, will be self-defeating to the extent that there is a direct reaction to the low quality that affects the actual attainment results¹²."

In fact improved quality leads to higher levels of retention, lower repetitions and hence higher dividends of education for the individual as well as society. Results from 'Programme for International Students Assessment (PISA)' reveal the gaps between developed and developing countries in terms of cognitive development of the students. The test was developed in 2000 to test students from OECD countries. In some cases developing country students also participated.

".....the magnitude of the difference to developing countries in the average amount of learning that has taken place after a given number of years of schooling dwarfs any within-OECD difference¹³"

¹² Eric A. Hanushek Ludger Woessmann; "THE ROLE OF SCHOOL IMPROVEMENT IN ECONOMIC DEVELOPMENT; Working Paper 12832, NATIONAL BUREAU OF ECONOMIC RESEARCH 1050 Massachusetts Avenue Cambridge, MA 02138 January 2007

¹³ *Ibid*

While education alone does not help countries develop but in favorable conditions like peace, correct economic policies etc. it plays the most critical role.

2.2 Standards

Quality education cannot be implemented if the system does not hold service providers accountable for it and 'quality' once defined needs to be measured. Standards have to be developed. Standards cover a wide range of educational outputs, processes and inputs. To ensure quality in education, measurable standards need to be monitored, which requires a set of measureable indicators.

Box 2.1 International Student Competency Assessment Programmes

The International Association for the Evaluation of Educational Achievement (IEA) has been conducting internationally comparable assessments since 1958. The two most prominent assessments administered by the IEA are the Trends in Mathematics and Science Study (TIMSS) and the Progress in International Reading Literacy Study (PIRLS). TIMSS and PIRLS are primarily driven by the content of the curricula in the various participating countries, as curricula are used to derive the test items. The Organization for Economic Cooperation and Development (OECD) runs PISA which assesses knowledge and skills needed in adult life, not mastery of the curriculum narrowly defined. It is concerned with the "capacity of students to apply knowledge and skills in key subject areas and to analyze reason and communicate effectively as they pose, solve and interpret problems in a variety of situations" (OECD 2004). The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) has run two coordinated rounds of multi-country assessments of students in grade 6, which is TIMSS-like and geared to assessing mastery of the curriculum. The *Programme d'analyse des systèmes éducatifs de la CONFEMEN* (PASEC) has run assessments in nine francophone countries, mainly in West Africa (plus Madagascar), with one-per-country at some point between 1995 and 2001. The *Laboratorio Latinoamericano de Evaluación de la Calidad de la Educación* (LLECE) ran a multi-country assessment of learning outcomes in 13 Latin American countries in 1997 and 1999 geared towards mastery of the curriculum covering students in Grades 3 and 4, the middle of the primary school cycle." (Filmer et al, 2006)

Several international assessment regimes are in place to measure learning achievement in a standardized manner allowing the results to be comparable across countries (see Box 2.1). However, comparisons across these assessment programmes are not reliably possible as each focuses on a different target population and countries, depending on their different origins and evolution. They also look at competence differently, e.g. some stay closer to the curriculum than others, which aim to test more general cognitive skills.

Minimum learning standards need to be decided through democratic consensus, and widely publicized alongside regularly measured learning outcomes statistics. Whichever standardization route is pursued, once the decision has been reached to measure learning outcomes across the relevant population cohorts, the aim will

more than likely be to target functional literacy and numerical reasoning as key desirable outcomes of a modern system of education.

2.3 Quality Education in Pakistan

The learning process in most classrooms, irrespective of school type, results in rote learning. All main quality inputs like teachers, textbooks and assessments induce memorization rather than conceptual understanding. The design impacts cognitive development of children who normally do not develop higher learning skills like analysis, evaluation etc.

In Pakistan the concept of quality has been implicit in most education policies articulated over the last 60 years. However, the White Paper on Education 2007 was the most explicit. It calls for development of a clear definition of quality in the local context. National Curriculum 2006 is the other document that prioritizes focus on quality.

The National Education Policy 2009 calls for standards for all educational 'inputs, processes and outputs'. The document states

"There is an impending need to debate and agree on what constitutes quality at each stage of education and the system overall. Based on this, some standards will need to be defined and pursued through development of policies, strategies and plans which target them."

These documents reveal a change in the approach to education. The thinking of these policy documents have not been translated to a change in the implementation approach. Access continues to be the focus. Even under access the thrust has been on primary enrolment.

Low priority to quality stems from a number of reasons. Primary reason for non-focus on quality is the limited understanding of education as a process among most education managers. There is a dearth of quality education experts and the low quality of pre-service contributes to the deficit. The administrative requirements of managing 44,000 teachers and political interference to influence transfer posting decisions leaves no time for the administrator to ponder quality factors or improvements in service delivery.

The organizational structure of the government divorces the quality organizations from the mainstream education service delivery. In case of Balochistan the Directorate of Education has the responsibility for delivery education to the children of the province. It remains, by and large, aloof from quality issues. Its involvement in quality related inputs like teacher training, textbooks and examinations are limited to administrative matters.

The absence of a research and feedback approach results in continuation of problems as none are highlighted at a systemic level. Over the last many years new

ideas in the education sector have primarily flowed from international donor interventions. These interventions have their limitations in terms of assimilation into the system and hence sustainability. Again even donor projects have a large share of focus on access. In terms of quality the main contribution has been on teacher training but not beyond. These interventions fail to impact in a sustainable manner.

Two potential exceptions are the Provincial Education Assessment Centre (PEACE) and the Pre- Step. The former, an off shoot of the National Education Assessment System (NEAS), introduced with the support of the World Bank and the Department for International Development (DFID), undertook the first system wide assessments in the province. The latter has developed standards for teacher education, another first in the country. Unfortunately PEACE has become dormant and the report for the last tests conducted in 2008, have still not been made public. A critical reason for the dormancy has been the input focused approach of the education management, especially, in the quality domain. The Pre-Step has not been institutionalized at the provincial level but currently a team supported by the USAID is working with the Department of Education on adoption of the standards in the province.

Finally, quality is poorly understood on the demand side also. The parents, even relatively educated, have very little understanding or demand for meaningful quality education. They do however, realize that the current state funded education fails to provide social mobility opportunities to their children. The result has been a sprouting of private schools in the province.

Most parents recognize the importance of English language proficiency as a proxy for quality education. Resultantly low fee private schools claiming to be 'English Medium' get enrolment from those who can afford. Unfortunately these schools have even lesser comprehension of the education process than the public system. The latter primarily fails due to governance weaknesses. The private schools on the other hand ensure teacher presence, observance of discipline and provision of at least the minimal facilities. It remains to be seen whether these low fee schools can contribute to social mobility. The latter remains the domain of the more expensive public schools where the elite ensure that their future generations continue to improve. Terminal examinations of these schools are normally of a foreign denomination mostly the O levels from either the University of Cambridge or the University of London. Quality in these schools is driven primarily by the requirements of these examinations.

Another important set of educational institutions are the madrassas. These provide traditional religious education. These institutions also teach, primarily, through rote learning, especially in the junior levels. At the more senior levels 'logic' and 'rhetoric' are taught. While it is difficult to assay the quality of madrassa graduates because of the difference in the paradigm most people met were of the view that drop outs in the madrassa system are insignificant. Secondly most madrassa graduates find it easier to hold their own in a debate due to training in logic and rhetoric, among other strengths, and this ability has, probably, provided the backbone to some of the religious political parties that are led by madrassa graduates.

As the education management has been input focused the career paths of graduates (or drop outs) of various school streams have never been traced. The general perception remains that only the elite school graduates have opportunities in the more 'lucrative' or prestigious jobs. Madrassa students are also considered to, at least, find a niche in the ecclesiastical domain performing fundamental religious rites for the people. In the absence of a more in depth research it remains difficult to generalize. It will be important for the provincial government to undertake such a study as it will help in re-evaluating the policies and implementation process in the education sector.

There has been a change in the traditional access focused approach among the education managers at the provincial level. The PPIU's management considers quality imperative to successful transformation of the provincial education sector, including improvements in enrolment and retention rates. The 'Balochistan Action Plan' prepared in 2011 as the interim policy document on education in the province prioritizes quality related improvements including a need to establish standards. The Directorate of Schools also, now, recognizes its role in ensuring quality education as the main custodian of education service delivery to children. However, these concepts need to filter to the districts and schools for effective sustainable change on ground.

Finally a problem faced by Pakistan in general, and Balochistan in particular, is the dearth of good quality education professionals who can research the ongoing process and provide feedback to the system. Resultantly most persons within the education sector, as well as outside, have little appreciation of the needs of a learner and the education process. Qualitatively the Department of Education of the University of Balochistan is considered, academically, the best resource of educational professionals in the province. It has no formal linkages with the education department in research and analysis or any other programmes. As a culture of research does not exist even informal contacts with University are scant and mostly through the initiative of a donor agency. The quality of education professionals is also impacted by the poor quality of pre-service teacher education and the limited scope of the in-service teachers' professional development, discussed later in the report.

Policy Options

1. Quality standards should be defined in the province through discussions in society, educational circles and the provincial assembly.
2. Minimum standards should be developed for all educational inputs, processes and outputs for the public as well as the private sector.
3. A tracer study be conducted to identify the career paths of the graduates and drop outs of various institutions, as well as, left outs of the system and evaluate the causes for the various trends.
4. An education awareness campaign should be conducted across the province to help the community and senior managers comprehend fundamental concepts of education quality and objectives.

5. Training courses for provincial civil servants should include at least one unit on education.
6. The Department of Education of the University of Balochistan should be engaged in the research work of the education sector to create mutually beneficial relationships where the government of Balochistan also supports capacity enhancement of the university faculty while benefitting from their services for research and feedback.

Chapter 3: Curriculum and Assessments

Curriculum development in Pakistan was the responsibility of the Federal Government from 1976 until the 18th Constitutional Amendment passed in 2011. Now the provinces have been given the mandate. While this raises questions of local capacity at present, the devolution provides an opportunity to improve upon the process and products developed under Federal supervision. Already the provincial government officials feel that some of the encumbrances imposed by the federal Ministry of Education will be removed with and the provincial or local context and needs will have greater weightage. In view of the limited capacity in the province to develop a curriculum in the short run the Government of Balochistan have notified Curriculum 2006 for implementation in the process. This provides time to develop local capacity although the challenge of implementation remains.

3.1 Scope

Curriculum review is an evolving process. The various underlying theories and academic paradigms remain beyond the scope of this report. The chapter focuses on the current curriculum review processes (as practiced by the Federal government) and implementation along with a broad analysis of the challenges and the current provincial capacity to undertake the task devolved through the 18th Constitutional Amendment. The issue of language(s), including medium of instruction, has also been discussed in this chapter as the response to the policy on languages goes into the curriculum. The last part of the chapter discusses assessments as an important tool for curriculum implementation and evaluation.

3.2 Development and Review

A curriculum determines the learning outcomes and the path to achieve them, both, overall as well as at each level. These outcomes are not restricted to content knowledge but the schema involves the development of the 'cognitive', 'affective' and 'psychomotor' domains or equivalent depending on the taxonomy adopted as the basis for curriculum.

Curriculum review normally involves the following¹⁴:

- An overall objective 'aligned' to national or provincial standard;
- Specific learning objectives for levels and specific subjects.
- Content in each area

¹⁴ "Connecticut Curriculum Development Guide (CCDG) 2009" ; Connecticut State Department of Education on http://www.sde.ct.gov/sde/lib/sde/pdf/curriculum/curgde_generic/curguide_generic.pdf visited on 5 January 2012.

- ‘Sequencing’ of content to be taught at each level and across levels.
- Evaluation of the objectives achieved in implementation.

Implementation of curriculum involves development of textbooks, teaching and assessments in line with the needs and requirements of the document. Gaps in implementation appear in terms of the differences at the following levels:

1. Official curriculum
2. Taught Curriculum
3. Learned Curriculum

The losses depend on the strategies employed for implementation, which may include dissemination of the curriculum to teachers, training and monitoring. Examinations quality and approach also ensure minimal losses.

In addition to the losses in implementation unplanned additions may be made in the form of the ‘hidden curriculum’ developed as a result of the teachers’ ‘autonomy’ in the classroom. No school in the world can eliminate the ‘hidden curriculum’ nor is it necessarily to be viewed as a negative product. However, there are possibilities of the hidden curriculum diluting the objectives of the ‘official curriculums’ and, if completely, unchecked allow ‘unwanted outcomes’ of the education experience that may have serious consequences for society. However, the degree of monitoring and evaluation of curriculum implementation would minimize the more ‘sinister’ possibilities of the curriculum.

Development and review of curriculum needs to be undertaken in a transparent and inclusive manner wherein a minimal political consensus is developed around the curriculum, especially, in terms of the ‘values’ and ‘attitudes’ to be imparted. Non transparency in the curriculum development process can lead to mistrust (in addition to weak comprehension) of the objectives of the curriculum. These misgivings might lead to increase in the share of the ‘hidden curriculum’ and eventual social cleavages.

Implementation of the ‘official curriculum’ remains an essential function of the state. These include schools and institutions run by private money. Dilution of the state’s role as a regulator of education standards and objectives may also have ‘unwanted consequences’ in terms of development of ‘parallel’ societies and potential social conflict. While the degree of freedom varies from state to state a set of basic, politically agreed, set of norms need to be implemented across the board without restricting the freedom to educate innovatively.

3.3. Curriculum Review in Pakistan

Curriculum review remained a federal subject from 1976 till 2010. During this period a number of reviews were undertaken to develop new curricula. The last review was undertaken in 2006. Based on feedback from participants of those reviews and the

analysis in the 'White Paper on Education 2007' some of the weaknesses of the review process were:

1. No Standardized Procedure
2. Non-Transparent.
3. Unrealistic Timeframes

The federal government never prepared any broad guidelines of the procedure of curriculum review. A National Review Council was formed for every review but the process to be followed depended on the incumbent in charge of the process in the Ministry of Education. No systemic analysis of previous curriculum and its implementation was made or available to the participants.

Selection of participants, the discussions in the NRC and the various issues in different subjects were never taken to any wider forum like the National Assembly or the media. The whole process ensured that the curricula are prepared without a concern for the ground realities of a majority of the children. Finally the timelines provided for the review process were unrealistic with many a times curriculum for a specific subject being prepared and finalized in less than a week.

Specialized expertise in curriculum development did not exist in the Ministry nor would the latter ensure inclusion of persons with a specialization curriculum development. Most officers involved both from the federal and provincial governments had no academic or professional grounding in curriculum and curriculum review processes.

3.4 Key Issues in Curriculum(s)

Curriculum 2006 is rated as one of the best produced by the federal government as it involved a more transparent and inclusive procedure than the past exercises and also it has developed student learning outcomes (SLOs) for each subject. Some of the more general problems identified of the past and also partly the current curriculum included absence of an overall standards framework, weak local context, no horizontal and vertical management, failure to recognize the ground realities including the failure to produce a realistic language scheme and curriculum.

3.4.1 Absence of Standards

No national or provincial standards exist to guide the curriculum. The federal Ministry of Education never operationalized its mandate of development of national standards in education. Resultantly standards developed for each subject were based on the understanding of the group involved in curriculum development.

3.4.2 Weak Local Context

In the absence of any process to obtain feedback from the field the reality understood by the curriculum developers overtook the variety of on ground

situations that exist around the country. Local context was considered to be missing for students, especially for those in early years of education. The little space for local context provided by the curriculum was completely constricted by textbook development in provincial headquarters and review by the federal government. This has been discussed in greater detail in the next chapter.

3.4.3 Horizontal and Vertical Management

Curriculum development and review processes consisted of a collection of separate exercises for review of individual subjects. Resultantly imbalances were sometimes created within the same grade as well as across grades. No overall plan for sequencing learning and balancing learning across each level was developed, adopted or managed.

3.4.4 The Language Issue

Each province and area of Pakistan, including Balochistan, faces a complex school languages issue: a balance across three languages i.e. Urdu, English and the mother tongue. Over the years the balance has been with Urdu and English with an increased emphasis on the latter in recent years.

	Educational Value	Socio-Political Argument
Mother Tongue	Essential to early cognitive development especially in children from monolingual societies.	Mother tongues are important identities that are being blurred through policies that have marginalized them. This has impacted development of the language and growth of literature.
Urdu	De facto lingua franca of Pakistan	Considered an important language for national unity.
English	Link to the modern world especially through higher education.	Language of the elite that creates social divide based on proficiency in English. The best jobs in the country required proficiency in the language.

In addition to the three languages in the table, Arabic has also been included as a language to be taught at the middle level since the 1980s.

The Federal ‘Scheme of Studies’ made Urdu and English compulsory from grade one while allowing the provincial governments to adopt mother tongue as medium of instruction up to grade 3. It is currently neither taught as a language nor used as a medium of instruction in Balochistan. Only KP and Sindh have options for teaching in mother tongue.

A number of mother tongues are spoken in Balochistan but the most widely spoken are Balochi, Brahvi and Pashto. Additionally Persian, Saraiki and Punjabi are spoken by small minorities. Only in 1989-90 a policy for implementation of mother tongue (Balochi, Brahvi and Pashto) as medium of instruction was adopted but discontinued three years later without an analysis of the impact.

A language policy in Balochistan needs to recognize the need according to the linguistic environment in which a child grows up, the requirements of teachers and learning material in the subject. Firstly most children in the province grow up in monolingual environments and are unfairly pushed into learning in Urdu or English in schools. It impacts their cognitive development and in many cases causes dropouts. Irrespective of the curriculum or scheme of studies the language of instruction in classrooms is the mother tongue.

Another complication arises with introduction of Urdu. As the lingua franca of the country its importance cannot be overestimated but its introduction and continuation, like the curriculum for other language courses, has not been based on realistic objectives and assumptions.

At the societal level there is recognition that English is the language of social mobility and the government has employed the policy in consideration of the demand without exploring other options or possibilities. Resultantly children fail to learn anything. The demand for English can also be seen in opening of private schools with claims to be English medium and a number of English language centers all over urban areas in the province.

It is critical to have a language policy with clearly demarcated objectives in terms of proficiency requirements, impact on analytical critical ability and longer term educational and societal goals. It will then determine the need for language as medium of instruction or as a subject, depending on the goals specified and the level of education.

3.5 Situation in Balochistan

As already stated the curriculum until recently was developed at the federal level with the last review completed in 2006. As the function devolved to the provinces after the 18th Constitutional Amendment the Government of Balochistan was faced with the challenge of not only developing a new curriculum but also transition from federally prepared to provincially developed curriculum. The Government responded by notifying the Curriculum 2006 as the official curriculum for the province. The decision was based on the proposal of the 'Balochistan Action Plan' as it advocates adoption of Curriculum 2006 and as it is the first curriculum, developed in the country, that clearly defines 'Students Learning Outcomes (SLOs)' for subjects at each level and has been prepared through a relatively more inclusive process as compared to previous curricula.

The proposals and the eventual decision were based on the following reasons:

1. General agreement on the quality of the Curriculum 2006.
2. Limitations of the current capacity for curriculum development in the process.
3. The need to cover the transitional phase.

Curriculum 2002 is the de facto extant curriculum in the province as no textbook has been developed on the new curriculum and has not yet, been implemented. The delay in implementation of curriculum 2006 is not limited to Balochistan as all provinces currently lag although some textbooks have been developed in other Sindh, Punjab and Khyber Pakhtunkhwa. The primary reason for the delay has been the linking of the National Textbooks Policy 2007 to the implementation of Curriculum 2007. This is discussed in more detail in the chapter on 'Textbooks and Learning Material'.

The province faces three main challenges: capacity to implement, evaluate and review the curriculum. Normally the order might begin with the review capacity but as an already prepared curriculum has been adopted for the immediate future, implementation issues and capacity will need to be prioritized.

3.5.1 Implementation and Evaluation Issues

Curriculum implementation in the past has been restricted to translation into textbooks only. Teaching and assessments depend completely on the textbook. No policy exists on dissemination of the curricula to the districts and schools and most teachers, even with years of experience, have never seen a curriculum document. The same is true of education managers and examiners.

The problem arises from a view of the curriculum as an esoteric document and the process of its review and development a function 'separate' from teaching and examinations. The perception of disconnect deepened because of Federal control. Only one or two persons from the province were involved and the Curriculum Wing of the Ministry of Education followed neither widespread provincial based consultations nor an effective dissemination strategy. Resultantly, textbooks are considered the curriculum and in some of the meetings it was observed that in 'common parlance' references to the curriculum were actually based on issues in the textbooks.

A critical shortcoming of the curriculum implementation process has been the failure to 'evaluate' the implementation efficiency and effectiveness. A mechanism was initially developed under the National Education Assessment System (NEAS) and its provincial counterparts, the Provincial Education Assessment Centers (PEACE). NEAS (and PEACE) conducted assessments to review systemic issues in learning outcomes. The first report was prepared in 2004 and while a second set of assessments was conducted in 2008 the final report has still not been made public. Provincial PEACE unit of Balochistan has been placed in the BOC&EC in line with its role of system wide assessment. At present it appears to be a dormant function.

The NEAS (and PEACE) initiative provided (and still provides) an opportunity to evaluate student learning outcomes at a systemic level including identifying some of the causes for gaps in learning. The provincial educational approach does not hold itself accountable for qualitative outputs beyond the public examinations conducted by the Board of Intermediate and Secondary Education (BISE). Systemic losses in objectives of the 'official curriculum' in textbook development, teaching and examinations conducted internally as well as by the BISE, have never been considered an issue to be considered by the Department of Education.

During the work of the 'Thematic Group' on Curriculum it was observed that no feedback, either formal or informal is received from the field: neither teachers nor students. This echoes the problem identified in the White Paper on Education 2007 prepared by the Ministry of Education which calls for a "A process for follow up and feedback on the curriculum, once it is implemented". Textbook Board is the only agency considered relevant to curriculum development. BISE, teacher training institutions and the Directorate of Education are perceived to have no relevance to curriculum implementation. They undertake this task through textbooks. Most teachers and paper setters for the BISE, met during the consultations conceded that they had never seen a curriculum document.

In Punjab the provincial government has adopted a 'Curriculum Implementation Framework (CIF)' that purports to place curriculum at the centre of teacher training and examinations, in addition to textbooks development. The 'Balochistan Action Plan' also recognizes these linkages and has presented policy proposals that would ensure that curriculum becomes the foremost schema for teaching and examinations and not just the textbook. It also proposes development of a holistic CIF.

3.5.2 Capacity

Bureau of Curriculum and Extension Center forms the 'natural' inheritor to the Curriculum Wing of the Ministry of Education. At present it wears three hats: administrative control of pre-service elementary colleges for teacher education, in service teacher training of middle and secondary teachers and advise and research on curriculum.

A one day SWOT was conducted with the BOC to identify some of the basic issues of the organization. The Bureau officials had limited clarity on the task devolved to it after the 18th Amendment although during the course of the SWOT and later 'Thematic group' meetings on curriculum have begun to add more clarity.

The SWOT conducted revealed an excessive emphasis on teacher education. Here too the Bureau considers itself the provider of in-service teacher training only. There was lesser clarity on its role in pre-service education. There was some recognition of the role in curriculum development but an absence of an overall understanding of the requirements of undertaking the role as practically its curriculum role had been relegated to sending one or two officers to attend meetings of the National Review

Committees for curriculum. Quality of participation depended entirely on the officer designated to attend and the BOC as an organization placed the entire activity at a low priority.

The Bureau officers have had limited specialized training in curriculum development, assessment techniques and processes (as PEACE is also a part of the BOC) and the concept of standards. While a structured professional development process has never been established, there have been intermittent efforts through donor support to provide training. These trainings have also focused on the role of BOC as teacher trainers.

Officers present in the SWOT emphasized the need for more space, personnel and funds. The importance of these needs cannot be denied but without clarity on the future requirements of the organization the exact needs cannot be conceived.

The mandate of pre-service teacher training is also not well comprehended and there was at least one presentation that pointed to an over-supply of teachers. The case of graduated but unemployed teachers remains a concern for now but not the future as Article 25A of the Constitution would require expansion of education services and consequently teacher needs. There again was a lack of awareness of the implications of the 18th Amendment.

Curriculum Wing of the MOE also reviewed textbooks prepared by the provincial textbook boards for final clearance. The purpose of the review was to assess the textbook's conformity to the national curriculum. This task also falls to the Bureau but it does not appear prepared to either develop a curriculum or even have the capacity to review textbooks. During the discussions in SWOTs the officials pointed out that no discussions had been undertaken on the issue either within the BOC or with the Balochistan Textbook Board.

The third task assigned to the Curriculum Wing called for preparation of education standards. It never undertook this function and a vacuum in terms of standards continued. The BOC will be expected to undertake the function of standards development and even monitoring of these standards. The SWOT discussions did not recognize this function.

The BOC will require a major capacity review to identify the needs for its proposed mandates followed by a capacity development plan that would not only train its personnel for the new functions but also probably revamp the organizational mandate and structure.

3.6 Assessment

"All curricula, no matter what their particular design, are composed of certain elements. A curriculum usually contains a statement of aims and of specific objectives; it indicates some selection and organization of contents; it either implies or manifests certain pattern of learning and teaching, whether because the

objectives demand them or because the content organization requires them, it includes a programme of evaluation of the outcomes (Hilda Taba writes)."

Curriculum needs evaluation. There are various approaches to these evaluations or assessments. These include internal assessments conducted within schools or external examinations conducted by autonomous bodies. The latter can be for evaluation of system wide evaluation or that of individual students. In Balochistan the internal assessments are carried out by the teachers while for external assessment the main body is the Balochistan Board for Intermediate and Secondary Education (BISE). The Directorate of Schools also conducts examinations at the primary level for award of scholarships. PEACE as already mentioned has the mandate for system wide assessment.

3.6.1 Internal Assessments

Internal assessments consist of 'formative' and 'summative' assessments. The former is during the learning process and its primary utility is review of the teaching learning process. Summative assessments are conducted at the end of a specific period to evaluate learning during this period. Assessments test learning against the curricular benchmarks.

In Balochistan the practice of internal assessments has faded out in many schools. Only institutions with good head teachers continue the practice. In these schools the teachers' ability to undertake quality assessment remains limited. Lack of training both in pre-service and in service courses and absence of peer learning drive the quality downwards. External assessments have a major impact on internal assessments (and teachings). As the external examinations conducted by the BISE test memory only the practices in classrooms follow the norm.

3.6.2 External Assessments

The main external examinations are conducted by the Board of Intermediate and Secondary Education (BISE) in grades 9, 10, 11 and 12. These examinations decided the future course of careers of students. The other external assessment of PEAC has already been discussed in the previous section.

The examinations conducted by BISE suffer from administrative as well as academic issues:

3.6.2.1 Administrative Issues:

The first administrative obstacle faced by the BISE comes from the geographical expanse and poor communications infrastructure of the province. At 44% of the geographic size of Pakistan distances add to costs as well as issues of logistics: delivering papers on time with confidentiality, standardized examination centers and return of solved papers without damage and pilferage. Over the years the BISE has managed the task with relative efficiency despite the odds. However, the recent

move by the government to add two more Boards of examinations has been welcomed by all including the BISE. It will ease the administrative issues in conduct of examinations.

The second more sinister development over the last few years has been an endemic culture of cheating. The whole social structure appears to be involved. Photocopying businesses specializing in micro-copying have been set up all over the province, teachers use influence from the teachers' associations to be posted as supervisors of examinations and parents use money and influence to ensure that their child benefits from the practice. The political economy of the practices has strengthened to a point where the BISE and the directorates of Colleges and Schools have been rendered helpless. BISE officials consulted placed the problem at the top of issues.

The honest teachers stay away from the examination centers, parents with integrity or no means find even their talented children score less than others. This has created a serious cynicism among students. In both girls and boys colleges visited confessed to a universal acceptance of the practice among them, although, many of them accepted that it as a negative development. In the presence and continuation of the endemic cheating culture not only education but the entire social and moral fabric of the society is threatened.

3.6.2.2 Academic Issues

Except for PEACE, all assessments, like other qualitative outputs, fail to invoke analytical, critical abilities of the student. They are, in most cases memory tests. The same holds true for the examination papers prepared and administered by the BISE. The papers fail to evoke critical analytical thinking. Based on the textbooks, and not the curriculum, the scheme of questions does not necessarily cover the bulk of the curriculum. No structured attempt has been made to evaluate these aspects of the paper.

Examiners selected for paper setting have had little or in most cases no training on assessments. These are normally university or college professors of high standing but individuals who may not been familiar with the curriculum or its objectives and the purpose of the assessments. Therefore the critical analytical ability design of the curriculum remains untested.

Some of the examiners interviewed were of the view that the system of teaching and learning in the classroom does not prepare a child for more conceptual papers. They have had to change their approach in the past due to protests from students.

The Board itself has not developed any standards for examiners, or examination papers beyond some practices that minimize possibilities of leakage of question papers. No model papers are prepared and pre-tested nor is feedback from examinations conducted obtained and incorporated into review of procedures. No certification of examiners is required. The Board's design includes a research

function but remains redundant due to absence of priority and consequently resources.

The Board has no assessment specialists and only four official positions are occupied by educationist: the Chairman, secretary, controller and the deputy director research. The organization does not have the capacity to manage quality examinations.

3.6.3 Provincial Capacity

Provincial capacity in assessment includes teachers as well as the specialized agencies like the BISE and PEAC. Teachers have little or no training on assessments as neither the pre-service nor the in service training have components on assessments. This has been discussed in greater detail in the chapter on 'Teacher Quality'. To determine provincial capacity a one day SWOT of the BISE was conducted.

The officers present developed a mission statement that emphasized outcomes and achievement of standards. It read as follows:

"To improve multi dimensional capacity of the institution by developing frequent coordination with all stakeholders and conducting research oriented workshops, trainings so as to ensure the ultimate goal of standards outcome based assessment system and ensure feedback to all quarters concerns."

Like the rest of the sector the BISE has not been able to follow an outputs and outcomes based approach. The whole exercise goes through a set of activities that has been followed for years. A key concern for the many officials was the 'massive cheating' that has reached endemic proportions in the province that undermines the credibility of the Board's examinations, stretches the capacity of the organization into areas that it is not equipped for and impacts the future of young people extremely negatively.

Officers revealed that they have to strive hard to receive meaningful support from the district administration to prevent powerful groups from supporting the cheating activities. Mostly they do not succeed. The Board has even made efforts to crackdown on photocopying shops that play a pivotal role in the cheating culture by making 'mini copies' that can be easily carried into an examination centers. The Board has to depend on teachers from the school education department to conduct exams. These teachers are mostly 'nominated' by the teachers associations and the neither the Directorate of Schools nor the BISE can influence the decisions effectively.

The problem of cheating and its pernicious impacts notwithstanding the general quality of the examination remains weak. As stated in the chapter on quality the examinations induce rote memorization and not critical analytical thinking. This has a backward impact into the teaching approaches in the classrooms. Some of the examiners were of the opinion that the children would not be able to attempt

examination papers if they become analytical as the schools do not prepare them for critical thinking.

During SWOT analysis exercise with BISE officials that they following the following set of activities”

1. Appointment of Question paper setters.
2. Development of 3 sets of Question papers
3. Selection of a set out of 3 set, of Question papers.
4. Printing of Question papers selection of Examination center locations
5. Appointment of invigilation staff. (Centre. Superintendent) / Dy. Superintendent invigilators)
6. Discommendation of Question papers and stationary for Examination.
7. Conducting of Examination
8. Appointment of answer sheets assessors / Examiners
9. Dispatch of Answer sheets to the controller of Examination by Exam Superintendent
10. Assessment of Question papers.
11. Test installment of 20 answer sheets check by the Head Examiners
12. Preparation of award lists and supply to the controller of Examination
13. Tabulation / Transfer of awards on the result register (2 registers by two separate pairs of tabulator)
14. Comparison of both the Result registers and removal of anomalies
15. Recheck of the papers of first 10 Position holders
16. Declaration of Result
17. Entertainment of Complaints.

Essential ingredients like pre-testing, model papers and research and evaluation cannot be seen in the process.

Some of the discussions identified during the SWOT were:

- Examinations based on textbooks rather than curriculum;
- Lack of standardized assessment and examination procedures not focusing on outcomes;
- Non-existence of alignment between the internal school examination and public examination;

- Examination system not helpful in producing market compatible graduates;
- Insufficient resources available to conduct quality based examination.

The educational and developmental functions of examination and assessment have generally been ignored. This situation, besides creating other problems, has also contributed to deterioration in the standards of education. The officers were of the opportunities like implementation of 2006 curricula can open new avenues to institute linkages between SLO based curriculums and assessment and examination. The group present of the SWOT also emphasized the need for training of all internal and external functionaries vis-a-vis the key staff of BISE, paper setters, examiners, supervisory staff and head of the institutions involved in the assessment process. They will need to change to a standards based approach especially in the case of curriculum 2006 which clearly identifies SLOs.

Similar to curriculum (and textbook development) specialists in assessments are not easily available. The one or two persons with specialization are not recognized as an asset to the system. The general attitude of qualification as a college or high school professor as being enough to qualify as an examiner is based on assumptions that do not hold good under the current teacher training and professional development regime.

Policy Options

1. Strong linkage among professional service provider organizations (BOC, PITE, BACT, BTTB & BISE) and users ends organizations (DOS, DOC & private sector institutes) should be established.
2. Curriculum 2006 must be implemented in letter and spirit in the academic year 2012-2013 (Phase wise i.e. class-1, 6, 9, 11) and capacity of teachers and professionals including curriculum developers, text book writers, teacher trainers, school & college teachers and paper setters must be develop prior to implementation of the curriculum.
3. Implementation strategy (Government's own strategy) of curriculum and assessment/examination reforms should be shared with interested donors (GIZ, DFID, UNICEF, UNESCO etc).
4. Sufficient provincial financial resources may be allocated for these reforms because these reforms needs basic facilities like well equipped laboratories and other facilities at school and college levels.
5. PEACE and NEAS activities may be regularized (classes 1-8 instead of only 4 & 8) and liaison with BISE be strengthen.
6. Capacity of the BISE be reviewed with the aim of increasing its overall approach to assessments as well as development of specialization within the system and standards for conduct of examinations including paper setting and marking.
7. A mass awareness campaign should be initiated against cheating in examinations.

Chapter 4: Textbooks and Learning Material

“Textbooks are a key input towards provision of quality education. Their importance gets more highlighted where teacher quality is below par. The stakeholders consulted expressed dissatisfaction with the quality of the textbooks available”

National Education Policy 2009

Textbooks form an important learning tool in countries where teaching is considered to be weak. The situation in Pakistan in general and Balochistan in particular falls within this category. Over the years issues of textbooks have been criticized for being not up to the requisite standards. Two major reforms in the last few years have impacted the textbook sector quite significantly. The decision to distribute free textbooks and the National Textbook Policy 2007, although the latter has not yet been implemented in the province debates have already been initiated.

Balochistan Textbook Board, formed in 1976, has the mandate to develop textbooks in the province for public schools. The problems with textbooks remain similar to other sectors as the process of development and printing receives more attention than quality and its impact on children’s learning.

4.1 Scope

This chapter discusses textbooks around three strands:

The issues of quality include identification of learner needs at each level and standards. Also the current process of textbooks development has been discussed. The decision to provide free textbooks to all children in public schools from grades 1 to 10 has added a function that entails major logistical management. Finally the National Textbook Policy 2007 that envisages preparation of textbooks through a competitive process in the private sector has stirred the textbook development sector: both the Balochistan Textbook Board and the printers and publishers involved.

4.2 Development of Textbooks

Textbooks are critical tools for implementation of the curriculum in the classroom. In countries where teachers do not have the capacity to use curriculum directly for teaching in the classroom (or are not familiar with the curriculum) the value of textbooks increases for both the teacher and the learner. Standards of textbooks are linked to the needs of the learner as defined in the curriculum. The attributes can be divided into physical aspects and content. On the content side some of the key factors to be considered are:

1. Language and content compatibility with the age of the targeted level.

2. Interest generating writing style.
3. Effective use of illustrations.
4. Assessment exercises that test not only the students content knowledge but also analytical ability.
5. Balance between conceptual difficulty and volume of the content.

In addition to the above the font size, print quality, errors, availability of teachers' version and organization of book in terms of table of content, bibliography, glossary of new terms and words introduced, all form important aspects for assessment of the quality of the textbooks.

Textbooks are specialized forms of books with expectations to provide ease of learning. Writing textbooks that perform this function effectively does not necessarily require very high level of scholarship where textbooks for schools are concerned. As they are objective based products it is critical that they are developed through a process that involves the end users, both teachers and students, and is field tested before finalization. Even as the book goes through a rigorous process feedback and review must continue after implementation. Again various approaches can be used including feedback from teachers and students or testing.

4.3 Situation in Balochistan

The situation in Balochistan has been analyzed through a number of approaches. These include feedback from teachers in districts, discussions within the cross sectoral Thematic Group on textbooks and learning material, SWOT conducted for assessment of the Balochistan Textbook Board and reports prepared on select textbooks of English, Science and Mathematics. The key areas discussed are:

1. Quality of textbooks
2. Supply of Free textbooks
3. The National Textbooks Policy 2007
4. Provincial Capacity for Development of Textbooks and Learning Material

4.3.1 Quality of Textbooks

There is a general perception of low quality of textbooks in the province. The low quality results broadly from three primary reasons: absence of standards for quality in terms of content, the development process and a paucity of quality textbook authors.

The problems of textbooks vary according to the level. Primers are prepared for pre-primary (Kachi class) children which goes against the accepted norm of no textbooks at that level. The government has never developed curriculum for this class. Therefore, the teacher has no objectives to follow except teaching of reading. Books at the primary level (including pre-primary) fail to recognize the needs of the learners at that level. Firstly for many children books in Urdu and English already create problems of familiarity as most rural societies are monolingual and mother

tongue remains the main communication language. Secondly the books contain terms, examples and objects not familiar to most children in the province. Learning for young children is impeded because of the absence of the local context. There is an urban bias in the books and no effort seems to have been made to evaluate the environments of the diverse set of populations in the province.

Lack of clarity of language and inadequacy of information reduces the importance of textbooks for teachers and students.

Example 1. The concept of 'lever' was defined in a Science textbook as a "strong rod or stick on which force is applied on its one end and can be rotated through some support and work is done on the other end" (Science textbook for class V, Balochistan Textbook Board, p. 65)

In the above example, it was difficult for the teacher to see how this definition of 'lever' could qualify it as a machine when, according to the given definition, force was being exerted on one end and work was also done on the other end (and not 'through' the other end); the notion of 'input' and 'output' did not get clearly communicated through this definition. Since the teacher lacked adequate scientific knowledge, he could not identify the linguistic error in this definition and, therefore, asked the students to memorize the definition as it was given in the textbook without helping them understand the scientific notion.

There are examples where the information provided in the textbook would either be incorrect or there would be a misprint creating a barrier to understanding the concept. ▪

Example 2. The Science textbook states, "In the Fahrenheit scale, the freezing point for water is 273 degree Kelvin and boiling point is 373 degree Kelvin. In the Kelvin scale, the freezing point for water is 32 degree Fahrenheit and boiling point is 212 degree Fahrenheit." (Science Textbook for Class VIII, p. 135)

In the above example, instead of Fahrenheit scale, the first statement should have mentioned Kelvin scale; similarly, the second statement should have mentioned Fahrenheit scale instead of Kelvin scale. This could be a case of a simple misprint; however, it was difficult for the teacher to identify the error on his own until it was discussed with him.

Ref: Journal of education for international development 3:1

At senior levels, advanced concepts are explained in an uninteresting manner. At secondary and higher secondary levels in sciences a large number of concepts are introduced without in depth vertical explanation. A comparison with books prescribed for O levels in elite private schools revealed that the latter focused more on assisting the student in comprehending fewer concepts but in greater depth. Also the narrative of the public school textbooks is more dull and illustrations less clear and poorly explained. Resultantly textbooks, like other quality inputs, promote rote learning and blunt the students' cognitive development.

Some of the causes for the poor quality of textbooks are:

4.3.1.1 Absence of standards and guidelines for Review

In the pre-18th Amendment situation textbooks were reviewed at two levels: the Provincial Review Committee (PRC) and National Review Committee (NRC). The former was housed within the Balochistan Textbook Board, while the latter in the Curriculum Wing of the erstwhile Ministry of Education. No standardized guidelines or parameters were developed at either level to review the books and the 'expertise' collected around the table was considered to be equipped with the ability to evaluate. Some of the persons who attended these meetings were interviewed and they were of the view that the only comparisons made were with the content prescribed by the curriculum. Intrinsic value of the textbook as a learning tool was not assessed in a structured manner and most 'experts' focused on proof reading the text. The curriculum's scheme of cognitive development was not focused and therefore with few exceptions is not reflected in most textbooks. The time provided for review was also limited with a maximum of five days for high school textbooks and two days for primary. Even today no standards exist for the review or even development of textbooks.

4.3.1.2 Limited Expertise

Textbook and other learning material development expertise remains limited in Pakistan and Balochistan is no exception. Specialized textbook authors do not exist. There is a general perception that college and university professors of good standing will make good authors. A number of persons interviewed were of the view that many of these authors have not received any training of preparation of textbooks or even exposure to processes in other countries. Many a times the books prepared fail to cater to the needs of the targeted age group.

4.3.1.3 Weak Processes

The time provided to the textbooks authors is normally limited to a few weeks and they are paid upto Rs. 75 per page which is less than a dollar. Until the introduction of the National Textbook Policy 2007 (which has still not been implemented in Balochistan) the 'royalty' for textbooks prepared was transferred to the Balochistan Textbook Board and not the author. The amount therefore provided a low incentive to invest into the effort. Concepts of piloting of textbooks and feedback from teachers and students have never been implemented. Also once textbooks are introduced into the schools no mechanism exists for obtaining and documenting feedback from teachers on the issues in textbooks. During consultations in the districts, for the 'Situation Analysis', teachers pointed to a number of shortcomings in the textbooks. They complained that the language of the textbook was arduous and regional context was missing which made teaching and learning difficult.

4.2 National Textbooks Policy 2007

In 2007 the National Textbooks Policy was agreed to by all the provinces to introduce competition in development of textbooks with the objective to improve quality of textbooks. The Policy purports to transit the textbook boards from textbook developers to regulators. The policy forces boards into benchmarking textbook evaluation. It was missing in the pre-policy situation as already discussed.

Implementation of the NEP 2007 is linked to Curriculum 2006 and development of books under the latter was delayed because the provinces and the federal government were negotiating to reach an agreed policy. The next step in implementation was for the provincial governments to operationalize it in their respective domains. The operationalization called for the Boards to transit from textbooks developers to regulators and the 'printers' to convert to 'publishers'. The weaknesses of the publishing industry had come to fore even during the discussions on the policy. The textbook boards develop 'resource centers' for training of authors from the private sector through the assistance of German International Cooperation (GIZ) (the known as German Technical Cooperation –GTZ).

Implementation of the Policy was initiated in Punjab, Sindh and Khyber Pakhtunkhwa as textbooks for phase I were prepared under the Curriculum 2006. Balochistan also joined the policy but the few books prepared by the publishers in the province were rejected by the National Review Committee in the Curriculum Wing of the Ministry of Education. Eventually three books were approved but never introduced. At present Balochistan lags in introduction of the Policy although the Chief Minister has approved its adoption in Balochistan, although the policy needs some modifications to be applicable in the province.

A few impediments to implementation appear to be caused by limitations in capacity of the local publishing industry. Much smaller than the remaining provinces the incentive to invest in textbook development appears to be lower and the 'Resource Centre' in the Balochistan Textbook Board has not yet been put to use.

4.3 Distributional Issues

The Government of Balochistan introduced free textbooks for all students, in 2007, from grade 1 to 10 in line with the policy pursued by other provinces. The decision added the function of distribution of textbooks to the tasks of the Education Department. Most schools visited in the districts complained of delays in the distributions with books arriving as late as two months into the academic year and even with the delay not all books necessarily arrive in one tranche. Secondly the free textbooks do not cater to the requirements of replacement of books damaged. A solution has been found in some schools where books are bounded by the teachers after collecting money from the students. Also 'book banks' have been developed in certain schools to ensure children receive books on time for subsequent years.

It is difficult to pinpoint the causes for delay as a number of organizations are involved. These include the Balochistan Education Management Information System (BEMIS), the Textbook Board and the Directorate of Schools including its field outfits. In various discussions delays in printing were identified, while the BTBB blames arrears in payments by the Directorate as a major cause. Other causes highlighted include load shedding and a shortage of technicians to repair print machines that break down. Distribution chain of the Directorate also has a number of points for delays. Pilferages are reported right from the initial to the final storage points.

Distribution of free textbooks has added to the costs of the education department as previously these books were sold to the students. Part of the cost has been reduced with the assistance of the World Food Programme (WFP) as the latter provided trucks for transport. The government provides fuel for the trucks.

As Article 25A get implemented the volume of textbooks preparation and delivery costs will also increase along with the logistical requirements. A more efficient system will have to be developed by the government to ensure children do not suffer because of the delays in delivery.

4.4 Provincial Capacity

A one day SWOT work shop was conducted on 29th November, 2011 in the 'Resource Center' of BTBB. The participants from the Board prepared a vision and mission for the organization.

The SWOT as well as the vision, mission and goals statements reveal a recognition within the Board of the key problems in organizations although similar to BISE the organization does not focus on these. The vision and mission statements prepared during the SWOT were:

"BTBB is committed to accomplish its obligation of providing quality textbook in the context of 18th constitutional amendment. These designed textbooks are intended to ensure that pupils develop the skills and competencies needed for personal achievement, creative and productive citizenship."

These ideas were reinforced in the 'Thematic Group' meetings on Textbook. The groups in both cases initially looked at only issues of inputs and processes, where printing and not the quality of the textbook were the focus. However, eventually the discussion included quality as the fundamental objective and the problems identified go beyond simple inputs and processes.

Initially the SWOT conducted by the officers of the BTBB revealed that most were not clear on the overall mandate of the organization. The concept of standards for textbooks was not clear to many members of the group. They demanded an advanced computer cell without clarity on its benefits to the organization. Lack of understanding of the 18th Amendment was also manifested and there appeared to be confusion about its implications.

There was much focus on the printing process whereas printing is only one component of quality but nothing on quality of outputs was shared i.e. role of textbooks in cognitive development and social values transfer or the textbooks not matching the learners needs. Some of the participants were not able to distinguish between printing and publishing.

Pricing remained their prime focus during presentation. The term 'learning needs of children' or something equivalent was not expressed at all during the 6 hours session.

The capacity limitations identified not only focus on the weaknesses of the Board but also the private sector that is expected to publish books under the National Textbooks Policy. There are 22 registered 'publishers' with the BTBB out of which only one is considered by most stakeholders to have capacity to undertake the bulk of the printing task and the potential to develop textbooks. However, paucity of specialized authors remains a problem. Gaps in terms of feedback from the field were also identified. As discussions in 'Thematic Groups' continue, an increased focus on quality and standards as per learner needs, seem to be receiving more attention.

Policy Options

1. Improve quality of textbooks by undertaking the following reforms:
 - a. Adopt the policy of outsourcing of publishing function.
 - i. Adapt books already prepared in other provinces for Phase I
 - ii. Development of local capacity for Phase II.
2. Strengthen institutional capacity to assess and improve the capacity of the textbook board as a regulator of textbook development.
3. There is serious need to focus on improvement of the quality of the textbooks through Improvement of the content of the textbooks to make it more interesting.
4. These should focus more on explanation of concepts rather than overloading the child with information. Especially in the middle classes and above, the books should try and explain a few concepts in detail to allow the student better grip of the subject instead of the present method of a poorly explained plethora of chapters.
5. For both of these, the system will have to search for potential textbook writers even from the school teachers and not depend on the professors and college teachers who presently prepare these. Once the potential is identified it can be chiseled and honed through trainings. To improve the quality of textbook preparation, talent hunt and trainings must be conducted in collaboration with the private sector, which should eventually undertake the task of publishing of textbooks.
6. Teachers working in the field must be involved during the preparation of textbooks to provide their views on its adequacy in the field situation. Once a book is eventually approved, there must be a mechanism to obtain feedback from the field on a regular basis to improve the quality.

7. Textbook development should be carefully structured and the process should include subject specialists, teachers and managers. Assistance of foreign experts in textbook development can be usefully and readily obtained at least for the next 5 years before sufficient expertise could be developed locally. Foreign expert assistance particularly in non-Pakistan specific subjects like Physical/Natural Sciences and Mathematics should be specifically explored.
8. Primary school textbooks should be paid special attention. A child's vocabulary must be incrementally developed and lessons in the language textbook should cater for teaching of ethics, history and environment – a single textbook replacing several (except for mathematics).
9. Local context should be included in textbooks.
10. Special textbooks must be prepared to cater to multi-grade environment.
11. For qualitative improvements in the textbooks, it is imperative that the process is opened to competition, as envisaged in the National Education Policy, 1998-2010.
12. There is a need to standardize the procedure for review of the textbooks.

Chapter 5: Teacher Quality

Teacher quality takes central stage in most discussions on education. The consultations for 'Situation Analysis' were also dominated by concerns over poor quality of teachers. The issues highlighted included not only intrinsic professional capacity but also governance and management weaknesses that impact teacher availability for students and in many cases functionality of schools themselves. There appears to be a general despondency about the status of teachers as professionals and low self-esteem permeates most individual teachers.

Weaknesses among teachers, allow sweeping condemnation of the entire community. The attitude from both the senior education managers and society further erodes teachers' confidence. The teachers associations have also aggravated the situation. It is safe to assume that the overwhelming majority of teachers remain committed to their work and many continue to impart education in difficult circumstances with very little or no support in professional development, mentoring and even meritocratic treatment in basic decisions in their career like transfers, postings and promotions.

5.1 Scope

This chapter presents issues of teacher quality from different perspectives. While the central emphasis is on teacher trainings (both pre and in service) other issues that impact teacher quality have also been discussed. These include politicization, incentives and the overall societal status of the teacher.

5.2 Teacher Education

The weakest link in teachers' quality is teachers' education: both in service and pre-service. Teachers are expected to have a good grasp of the content, comprehension of child development, ability to apply various pedagogic approaches and the capacity to assess children's progress.

"The 1998 ABEL/World Bank report on teacher education in developing countries states that 'whatever background experiences and qualifications teacher education staff come with, the quality of teaching in the program will be strengthened if staff:

- Have a clear concept of how adults and children learn best;
- Can impart subject pedagogies;
- Are active in classroom and school research to be current with issues and changing demands for teachers;
- Model good practices in their own learning; and
- Take time to reflect with students about teaching practice in conjunction

with school observation (Craig, et al. 1998)."¹⁵

Teachers, like other professionals, are expected to be innovative and even conduct research within their domains. They have critical roles in curriculum development, textbooks preparation and feedback on education delivery and governance. A quality teacher education programme prepares the graduates with the ability to undertake the above: produce a professional teacher. Again like all professions continual development through trainings are essential to improvements in the teaching and learning processes.

5.2.1 Pre-Service Teacher Education

The following pre-service teacher education courses are conducted in the province:

1. Primary School Certificate (PTC): Introduced in the 1970s the PTC is a nine month course with a basic requirement of matriculation for admission. PTC teachers are employed to teach at the primary level. The certificate clearly reads that the teacher has been trained in all subjects except English.
2. Certificate of Teaching (CT): The CT was introduced in the 1960s and its curriculum was reviewed in 1970s. Similar to PTC it has a nine month duration. The basic qualification required is intermediate and the certification allows employment as an elementary teacher.
3. Associate Degree (in Education (ADE): The 2 years Associate Degree in Education (ADE) has been introduced in pursuit of the recommendations of the USAID's STEP programme. The Programme called for phasing out of the PTC and CT and eventual conversion to 2 years ADE program leading to 2 years B.Ed (Honours course) as a teacher qualification. The ADE Service Rules for recruitment of teachers have been revised to accommodate ADE holders into the profession. Basic requirement for entry into a ADE course is Intermediate.
4. Bachelor of Education (B.Ed): The B.Ed degree has traditionally been a one year course undertaken after graduation in any other degree. The degree is mandatory for teachers to qualify for recruitment for secondary levels. Balochistan has only one college of education under the School Education department for admission to B.Ed a candidate is required to be a graduate who will earn B.Ed degree in nine months.
5. B.Ed Honours: The USAID STEP Program had also recommended a four years B.Ed honours program for teachers which will replace the existing nine months B.Ed program. B.Ed honours has been started at University of Balochistan and Sardar Bahadur Khan Women University Quetta. The minimum qualification for B.Ed Honours is intermediate who will complete their course in four years. However the holders of ADE will require 2 years to earn B.Ed Honour Degree.

¹⁵ source???

Box 5.1: Primary Teacher Alternate Course (PTAC)

Since there was acute paucity of qualified teachers therefore the government uses to appoint untrained primary school teachers. The teachers training institutes did not have enough facility to accommodate all the untrained teachers therefore the backlog increased gradually and during the year 1992 it raised to 8500 teachers. In working primary school teachers. order to clear this backlog the government introduced a short duration (4 months) PTAC for untrained teachers working primary school teachers. This program is still in vogue.

In addition to the above some institutions also provide degrees of Masters in Arts Education,, M.Phil . The two main institutions which award these degrees are the University of Balochistan and the Allama Iqbal Open University (AIOU). Other courses include those for

- i. Junior Drawing Master (JDM)
- ii. Senior Drawing Master
- iii. Junior Diploma in Physical Education (JDPE)
- iv. Senior Diploma in Physical Education (SDPE)
- v. CT tech

There are currently 27 pre-service teacher training institutes in the province: 17 in the government sector and 10 privately owned. Government owned teacher education institutions fall within the jurisdiction of the Department of Education. The Allama Iqbal Open University based in Islamabad runs distance learning courses all over the country including Balochistan. Also the University of Balochistan is an autonomous organization of the public sector. There are eleven elementary colleges of teacher education functioning under the administrative and financial control of the Bureau of Curriculum and Extension Services (BOC & ES). In addition to these a College for Education functions at Quetta under the administrative control of BoC&EC.

While the management of the public sector elementary colleges comes in the jurisdiction of the BOC, NOC to private institutions is awarded by the Directorate of Colleges (DoC) and they are affiliated with the University of Balochistan. There has been a growth of such institutions in the last few years.

Table 5.1: Overview of Training Institutes (alphabetical by name of institute)

S. No	Institute Name	District	*Govt/ Private	**Institute Type Male/Female	Ph.D	M. Phil	M.Ed	B.Ed	Diploma in Education	S.D.P.E	J.D.M	P.T.C	C.T	C.T. Agrotech	Other Courses
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1	AIOU, Regional Campus Quetta	Quetta	G	M&F	✓	✓	✓	✓	✓					✓	✓	
2	Al-Hadeed T. T College	Quetta	P	M&F				✓								
3	Babar Institute of Education	Quetta	P	M&F				✓								
4	Balochsitan College of Business Management, Education & IT	Quetta	P	M&F				✓								
5	Balochsitan College of Education Hub	Lasbela	P	M&F				✓	✓				✓			
6	Bureau of Curriculum (BOC & EC) Quetta	Quetta	G	M&F												
7	Community College Of Education	Quetta	P	M&F				✓								
8	Dr. A.Q Khan College of Education	Quetta	P	M&F				✓								
9	Govt Agro Technical. T. T Centre	Quetta	G	M&F											✓	Home Eco.
10	Government College of Education	Quetta	G	M&F				✓								
11	Govt College of Elementary Education	Khuzdar	G	FF									✓	✓		
12	Govt College of Elementary Education	Pishin	G	F				✓					✓	✓		
13	Govt College of Elementary Education	Quetta	G	F						✓	✓	✓	✓			
14	Govt College of Elementary Education	Sibi	G	F									✓	✓		
15	Govt College of Elementary Education	Kalat	G	M				✓					✓	✓		
16	Govt College of Elementary Education	Loralai	G	M				✓					✓	✓		
17	Govt College of Elementary Education	Mastung	G	M				✓					✓	✓		
18	Govt College	Panjgur	G	M&				✓					✓	✓		

	of Elementary Education	r		F																
19	Govt College of Elementary Education	Quetta	G	M					✓				✓	✓	✓					S.D.M
20	Govt College of Elementary Education	Pishin	G	M					✓					✓	✓					
21	Govt College of Elementary Education	Lasbela	G	M					✓					✓	✓					
22	Institute for Development Studies & Practices (IDSP)	Quetta	P	M&F																Community Development Course
23	Jhalawan College of Education & Commerce	Khuzdar	P	M&F					✓											
24	Loralai College of Education	Loralai	P	M&F					✓											
25	M. Azim College of Education	Panjgur	P	M&F					✓											
26	Mekran College of Education	Panjgur	P	M&F					✓											
27	Provincial Institute for Teacher Education Balochistan (PITE)	Quetta	G	M&F																Short Courses
28	Sibi College of Education	Sibi	P	M&F					✓											
29	Society for Community Support for Primary Education in Balochistan	Quetta	P	M&F					✓						✓	✓				
30	University of Balochistan	Quetta	G	M&F					✓	✓										M.A Education
31	Al-Hamd University Quetta	Quetta	P	M&E					✓	✓										
32	Sardar Bahadur Khan Women University	Quetta	G	F					✓	✓										

G = Government, P = Private

M = Male, F = Female

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M&F = both Male & Female

The weaknesses in the pre-service education begin with quality of the curriculum and the courses. As already pointed out the PTC and CT are considered low quality courses which do not prepare teachers for their job. According to one study:

“Primary school teacher certification programs are relics of the 19th century normal school model. They neither provide broad general education necessary to foster effective communications skills, critical thinking and creative instructional leadership nor promote in depth content knowledge of language arts, mathematical reasoning, social and natural sciences and cultural context. The pedagogical skills taught are also designed to foster rote learning, unquestioning acceptance of textual materials and passive preparation for the tests.”¹⁶

In spite of introduction of ADE Course Balochistan is the only province to continue awarding PTC and CT certificates and the service rule allow employment. The continued training can be accepted in view of the non-availability of qualified teachers although there is a need to identify areas where the lower qualification would be acceptable, as the flexibility should not be applied in all areas. Presently eight elementary colleges offer classes for the 2 years ADE Course.

Poor quality of curriculum and syllabi is not restricted to PTC and CT courses. The current B.Ed courses in most institutions are one year, based on an older curriculum not compatible with the ‘National Curriculum’ for schools. The Higher Education Commission (HEC) has also developed a four year curriculum for B.Ed Honours. The University of Balochistan and SBK Women University have recently initiated the implementation of the four year course with the assistance of the USAID funded ‘Pre-Step’ programme.

In most institutions the quality of staff was questioned during consultations. Qualifications as well as teaching styles were questioned. The treatment of B.Ed as a necessary qualification for a job, and not a professional development course, define the teaching-learning environment in these institutions. Again the low self esteem plays into the approach and the expectations from the course are limited. Comprehension of education as a subject, and the wider role expected of a teacher as a professional, are very narrow. Practical training is very limited and research non-existent. In fact no research orientation or training to encourage innovation is provided. The course is basically run as a series of lectures. No Ph.d teaches at any of these institutions.

It was the result of the limitations of the training that very few teachers during consultations in the districts were able to respond to the question on ‘quality of education’. None of the teachers consulted mentioned cognitive development or

¹⁶ “National Professional Standards for Teachers in Pakistan” Policy and Planning Wing Ministry of Education, 2009.

critical analytical ability as fundamental to the learning process. In fact the terms or their equivalents were never used. At least one teacher stated that 'quality education is learning by heart'. Most of these teachers therefore simply teach through the lecture method focusing on rote learning.

A more sinister development has been the malpractices that have permeated into the private sector. False attendance and practicum certificate and cheating in examinations have become endemic. Resultantly credibility of the degrees and certificates awarded by these institutions has reduced. In addition to the private sector institutions the stakeholders consulted also questioned the certificates and degrees awarded by the Allama Iqbal Open University through its distance learning programme as cheating is also considered to be widespread in completion of assignments and examinations conducted by AIOU. The quality of courses run by the University of Balochistan is considered relatively better as it has a better qualified staff although cheating in examinations is a ubiquitous issue in the province. The UOB only conducts courses and research for M.Ed and above.

National Education Policy 2009 had recommended a 4 years degree course as minimum qualification for teachers at all levels. It allowed a transition period extending to 2018. The policy also recognized the need to be flexible in areas where teachers with relevant qualification cannot be easily available. The phasing out of PTC and CT was based on the poor quality of the courses of the two certificates as well as the policy to move towards international standards of a 4 years course for teacher education. This was in line with the recommendations of the STEP programme.

However, the demand for the four years course will remain low as long as professional incentives remain undifferentiated among shorter and longer courses.

A basic flaw in pre-service teacher education, like other areas, has been an absence of standards. A number of documents in the last few years have been produced on the subject at the national level. The most significant work has been of the National Council for Teacher Education (NACTE), which defined standards for accreditation of teacher education institutions in the country. It developed standards within the following areas:

- i. Curriculum and Instruction
- ii. Assessment and Evaluation System
- iii. Physical Infrastructure, Academic Facilities and Learning Resources
- iv. Human Resources
- v. Finance and Management
- vi. Research and Scholarship
- vii. Community Links and Outreach

NACTE and its standards were notified by the HEC but the provincial government has not adopted these and no standards for teacher education exist in Balochistan. The Pre-Step Programme is currently working with Department of Education on

introducing a standards based approach to teacher education. It will take a major effort to transit from the current input focused approach to a standards based regime focused on outputs and outcomes as well as benchmarking inputs and processes.

The Bureau of Curriculum, as already discussed under the chapter on curriculum, has no system for monitoring the quality of either the government run elementary colleges or the private institutions to whom it provides the recognition.

5.2.2 In Service Teacher Training

Weaknesses inherited from the pre-service teacher education can be partially rectified through a strong in service professional development programme. Irrespective continued professional development is essential to enhance and maintain professional standards.

The in-service teacher education in the province is divided between the Provincial Institute for Teacher Education (PITE) and the BOC&ESEC. The former conducts training for primary schools while the latter for middle and secondary level teachers. Donors fund these trainings and there is no regular provision for trainings in the government's budget. Only salaries are paid and as can be seen from the table below the salary component of both these organizations is above 90%.

BoC & PITE Budget									
Year	BOC&Ext			PITE			BOC TOT		
	Salary	Non-Salary	Total	Salary	Non-Salary	Total	Salary	Non-Salary	Total
2008-9	299208600	22910400	322119000	15311600	1311000	166226000	95053700	7006900	102060600
	93%	7%		92%	8%		93%	7%	
2009-10	277799200	29217200	307016400	19155000	1326000	20481000	112638800	7306900	119945700
	90%	10%		94%	6%		94%	6%	
2010-11	264489100	32813600	297302700	19155000	1246000	20401000	137065600	7306900	144372500
	89%	11%		94%	6%		95%	5%	
2011-12	89309700	4991000	94300700	19155000	3246000	22401000	137279300	7006900	144286200
	95%	5%		86%	14%		95%	5%	

Some of the programmes funding teacher education over the last ten years are as follows:

Table 5.2 Detail of Trainings Imparted during 1998-2008

Category/ field	1998	99	00	01	02	03	04	05	06	07	08
SST/pedagogy & content			201	220	340	131	400				

Teaching management				377						
Academic supervision				56						
Managerial training				60						
Teacher educator				44						
Profession development					860					
Methodology to primary teachers			960	1080	2100	1173				
Moualim ul Quran					121	49				
Arabic teacher						80				
Dini madaris teachers						61				
Mathematic SST/JET	528				80					
Mathematic college teacher				25		25				
Master trainer-Science English math			93	60	230	430				
Primary teacher capacity building				3213	629	320	200			
Lead master trainer Eng/Math				33						
Head teacher training				970						
Teaching English to primary and secondary teacher					507		380	790	680	
Teaching Eng to elementary college/lab school						25				
Training of college teachers in English & Mathematics				45	44	41				
Master trainer pool at district level in Eng							513			
Science at secondary level	328				744					
Science at middle level				702						
Lab maintenance			428							
Head teacher & Administrator training				460	510					
Empowerment of female teacher			25							
Population Education						64				
Human Rights						941				
Development linkages between private and public partners				50						
Role of NGOs				20						
Joyful learning				550	200	345	105			
Community mobilization							45			
Early child Education					300	400	100			

Mentor teachers					200	120	300	400	229		
Capacity building of teacher resource center						1138	1000				
Life skill training NCHD											
Computer literacy						240	243				
Workshop for mentees/ primary teacher						1200	1200				
Disaster management & psychology											
in Service Training under PEACE 2004-08											
Assessment & development of question papers							30				
Assessment & development of question papers											
Administrators of national pilot testing											
Test administration in assessment											
Test administration in assessment											
Test administration for conducting National assessment teachers									200		
Item development on competency base									36		
Test administration for conducting Elementary Teachers Provisional assessment activities									128		
Test administration for conducting Elementary Teachers Provisional assessment activities										220	
Marking and coding for UrduTeachesAchievement Test for Grade V											
Test administration for conducting Teachers base line study in Urdu Math for Grade IV											

Source: BoC Report

These programmes are limited to specific objectives of the donor partner and not as part of a comprehensive continuous professional development programme

structured on an overall need analysis although project specific needs analysis is carried out. In addition to the sporadic nature of the trainings there are problems in execution. Some of the teachers consulted were of the view that these programmes primarily focus on pedagogy and not content knowledge. Secondly no programme for professional development of the personnel within PITE and BOC exist though some of them are provided exposure visits by different development partners but again these capacity enhancement efforts are not within a structured programme.

“In both Balochistan and Sindh, the Colleges of Elementary Education and especially the regional, divisional and district Education Technology Resource Centers (ETRCs), also under the administrative control of the BoC, are characterized by poorly maintained buildings, underutilized facilities and are under-funded for non-salary components.”¹⁷

A major problem in the trainings is the ‘usual suspects’ phenomenon. Some of the stakeholders were of the view that the ‘Teachers’ Associations’ even intervene in selection of teachers for training in these programmes to favour their own people as some money is made out of the training programmes in the form of TA/DA allowance and stipends..

5.3 Provincial Capacity

No SWOTs were carried with the pre-service teacher training institutions and the discussion above is primarily based on district visits, other consultations and secondary sources. However a SWOT of PITE was conducted to assess the capacity situation of in service¹⁸.

One day work shop was conducted on 8th December, 2011 in TRC, PITE. The main purpose to conduct the workshop was to carry out an exercise of SWOT to prepare the stakeholders of PITE for the challenges coming along the 18th constitutional amendment. The participants after a long brain storming session finalized the suggestions detailed below-:

The findings of the SWOT reveal a detail picture of association between weaknesses and opportunities. It reveals that if the opportunities available are optimally utilized, the improvement in existing scenario could be visible e.g. if we properly utilize the assistance of the donors, we would be able to strengthen the professional capacity of the faculty in the field of research and development avoiding the overlapping activities seen in the past. It is worthwhile to note that the donors have provided substantial funding to upgrading the content and pedagogical skills of teachers and

¹⁷ “SITUATION ANALYSIS OF TEACHER EDUCATION: Towards a Strategic Framework for Teacher Education and Professional Development” UNESCO-USAID 2006

¹⁸ As discussed in the chapter 3 a SWOT was also conducted with the BOC though the primary discussion remained around the curriculum review mandate.

Resource persons at Primary, Elementary & secondary level in order to provide professional development training for education, ensuring that all the teachers of all levels demonstrate their competence to use latest teaching techniques to foster higher order learning outcomes. The replication of such activities would not be beneficial and result oriented. However the neglected areas are important to be addressed i.e. they should be demand driven instead of supply driven. The organization strength depicting well qualified individuals who received trainings from places like Manchester are converted into weakness when they remain in the side line or uninvolved on the conceptual approach. Whereas if the same are involved, the dependency on donor driven training programmes may reduce.

The director of PITE candidly admitted most of the teachers participating in the training programmes are attracted towards the TA/DA not towards its content. The opportunities never materialize due to the weaknesses persisting in their approach towards the training programme. Time and again the same teachers are nominated from the DEO office or teachers list imposed by the teachers union. A more sensitive issue is that of pre-service and in-service training, as funds for teachers training programs are not timely allocated. Efforts could be made through collaboration with BoC & EC to abreast financial challenges as it has the benefit of good reputation of training institutions among clients.

Subsequently where a group thought 18th constitutional amendment is an opportunity other group took it as a threat as they doubted their capabilities.

5.4 Teacher Availability

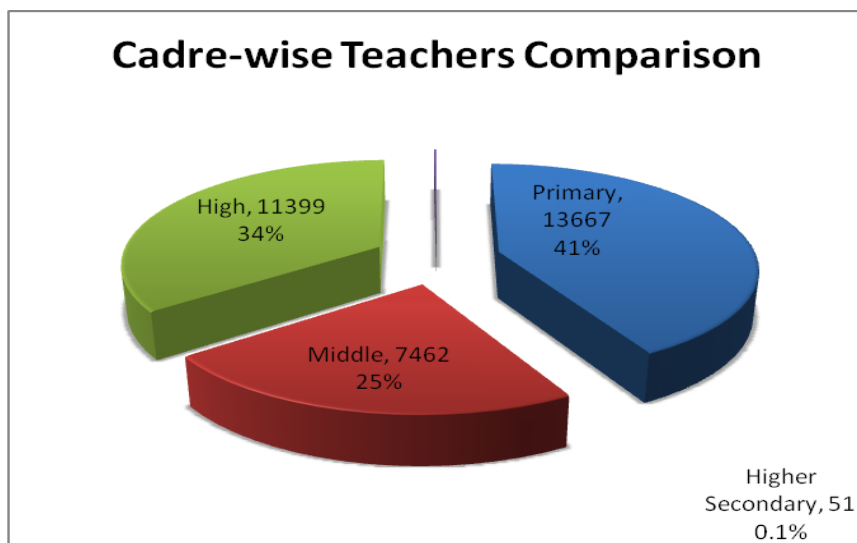
Aggregated teacher availability data reveals an excess of teachers or conversely an uneconomic teacher student ratio, especially, for the middle and high school levels. Practically the situation is different as the figures do not reveal ratios at the school level, gaps between rural and urban areas and subject wise needs.

Table 5.3 Teachers in Balochistan			
Level	Male	Female	Grand Total
Primary	13667	5975	19642
Middle	7462	4388	11850
High	11399	5144	16543
Higher Secondary	51		51
Grand Total	32579	15507	48086

Source: BEMIS 2010

Table 5.3 and figure 5.1 shows that 41% of all teachers are at the primary level, 25% at the middle level and 34% at high school level.

Figure 5.1 : Cadre wise Teachers Comparison

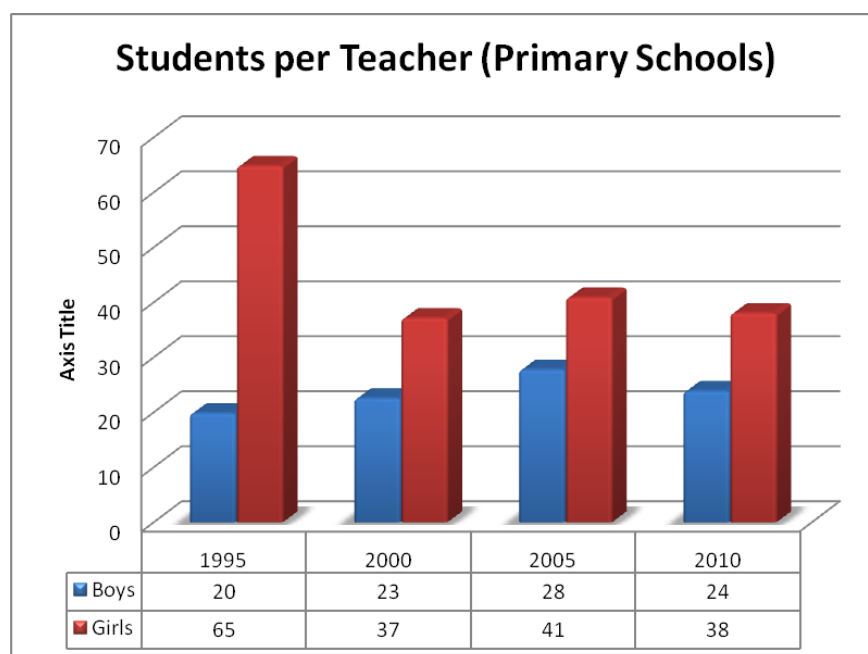


Source: BEMIS 2010

The ratio does not correspond to the proportions of students at each level as primary has the highest number of students. The 34% teachers at high school levels despite drop outs and consequently low enrolments do not necessarily mean that there are a disproportionately higher number of teachers at this level. The teacher requirements at middle and high school levels increase due to the greater number of subjects.

At the primary level the number of teacher-student ratio has changed from 20 to 24 over the last 15 years. This appears as a good ratio but again the numbers are eschewed towards urban areas and most rural schools are single teacher schools. (can we have data for rural-urban?)

Figure 5.2: Student Teacher Ratio (Primary)



Source: BEMIS 2010

Table 5.4: Teachers and Enrolment Primary						
Years	Teachers			Enrolment		
	Boys	Girls	Total	Boys	Girls	Total
1995	15403	3444	18847	247189	90501	337690
2000	26757	9705	36462	224235	145451	369686
2005	28908	12364	41272	275572	182816	458388
2010	32797	15551	48348	326771	227993	554764

Source: BEMIS 2010

Middle Schools

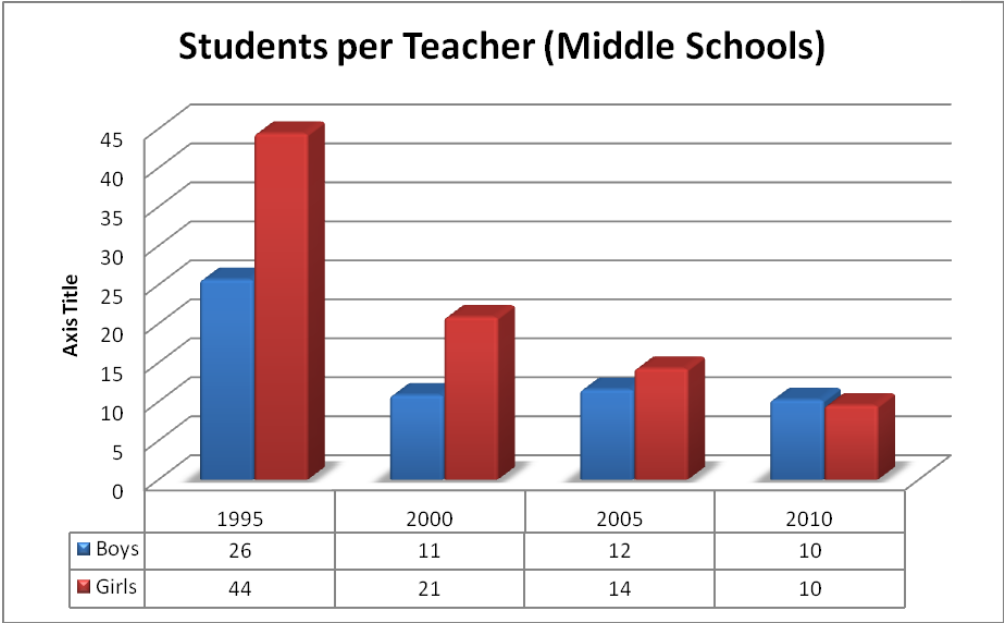
At the middle level student teacher ratio becomes 'uneconomical' and a factor for high per student cost. The main reason is the steep drop from 554,764 in primary to 119,230 for middle for 2010: a drop of about 80%.

Table 5.5: Teachers and Enrolment (Middle)						
Years	Middle Teachers			Middle Enrolment		
	Male	Female	Total	Boys	Girls	Total
1995	2375	648	3023	60981	28786	89767
2000	6258	1800	8058	67896	37579	105475
2005	6595	2944	9539	76281	42023	118304
2010	7530	4400	11930	77207	42023	119230

Source: BEMIS 2010

As shown in figure 5.5 below the ratio has slipped for both boys and girls from 26 and 44 respectively in 1995 to 10 in 2010. This reveals that the number of teachers has increased faster than the number of students. The failure again appears more on the drop outs than teacher availability. Again, however, the data does not show the ratios at school level, which like the primary levels have been distorted by a high number of teachers at the urban centers (data for rural-urban break up?)

Figure 5.3: Student Teacher Ratio (Middle)



Source: BEMIS 2010

High Schools

At high schools level the ratios of 3 and 4, in 1995, for boys and girls respectively has dropped from 15 and 19 respectively in 1995. This again reveals a trend of faster teacher recruitment than the ability to retain students.

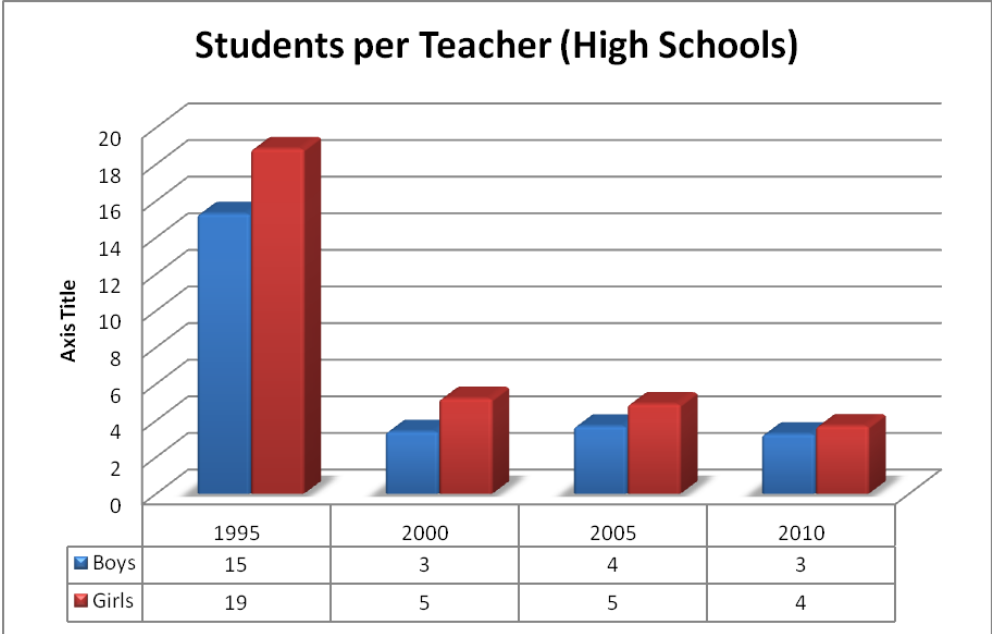
Table 5.6: Teachers and Enrolment (High Schools)

Years	High Teachers			High Enrolment		
	Male	Female	Total	Boys	Girls	Total
1995	1722	552	2274	26345	10406	36751
2000	8281	2976	11257	28141	15493	43634
2005	9815	3856	13671	36250	18916	55166
2010	11524	5158	16682	37575	19144	56719

Source: BEMIS 2010

The ratios are again, economically very 'unfeasible' as they lead to very high per student costs. Yet they again do not mean that all schools have the same level of teacher availability and rural-urban bias exists at this level also.

Figure 5.4: Student Teacher Ratio (High Schools)



Source: BEMIS 2010

Another problem at high school level is the availability of teachers for all subjects. In many rural schools, especially for girls, English, Science and Mathematics teachers are not available and many a time teachers employed for other subjects take classes for these subjects.

5.3.1 Absenteeism

A critical factor not captured by the data is the problem of teacher absenteeism. Politicization of the teacher force and corruption means that a large number of teachers are able to avoid working. These teachers can be found employed in other jobs, active in the political office of the local influential and in some cases, as per anecdotal evidence, working abroad. The distances in the province and the resultant difficulties of monitoring also contribute along with a disempowered community.

5.4 Professionalism

“The prevailing salary and service conditions for primary teachers’ do not attract academically talented candidates to these programs. Low social and self esteem are further hurdles to quality pre-service preparation or continuous professional development of teachers. The PTC and CT programs do not comply with any of the

accepted norms, benchmarks, criteria or professional standards for teachers in the 21st century.”¹⁹

Public sector teachers in Balochistan are among the highest paid in the country and their average pay is a multiple of the private sector teachers. Despite the salary the self esteem and professionalism of the teachers is considered to be low. The causes of the problem lie outside the issue of salaries. Some of the problems linked to low teacher professionalism include the ‘low prestige’ associated with the job. This is especially true for men, in whose case teaching is the ‘employment of last resort’. For females it is sometimes the only option.

The education sector internally also places teachers within a hierarchical bureaucratic set up and not as professionals vital to the effectiveness of the system. Teachers’ experience of the classroom is never used for feedback into improvements of the system. The ‘representative organizations’ of teachers also have not focused on professional issues and have been politicized for vested interests that have directed the collective clout into decisions to influence transfers and postings, selection for trainings or as superintendent of examinations. The incentive being the ‘financial benefits’ attached to the tasks.

Box 5.2: Teachers Associations

Governance issues seriously impair the effectiveness of teachers and add to the cynicism about the profession. Teachers Associations’ role receives the maximum blame for indiscipline and distortions in decision-making.

There are 44,000 teachers in Balochistan and representative organizations are important for the group. Unionism is an accepted phenomenon for teachers all over the world. However, the current situation in Balochistan can be considered a perversion of the right.

A single elected representative union does not exist and teachers unions in the province are a set of associations affiliated to different political parties. These organizations function as conduits of political interference in the managerial decisions of the department and, among other things, distort the situation of teacher deployment, morale and even capacity development.

¹⁹ “National Professional Standards for Teachers in Pakistan” Policy and Planning Wing Ministry of Education, 2009.

Low credibility of teacher recruitment process in the past have also been a cause of increased politicization of the cadre and the consequent erosion of professionalism. The Department of Education has now revised the rules to eliminate any discretion on terms of interviews etc. and only the marks obtained are considered. While this is expected to eliminate political appointments it may not guarantee competence as the quality and credibility of pre-service education degrees is low, as already discussed above.

5.5 Teachers in Private Schools and Madrassahs

Data on teachers in private schools and madrassahs is not available. Private school teacher selection is not based on any standards and even the basic entry requirements defined by the public sector are not applied. Teachers with intermediate or even matriculation are sometimes employed. The teachers have no training or orientation on learning needs, cognitive development issues and pedagogy. Resultantly these schools also adopt the prevalent approach of rote learning. The primary difference between the two systems is the accountability of the teacher in terms of attendance and ensuring the courses are completed on time. In the absence of a standardized test it is not possible to differentiate between learning achievements of private schools and, at least, functional public sector schools.

Policy Options

1. Standards for teachers, as developed by the STEP project and NACTE be adapted for Balochistan which would include an eventual transition to a minimum B.Ed requirement for all teachers and a 4 years B.Ed programme.
2. Pre-service teacher education curriculum may be developed to make it compatible with the current school curriculum.
3. Develop a Continuous Professional Development model that allows each teacher to receive at least one training every five years.
 - a. Teachers' baseline competencies study based on curriculum should be conducted periodically to develop standards and benchmarks on teacher competencies and measure performance of the system.
 - b. PITE should be given exclusive mandate for in-service teacher training and developed into an apex body serving as a 'Directorate of Staff Development' responsible for all kinds of teacher training (CPD).
4. Teacher deployment should be rationalized to allow favorable availability to both rural and urban areas.
5. A comprehensive review of requirements for new teachers should be made to ensure a balance between cost effectiveness and efficiency and develop projections for teacher needs for implementation of article 25A.
6. Dialogue with teachers associations be initiated to involve them in improving teachers' professionalism and allow the students and teachers' professional benefits above external political considerations.
7. Community involvement in teacher availability and support to teacher.

Chapter 6: Early Childhood Education (ECE)

The child earliest years are the time of most rapid physical and mental growth. At no other period in his life is he so susceptible and responsive to positive environmental influence which enhances and expends his development. Environmental influences, if of a sterile or destructive nature, may have negative effects on his intelligence, his motivation and ability to learn, his concept of himself, his relationships with others and on his later health.

(Milton e. Akers)

The early years of child's life lay the crucial foundations for healthy growth and development. The overall quality of the care and nurture the child receives is extremely important. Learning occurs after in the early years than at any other time and patterns established at his time have far reaching effects. The early childhood is defined, internationally as the period from birth to the age of eight years. Programs for this age group are concerned with both the years before the child goes to school and the first few years of primary school.

Study have demonstrated the efficacy ECE in improving access especially for the most disadvantaged evidence from around the world suggest that the most disadvantaged children whether because of poverty, ethnicity, gender, rural isolation or disability, experience the most dramatic gains from ECE. The India village pre-school study, for example, found that the children who had participated in an ECE program were twice as likely to enroll in school as matched controls. The Nepal study found that more than 95% of program children enrolled compared to an overall figure of less than 70%. The children not only enrolled but they stay in school. Significant reductions in school failure, repetition, absenteeism and dropout rates were found in the vast majority of the studies looking at the effects of ECE worldwide.

Mingat and Jaramillo studied impacts of Early Childhood Care and Education in Sub-Saharan Africa and found completion rates of 50% in the absence of pre-school and around 80% where half the children have access to pre-school or ECCD centers. In Peru a recent study found that nearly 60% more poor children who participated in pre-school completed primary school as compared with poor children who didn't access pre-school. In Nepal the results are even more dramatic, with very little dropout amongst the children who have participated in a pre-school program.

ECE interventions promote gender equity by counter acting gender biases in nutrition, health care and stimulation. The parents have a sense of their boys and girls equally and provide equal access to whatever services are available. The young children who participate in ECCE programs do better in school than those who have not had this opportunity. Such programs seem to produce their long term effects through engendering the dispositions in the children that enable them to achieve

grater access as they began school. It breeds higher motivation better performance and higher regard from teachers and classmates. The children with a good starts in the early years develop a sense of self-worth the capacity to take responsibility.

The Education For All (EFA) goals are collective commitment of the countries who participated and reaffirmed in Dakar (2000) as “expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children”

Opportunities for participation in early childhood education programs in Pakistan remain extremely limited. Kachi classes existed all over the country since 1970s. However they are just preparatory year in primary school before the children enter in class one. Neither a separate teacher is provided nor a classroom even no curriculum was ever developed for kachi class children. They remain ignored during the school session and seated behind the class one children. The teachers take them as there unwelcome responsibility. In spite of this during 1980s it was decided that the kachi students may not be enrolled in the school because of their sharp drop out which affected the success indicators of Education system. The National Education Policy (1998-2010) recognized the importance and recommend reintroduce kachi and pre primary in Government primary schools. Though kachi class has always remained a part of primary school education in Balochistan but unfortunately no attempt has ever been made to ensure that this class offer appropriate learning opportunities for children.

In pursuance of Dakar forum the Government of Pakistan developed a National Action Plan for introduction of Early Childhood Education during the year 2000 and declared kachi as ECE.

A draft National Curriculum for Early Childhood Education was developed during March 2002 by the Ministry of Education Curriculum wing which was finalized in 2007 in the light of lessons learnt. However it remained almost dormant. The government couldn't introduce ECE in the schools universally for want of, perhaps necessary resources. However with financial cooperation of Royal Netherlands Embassy the Agha Khan Foundation developed and implemented a program for introduction of ECE in 100 schools each of Balochistan Sindh provinces. This program was launched during year 2003 and was predominantly a female intervention. Only 10 boy's schools were included. Lasbela, Mastung, Noshki, Pishin, Loralai, Killa Abdullah and Ziarat districts of Balochistan were included in the program which was called Releasing Confidence and Creativity (RCC). The Society for Community Support for Primary Education Balochistan (SCSPEB), an NGO working in Balochistan since 1993 was the implementing partner in this important intervention.

The program was highly successful and it encouraged the UNICEF to introduce a similar program in 300 schools of 8 Districts of Balochistan. The Save the Children in collaboration with SCSPEB and Innovative Development Organization (IDO) has decided to introduce this program in 105 schools of Quetta, Killa Abdullah and Mastung districts of Balochistan. This intervention will benefit the girl's schools.

The RCC and ECE program in Balochistan has achieved significant results²⁰:

- An increase of 12% children in kachi class, 37% in class one and 63% in class two;
- Dropout for girls declined from an already low 4.3% after one year of project to less than 2% in kachi class and to less than 1% in class one;
- Girls attendance increase in all schools from an average of 62% to 82% in kachi classes and from 65% to 82% in class one boys attendance improved from 44% to 57% in class one;
- All kachi classes now have their own rooms compared to a baseline figure of 20%;
- Classroom observations also indicates some notable gains;
 - The number of clean classrooms increased from 22% to 68%;
 - The number of classrooms displaying children work increased from 12% to 76%;
 - 92% of classrooms had creative materials available 79% of teachers have been found to encourage children’s active participation in discussions as compared none in the non intervened schools;
 - All the RCC teachers use national ECE curriculum whereas the text book is the sole source for the other schools;
 - The participation of community in school management has increased to 85%.

The following is the scenario of Early Childhood Education service in Balochistan:

Table 6.1: Early Childhood Education Service in Balochistan					
Sector	Name of Service	Type/Features of ECE Services	Setting	Tech-Hours (daily)	Responsible Agency
Public Sector Age served(4-5years)	“Katchi” or pre-primary education	Traditional style: part of multi grade teaching with no separate class rooms, teacher or materials/facilities.	In Public schools both urban and rural	3-4 hours daily but share of actual teaching in 30 minutes to one hour daily	Ministry of Education and provincial departments of education are administratively and financially responsible for the service.

²⁰ Source AKF report on RCC

		Improved Katchi/ECE: With proper ECE classroom trained teacher and facilities	Recently initiated in selected number of public schools		<p>a) ECE in (in the name of RCC project) 100 schools in 7 districts through SCSPEB/RCC with financial support from AKF/RNE</p> <p>b) UNICEF ECE Classes in 300 schools in 8 districts</p> <p>c) Under BEP 105 schools (SC-UK+SCSPEB+ID O) in three districts</p>
Private Sector	Nursery Kindergarten and Montessori section	Proper ECE classroom, trained teacher and teaching materials	Mostly in private school in urban areas	2-5 hours	Private ownership and NGOs functioning on commercial basis.
	Madrassa Education	The religious instructor imparts training in values system (based on religious customs) to pre primary aged (3-5) years old children	Most offer education from pre primary to tertiary levels.	1-2 hours	Most madrassas are privately owned.

Source: ECE Provincial Plan 2011-2015

The National Education Policy 2009 envisions:

- ECE age group shall be recognized as comprising 3 to 5 years. At least 1 year pre-primary education shall be provided by the state and universal access to ECE shall be ensured within the next 10 years;

- Provisions of ECE shall be attached to primary schools which shall be provided with additional budget, teachers and assistance for this purpose;
- For ECE teachers, a 2 years specialized training in dealing with young children shall be a necessary requirement;
- This training shall be on the bases of the revised ECE National Curriculum. The curriculum and support material for ECE shall take account of the cultural diversity of particular areas.

The Government has already developed national curriculum for ECE 2007. This curriculum has been developed for the benefit of children 4-5 years age and for the whole country. The curriculum expects that the teachers will take care of the cultural requirements of Balochistan and its diversity. A teacher's guide will be developed which will help the teacher in fostering the competencies identified in the curriculum. There is a need that the experts may revisit the curriculum and develop a guide for the benefit of the teacher. This responsibility will be shared by the Balochistan Text book Board and Bureau of Curriculum and extension center. The SOWT and the thematic group meetings indicate the deficit of such experts in the province.

The Higher Education Commission has developed curriculum for the elementary school teacher which also caters the professional needs of ECE teachers. In collaboration with USAID's Pre-Step intervention the Government of Balochistan has introduced the new training course in 8 out of 12 training institutions from the current academic year. However the Government has to introduce ECE in all the 12000 primary schools of the province for which additional teachers will be required. The existing supply system doesn't suffice the demand. In case the existing teachers are assigned the responsibility they will need training. Additional classrooms will be required in all the schools where ECE classes are introduced. The ECE class needs especial learning material for which funds will be needed. The ECE is not covered under the article 25 A of the amended constitution. Therefore it is apprehended that the ECE will not attract the attention of the Government which is already embarrassed by the obligations of article 25 A.

Table 6.2: Provincial Pre Primary Public Sector Gross Enrolment Rates (%) in 2009-10

Features	Total	Boys	Girls
Number of enrolment	301476	183865	117611
Official age-group population (4-5 years) projections	655084	344560	310524
(GER Gross enrolment ratio)	46%	53%	38%
Gender Parity Index (GER)	0.802443		

Source ECE Provincial Plan 2011-2015

Table 6.3: Provincial Pre Primary Public Sector Gross Enrolment Rates (%) in 2010-11

Features	Total	Boys	Girls
Number of enrolment (Katchi + un-admitted)	304886	184989	119897
Official age-group population (4-5 years) projections	694861	363708	331153
(GER Gross enrolment ratio)	44%	51%	36%
Gender Parity Index (GER)	0.705		

As shown above pre-primary education has always been a component of school education in Balochistan. The class commonly known as ‘kachi’ has children of the pre-primary age. Normally a separate class for these children does not exist and they sit with the rest of the children. These children are on the margins of the school activity. The teacher focus the bulk of the primary schools as 75% of them are single teacher institutions. Over the years the Balochistan Textbook Board has been developing books for them which again is against the accepted norms for Early Childhood Education. Table 6.3 shows enrolment trends for children 4 to 5 from 1998 to 2011. These cover all ECE children in public sector schools.

As PSLM does not collect data for Early Childhood Education (ECE) BEMIS data has been used.

Table 6.4: ECE Enrolments Public Sector

Year	ECE (4-5) Population			ECE (4-5) Enrolment (katchi class)		
	Boys	Girls	Total	Boys	Girls	Total
1998 (Census)	260518	237199	497717	138079	80637	218716
2000 (projected)	274241	249694	523935	144099	87394	231493
2005 (projected)	311795	283886	595681	163402	108177	271579
2010 (projected)	354492	322761	677253	157784	110468	268252
2011 (projected)	363708	331153	694861	157187	109707	266894
1998-2011	40%	40%	40%	14%	36%	22%

Source: BEMIS

The enrollment of class Katchi have been taken for analysis as mostly the children enrolled but not admitted are less than the focused age group.

The table reveals an increase in ECE enrolment of 22% as against a population increase of 40% for the same period for the age-group 4-5. The girls enrolment in real terms is much lower but the growth rate has been higher i.e 36% as against 14% for boys.

The further analysis ECE age group shows that out of same age group only 38% of the children are enrolled (Boys 43% and Girls 33%). Looking to the other side of the analysis it reveals that there are 62% are still out of the school facility (Boys 57% and Girls 66%).

Gender	Years/ Levels	2005	2006	2007	2008	2009	2010
Boys	Kachi	163402	164840	166804	162935	157784	157187
	Pakki	85215	87390	92879	96354	100576	97103
	Transi:		53%	56%	58%	62%	62%
	Drop out		47%	44%	42%	38%	38%
Girls	Kachi	108177	107715	107910	106384	110468	109707
	Pakki	57677	60559	62919	66693	71766	60912
	Transi:		56%	58%	62%	67%	55%
	Drop out		44%	42%	38%	33%	45%
Overall	Kachi	271579	272555	274714	269319	268252	266894
	Pakki	142892	147949	155798	163047	172342	158015
	Transi:		54%	57%	59%	64%	59%
	Drop out		46%	43%	41%	36%	41%

The above table 6.5 reveals that there is a noted a huge dropout at Pre-primary level specially while transition from Pre-Primary to Class-1 level as detailed in the table above. Over the period 2005 to 2010 it is found that there is a slight decrease in drop out rates from 47% (year 2006) to 38% (year 2010) at boys side which created positive impact on the retention at class-1 level, whereas the dropout have been increased by 1% i.e. 44% in year 2006 and 45% in the year 2010. On the overall side the dropout rates have been improved from 46% to 41% but still on the higher side of 41%.

The modern concept of ECE was introduced in the province with the assistance of the USAID-ESRA programme implemented with the assistance of the Agha Khan Foundation, UNICEF and Save the Children.. The classes called 'ECE class - Improved Katchis' were initiated in around 505 government schools. ECE classes in a very small number of private schools follow the precepts of the modern ECE concepts.

The 'improved Kachi' was introduced in about 505 schools with the AKF supporting 100 schools in 7 districts, UNICEF 300 schools in 8 districts and Save the Children assisted 105 schools. Separate classes were introduced with trained teachers and relevant learning material as per the national ECE curriculum. Although there are over 266894 children enrolled in pre-primary sections but only 1.6% of pre-primary age children (1.1% males, 2.2% girls)²¹ receive education according to the ECE

²¹ Provincial ECE Plan 2011

precepts recognized in EFA, the National Education Policy 2009 and the national ECE Curriculum 2007²².

²² Provincial EFA Plan Balochistan 2011-15; PPIU, Government of Balochistan, May 2011

Chapter 7: Access and Equity

As already mentioned Balochistan is the largest province in Pakistan with the lowest population. The low population density presents a different proposition for educational access, as compared to the other provinces.

In addition to low access overall Balochistan has the widest gender gaps in educational outcomes for males and females and also across the rich and the poor. Article 25A now poses a huge challenge to the provincial government and will test the financial and organizational capacity of the education sector (discussed in more details in the Chapter on 'Finance and Budgeting').

Over the last few years there has been an increase in number of private schools in the province. Determining the exact number of private schools and enrolment within them is difficult but there was a general agreement among the officials in the sector that there has been an exponential growth in the last decade. The other set of institutions not covered by Balochistan Education Management Information System (BEMIS) are the madrassas. The data in this chapter has been collected from the Home Department, Government of Balochistan.

7.1 Scope

This chapter has been divided into three sets of analyses. Firstly the overall trends based on data from various editions of Pakistan Social and Living Measurement Surveys (PSLMs) have been analyzed. Net Enrolment Ratios, and in some cases, Gross Enrolment Ratios have been used. Secondly, the trends in the public sector schools in terms of enrolments, gender ratios and schools have been discussed. Finally an analysis of Article 25A, especially, with reference to the proposed 'Compulsory Education' law has been drafted and is currently lying with the law department. Definition of free education and implications of different models on organizational and financial capacities have been discussed. Analysis includes an estimate of private sector schools and madrassas.

Data limitations constrain the analysis for this chapter as BEMIS does not collect data for schools outside the administrative control of the Department of Education. School numbers in the province have been estimated using other data sources: both published and non-published. In case of private sector only an estimate has been made in the absence of single reliable source for the current situation.

Education indicators have been borrowed from the Pakistan Social and Living Measurements Survey (PSLM) of various years, the Multiple Indicators Cluster Survey (MICS) for 2004 and 2010. BEMIS data has been used for analysis of schools run by the Education Department which still has the largest set of institutions and the bulk of enrolment.

7.2 Schools in Balochistan

Balochistan, like the rest of the country, has different types of education providers at the school level. These include the public sector schools, the private sector, community schools, madrassas, non-formal education schools and feeder schools.

According to the Population Census conducted in 1998 there are around 22,000 settlements in the province. There are only about 13,000 public sector schools and with more than one school in each settlement one can safely deduct that a majority of settlements have no schools. The growth of private schools has also been in economically feasible settlements. Two efforts that have attempted to take schooling beyond the current population settlements: the community schools and the 'feeder schools'. The latter number slightly above 1000 institutions and an estimated 10 to 12 thousand settlements have no schools.

7.2.1 Public Sector Schools

Public sector schools include institutions run by the Department of Education, Government of Balochistan, schools owned and managed by other public sector organizations like the armed forces, worker welfare fund, Municipal Corporation, WAPDA, schools managed by Labour and Manpower Department and others. Additionally there are non-formal schools run by the National Education Foundation (NEF)²³ and feeder schools run by NCHD. As the latter are linked to a specific school system, they are not counted separately. BEMIS collects data for schools run by the Education Department only. However in the current year it has added community schools managed by the Balochistan Education Foundation (BEF).

Level	Urban			Rural			Total
	Boys	Girls	Total	Boys	Girls	Total	
Primary	752	296	1048	7067	2553	9620	10668
Middle	78	72	150	514	297	811	961
High	159	110	269	328	66	394	663
Higher Secondary ²⁴	1	0	1	0	0	0	1
Total	990	478	1468	7909	2916	10825	12293

Source: Balochistan Education Management Information System (BEMIS) 2010-11

²³ The current situation of these schools remains unclear although the Honourable Supreme Court of Pakistan has allowed NEF and NCHD to continue against the decision of the 'Implementation Commission' for the 18th Constitutional Amendment.

²⁴ There is only one higher secondary school in Balochistan. All other grade 11 and 12 classes are conducted in intermediate and degree colleges.

Table 7.1 shows that there are 12293 schools run by the Department of Education, out of which 10668 (almost 86%) are primary schools. The gaps between urban and rural schools as well as boys and girls are significant. Only about one tenth of the primary and middle schools are in urban area as compared to 40% high schools. The number of girls' schools is 38% of the total. The gaps are as follows:

- **Primary**
 - 87% of all primary schools are primary
 - Urban areas have only 10% of primary schools
 - Girls' schools are only 27% of the total primary schools.
 - In rural areas 27% of the primary schools are girls.
 - In urban areas 28% of the primary schools are girls schools.
- **Middle**
 - 8% of the total public sector schools are middle schools.
 - Urban areas have 16% of middle schools.
 - Girls' schools are 38% of the total middle schools.
 - In rural areas 37% of middle schools are girl schools.
 - In urban areas 48% of the middle schools are girl schools.
- **Secondary**
 - 5% of the total public sector schools are secondary schools.
 - Urban areas have 41% of the total secondary schools.
 - Girl schools are 27% of the total secondary schools.
 - In rural areas only 17% of the total secondary schools are girl schools.
 - In urban areas 41% of total secondary schools are girl schools.

There is only one higher secondary school run by the Department of Secondary Education. The intermediate classes are conducted in colleges managed by the Higher Education Department. In addition to these the Higher Education department also manages cadet colleges as well as residential colleges, which can be considered as elite public sector schools. Both these school types begin at the middle level and continue to the secondary and higher secondary levels.

7.2.1.1 Residential and Cadet Colleges Balochistan

Table 7.2 shows the number of Balochistan Residential Colleges and Cadet Colleges in the provinces. These are schools that begin at the middle level and terminate with Higher Secondary School Certification.

Table 7.2: Residential and Cadet Colleges		
Type of College	No.	Enrollment
Cadet Colleges	5	817
Balochistan Residential Colleges (BRC)	4	1186

Source Director of Colleges, GoB

Cadet and residential colleges are under the control of the College Education Department and have been discussed in greater detail under the chapter on higher education.

Four cadet colleges are currently functional whereas Cadet College Punjgoor will start its operation from 2012. All these 'elite public sector schools' are limited to boys only.

7.2.2 Privately owned schools

Private schools have increased in numbers over the last decade. In the absence of reliable annual data there appears to be some lack of clarity on the number of schools and more significantly enrolment. Table 7.3 has been developed using three different sources to attempt a reliable estimate of the number of schools in the private sector²⁵. The three data sets used are the National Education Census 2005, National Education Management Information System (NEMIS) and the data collected through 'street walks' by the National Commission on Human Development (NCHD).

As already mentioned earlier in the report the NEC was a one time exercise conducted by the former Federal Ministry of Education. NEMIS has 'projected' from the NEC although the basis of the projections remains unclear. Probably NCHD can be considered the most reliable data source for the number of private schools. Discussions with experts and practitioners in the education sector also endorsed the NCHD figures as more plausible. Similarly the data for NEC also has higher credibility because of the method applied. If both these data sets are relatively accurate then the numbers show an increase of almost 500% in the number of private schools in the province in a period of 5 years. The enrolment comparisons are anomalous as according to NCHD data the enrolment has reduced from 170,000 to about 44,000. The NCHD enrolment figures were contested by the practitioners and even private schools associations.

	NEC 2005		NEMIS 2008-9		NCHD 2010 (EFA Plan Balochistan 2011-15)	
	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment
Boys	92	112779	93	127667		57748
Girls	39	56685	39	63713		34813
Mixed	697		731			
Total	828	170,851	863	191,380	1051	92561
Student-School Ratio	206		222		88	

Source(s): NCHD 2010, AEPAM 2005 & NEMIS 2008-9

²⁵ This number may be on the lower end since at least one private school association claims to have 1800 registered members. No secondary evidence was available to confirm the figure.

Table 7.3 provides that as per NEC-2005 there were 828 schools (92 Boys; 39 Girls and 697 are of mixed gender). As there is no clear data source but it apparent that in all 828 schools around 170,851 children were enrolled (112,779 Boys 66% and 56,685 Girls 34%). In NEMIS 2008/09 the situation seems to be remain more or less the same as it reported 863 schools (93 Boys; 39 Girls and 731 mixed gender) with enrollment 191,380 (Boys 127,667 - 67% and Girls 63713 – 33%). The EFA Plan Balochistan 2011-2015 is the most recent document, which gives the number of private schools at 1051 with an enrollment of 92,561 (Boys 57,748 - 62% and Girls 34,813 – 38%). Under EFA Plan Balochistan 2011-2015, the schools were not distributed by gender or level therefore the bifurcation could not be presented in this analysis.

According to the NEC 2005 on average 206 students studied in a private school, NEMIS 2008-09 raises the figure to 222. The data given in Balochistan EFA plan shows a student population of 88 per school. The number used in the EFA Plan has been taken from NCHD who collected the primary data. Apparently the school owners suppressed the enrolment figures for fear of taxation liability. The number, therefore, was not agreed to by most education officials and persons met. Table 7.4 estimates enrolments using the number of schools in the NCHD data and a per student estimate based on a possible ‘economically feasible number’.

Table 7.4: Enrolment Estimate of Private Schools			
Schools	Ave 100 Pupils	Ave. 150 students	Ave 200 Students
1051	105100	157650	210200

Further analyzing the three models in the table above it comes that:

- 10% private schools contribution to enrollment if average of 100 pupils per school.
- 15% private schools contribution in enrollment if average of 150 pupils per school
- 20% private schools contribution in enrollment if average of 200 pupils per school

On the basis of the above it may be concluded that the Private Sector is contributing by managing around 20% of the total enrollment of Balochistan reported by BEMIS 2010-11

7.2.3 Community Schools

Community schools have been a relatively successful, low cost model for school expansion in the province. The community co-shares the expenditure through provision of space and building, a teacher from the community is hired and paid and works under its supervision. Balochistan Education Foundation (BEF) currently runs

these schools and has set up 649 community schools in populations without schools. Community Schools are set up on the following criteria:

1. At least 20 students can be enrolled by the community.
2. There is no girls' school within a radius of 2km.

The programme is implemented through non-government organizations designated as Community Implementation Partners (CIPs). BEF monitors performance of schools with key indicators being student and teacher attendance and improvements in learning outcomes. As shown in table 7.5 BEF set up 182 schools in Phase I and 222 and 228 respectively in Phases II and III respectively.

	Phase I	Phase II	Phase III	Total
Community Schools	182	222	228	632
Private Schools	81	53	63	197

Source: Balochistan Education Foundation (BEF) 3rd QPMR2011

In addition to the community schools BEF has also set up schools in partnership with individual owners who run schools for profit purposes, under a Public Private Partnership (PPP) arrangement. Schools set up by private owners are supported on the following criteria:

1. At least 50 children can be admitted from the targeted community.
2. There is no government school in a radius of 1 km in case of an urban school and 2 km in rural areas.
3. Schools charge low fee.

Run with the help of the owner, Private Implementing Partner (PIP) BEF provides subsidies for facilities, material and a monthly subsidy for attendance.

Enrolment during these Phases has been on the rise although the number of girls enrolled fell with each phase with the lowest of 3544 in the Phase III. Total number of enrolled students at present is 27,687.

	Phase I	Phase II	Phase III	Total
Girls	4372	4034	3544	11950
Boys	4499	5544	5694	15737
Total	8871	9578	9238	27687

Source: Balochistan Education Foundation (BEF) 3rd QPMR2011

The enrolment in these schools has risen to 22,381 at the end of Phase I as against 9244 at the end of Phase I. Student per school ratio is 114 students (Boys70% and Girls 30%).

	Phase I	Phase II	Phase III	Total
Girls	3250	1643	1903	6796
Boys	5994	4421	5170	15585
Total	9244	6064	7073	22381

Source: Balochistan Education Foundation (BEF) 3rd QPMR2011

BEF monitors both CS and PIP schools. 197 PIP schools are spread in 26 districts and are mainly in urban or semi-urban areas.

In addition to the above BEF also provides grant in aid to 513 private schools in 30 districts. BEF's community schools are covered in the annual BEMIS census but enrollment is not counted in the BEMIS record.

7.2.4 Afghan Refugee Schools

The war in Afghanistan has brought in a substantial refugee population into the province. Schools for children of the refugees have been set up by the United Nations High Commission for Refugees (UNHCR) with the help of local implementing partners. There are 38 Afghan Refugee schools with an enrollment of 27918 (Boys 20043 – 72% and Girls 7875 – 28%). These schools are working in Refugees camps and are been managed by SCSPEB and Save the Children with financial support from UNHCR. These schools use the Afghan Curriculum and medium of teaching is Pushto and Darri, the native languages of Afghanistan. The teachers are from the Afghan refugee community. In addition to these schools local arrangements exist within some of the camps including presence of madrassas.

7.2.5 Madrassahs

There are a total of 1095 madrassas in Balochistan according to data available with the Home Department of the provincial government with a total enrolment of 83,258. These madrassas follow four different schools of thought. The highest number of madrassas (and enrolment) follow the Deobandi school.

	Total	Deobandi	Barelvi	Ahle Hadis	Ahle Tashayo	Enrolment
Number	1095	948	85	33	19	83258

Source: Statistical Wing, Home Department, Government of Balochistan

7.3 Provincial Education Indicators

Three sources exist for education indicators: PSLM, MICS 2010 and BEMIS. This section uses PSLM and MICS. BEMIS indicators can mislead as it does not cover schools outside the Balochistan Education Department. The PSLM and MICS are sample based surveys that target the household and consequently more representative of the overall population.

Net enrolment ratios at various levels have been taken from the PSLM. As no age group for different levels has been defined both the cohorts (for each level) used by PSLM have been included. The age cohorts being 5 to 9 and 6 to 19 for primary, 10 to 12 and 11 to 13 for middle and 13-14 and 14-15 for secondary.

National Education Policy 2009 declares 6-10 as the official cohort for the primary in the country. The provincial government has not adopted the policy and in fact no policy exists in writing. As MICS data uses a different set of indicators it has been dealt with in a separate sub-section:

7.3.1 Net Enrolment Ratios

Net enrolment ratio (NER) compares total number of children in age at a level divided by the population of the age cohort. Table 7.9 shows an overall trend for NER as given in the latest PSLM.

NER	NER (5-9)	NER (6-10)	NER (10-12)	NER (11-13)	NER (13-14)	NER (14-15)
Rates	47	56	13	25	6	14

Source PSLM 2010-11

It reveals a drop in NER at each transition point with NER for secondary being 6 and 14 for the two age cohorts respectively. The NERs for the higher age cohort are higher and the at each level even as steep decline is evident across each level.

7.3.1.2 Primary Level

There has been a ten point increase in NER for Primary level from 2004-5 to 2010-11 for age group 5 -9 and by about 12 points for age cohort 6-10 (Table xx)

Year	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11
Age (5-9)	37	34	41	41	44	47
Age (6-10)	44	39	50	51	54	56

Source: Various PSLMs

The difference across 5-9 and 6-10 age groups is also evident for each year.

Table 7.11 reveals a gap across male and females for both the urban and rural areas. The gap is clearly much larger for rural areas as compared to the urban areas. However, equally significant is the gap across urban and rural areas across both the genders. The gap across females is much larger. The lower NERs of the rural areas pull down the average for the province as they hold the majority of the population.

	Age group (5-9)			Age group (6-10)		
	Rural	Urban	Overall	Rural	Urban	Overall
Male	53	69	56	63	83	68
Female	29	58	35	33	65	40
Overall	42	64	47	50	75	56

Source: Various PSLMs

The overall gap for rural and urban areas for age cohort 6 to 10 is 25 points with the gap across females being larger than the difference across males even as the overall NER for females is significantly lower.

7.3.2 Middle Level

The Middle level NERs show a decline from the primary level for both age cohorts although the values are higher for the 11-13 age cohorts consistent with the higher values for 6 to 10. An anomalous value appears across 2008 -9 and 2010-11 for the 11-13 age group where the value declines from 45 to 25. There is no obvious explanation except a sampling error or variant as PSLM is a sample based data.

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11
Age (10-12)	8	7	9	12	11	13
Age (11-13)	17	14	19	22	45	25

Source: Various PSLMs

As discussed later for public schools the maximum loss of students (drop outs) appear at the primary to middle transition. This is evident in the data above. This is partially explained, to the extent of public schools, to the bottleneck between primary and public schools shown later in the chapter.

Gender and rural urban gaps also exist at the middle level. Table 7.13 shows a gap of where NER for females in the rural areas falls into single digits for both age cohorts used. Again the maximum gap is between females in terms of rural and urban. The rest of the trends also remain similar with gaps between rural and urban areas.

	Age group (10-12)			Age group (11-13)		
	Rural	Urban	Overall	Rural	Urban	Overall
Male	16	21	17	30	47	34
Female	3	19	7	7	35	13
Overall	11	21	13	21	42	25

Source: Various PSLMs

The overall decline (from primary to middle) is much greater for the urban male from 83 to 47 for age cohort 11-13 (primary cohort 6-10). Again however the anomaly in the figure for NER in PSLM 2010-11 puts a question mark on any analysis. Only the general trend can be construed but not figures that might be easily defended.

7.3.3 Secondary Level

Table 7.14 reveals that by secondary level the bulk of students have dropped out of schools. The number of secondary schools in the public sector is even lower than middle levels and there appears to be a resignation to the situation in school planning.

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11
Age (13-14)	5	5	5	5	5	6
Age (14-15)	9	10	10	12	11	14

Source: Various PSLMs

Under the finance and budgeting analysis it can be seen later in the report that the secondary level suffers from inefficiency due to low enrolments and high overheads, mainly, in the form of teachers' salaries. Again the NERs for the higher age group of 14 to 15 represents higher values but the trend of decline from middle and a slow growth rate over the years is consistent across both age cohorts.

Gender and rural urban gaps also persist at the secondary level with the female NER almost equal for rural areas across both the age cohorts. Overall also the gap between male and females is wide (21 and 4).

	Age group (13-14)			Age group (14-15)		
	Rural	Urban	Overall	Rural	Urban	Overall
Male	7	13	8	19	28	21
Female	1	8	3	2	13	4
Overall	4	11	6	12	21	14

Source: Various PSLMs

There is a major decline in NER overall.

7.3.1.2 MICS Indicators

(description to be added)

Six indicators have been used in this chapter (literacy rate has been used in the Chapter on Literacy and NFE).

1- Pre-school attendance and school readiness:

- a. Percentage of children attending first grade who attended preschool in previous years

Male	78.9%
Female	81.9%

Urban	80.6%
Rural	80%

Total	80.1%
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2- Net Intake rate in Primary education:

- b. Percentage of children of primary school age (age 5) entering grade 1:

Boys	20.7%%
Girls	18.6%%

Urban	28.5%
Rural	17.4%

Total	19.8%
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3- Primary school Attendance: (adjusted)

- a. Percentage of children primary school age attending primary or secondary school (Net Attendance ratio):

Table 7.16 : Net Attendance Ratio			
	Boys	Girls	Total
Urban	59.9%	54.6%	57.4%
Rural	44.5%	35.3%	40.5%
Total	47.6%	39.6%	44.1%

Source: MICS 2010

4- Secondary school attendance:

Table 7.17 : Secondary School Attendance

	Male		Female		Total	
	NAR (Adj)	% attending Primary School	NAR (Adj)	% attending Primary School	NAR (Adj)	% attending Primary School
Urban	36.1	11.4%	41.6	6.8%	46.5	9.3%
Rural	13.7	11.6%	23.6	6.7%	31.8	9.4%
Total	19.1	11.6%	27.8	6.8%	35.2	9.4%

Source: MICS 2010

5- Gender Parity Index [GPI]: (Female to male education ratio):

Table 7.18 : Gender Parity Index						
	Primary NAR		GPI Primary	Secondary NAR		GPI Secondary
	Girls	Boys		Girls	Boys	
Urban	54.6%	59.9%	0.91	39.7%	46.5%	0.86
Rural	35.2%	44.5%	0.79	14.1%	29.5%	0.48
Total	39.6%	47.6%	0.83	20.2%	33.4%	0.60

Source: MICS 2010

6- Net Primary Completion Rate:

Total: 56% Boys: 59.4% Girls: 51.3%

7- Survival rate:

Table 7.19 :Survival Rate					
Gender/Area	G 2	G 3	G 4	G 5	Primary
Boys	99.90%	99.80%	99.80%	99.90%	99.60%
Girls	100%	99.80%	99%	99.40%	98.20%
Urban	100%	100%	100%	99.50%	99.50%
Rural	100%	99.80%	99.30%	99.80%	99.80%
Total	100%	99.60%	99.70%	99.80%	99.10%

Source: MICS 2010

8- Primary school completion and transition to secondary school:

Table 7.20 :Primary School Completion and Transition to Secondary Schools		
Gender/Area	Primary school completion rate	Transition rate to Secondary School
Boys	59.4%	89.9%
Girls	51.3%	93.6%

Urban	67.3%	94.8%
Rural	52.7%	89.1%
Total	56%	91.1%

Source: MICS 2010

7.4 Trends in Public Sector Schools

BEMIS data over the last 19 years shows the following trends in schools run by the Department of Education.

1. Increase in the number of schools and enrolment
2. Improvement for girls is faster than for boys (partially because of the lower base).
3. In general the improvements in the last decade 2000-2010 have been greater than 1992-2000.

As per the 2010-11 data of BEMIS there 12293 schools run by the department with a student population of 998545. This is slightly below a million. The numbers have increased from 6480 in 1992 to 8119 in 2000.

Table 7.21: Changes in Enrolment 1992 to 2010-11

Years	Schools			Total Enrolment		
	Boys	Girls	Total	Boys	Girls	Total
1992-2000	25%	274%	51%	-2%	9%	2%
2000-2010	10%	22%	13%	21%	35%	26%
1992-2010	37%	355%	70%	19%	48%	29%

Source: BEMIS

The table 7.21 reveals that during the period 1992-2011 the following changes were witnessed in public sector schools and enrolments:

- 70% increase in total schools.
- 355% increase in girls schools.
- 37% increase in boys schools.
- 29% increase in enrolments.
- 48% increase in girls enrolment.
- 19% increase in boys enrolment.

The trends reveal not only an overall increase but also greater improvements for girls both in terms of schools and enrolments. Decade wise the period 1992-2000 has been much slower than the 2000 to 2010-11.

Table 7.22 show change in kachi enrolment over the same period. Again the trend follows the overall in terms of better performance in the period 2000-2010 as compared to 1992-2000.

Table 7.22: Change in Kachi Enrolment			
	Boys	Girls	Overall
1992-2000	-10%	-27%	-16%
2000-2010	27%	87%	46%
1992-2010	14%	36%	22%

Source: BEMIS

The negative growth of kachi classes in 1992-2000 cannot be explained with the information available. The improvements of 200-2010 again show the faster rate of improvement for girls at 87% with an overall improvement of 36% over the period 1992-2010.

Table 7.23 show change in primary enrolment during the period. Consistent with the overall data the improvements in the last decade have been faster than the period 1992-2010-11.

Table 7.23: Change in Primary Enrolment			
	Boys	Girls	Overall
1992-2000	2%	20%	9%
2000-2010	19%	25%	21%
1992-2010	21%	50%	32%

Source: BEMIS

In case of girls the period 1992-2010 performance is better than for the same period in Kachi. The overall increase of 50% for girls between 1992-2010 is more than double the increase for boys.

Table 7.24 shows change in middle enrolment and the trend is similar to the previous levels. Here also the improvements have been faster for girls, although contrary to the trend in primary the maximum improvement in female education at the middle level was in the period 1992-2000.

Table 7.24: Change in Middle Enrolment			
	Boys	Girls	Overall
1992-2000	1%	35%	11%
2000-2010	14%	12%	13%
1992-2010	15%	51%	26%

Source: BEMIS

Table 7.25 reveals a change in secondary enrolment and while there has been overall improvement the period 1992-2000 was very weak for boys but strong for girls as the former had a negative growth rate of 6 and the girls an overall growth rate of 55%. Overall a 92% increase was witnessed in the period 1992-2010.

Table 7.25: Change in Secondary Enrolment			
	Boys	Girls	Overall
1992-2000	-6%	55%	10%
2000-2010	34%	24%	30%
1992-2010	26%	92%	42%

Source: BEMIS

The relatively slower growth rate of girls enrolment in 2000-2010 for both middle and primary can be partially explained by the narrow base in 1992. Strong progress in 1992-2000 meant that each percentage point in the latter decade contained a larger number of students.

Overall the improvements shown in the tables in this section show that the ground situation has improved in terms of enrolments at all level. This provides cause for optimism, albeit 'cautious optimism'. The improvements have to be tempered with the challenges ahead. As shown in data earlier the indicators for NER have a lot to be desired. In the next section the situation of survival and transition rates will further clarify the situation.

7. 4.1 Survival and Transition Rates

Survival rate in government schools for 2010 show that the primary level is performing the worst. The situation improves at the middle and secondary level but the maximum losses are at the earlier stages of education. The gaps between boys and girls is insignificant.

Table 7.26: Survival Rates			
	Primary	Middle	Secondary
Boys	46%	74%	93%
Girls	43%	76%	92%
Overall	45%	75%	92%

Source: BEMIS

The trend of greater losses at the lower levels and low levels of differences between boys and girls can also be seen in case of table 7.29 that gives transition rates across educational levels. The maximum losses are between kachi and grade 1. Compounded by the low survival rates (or high drop outs) for the primary level the final numbers in middle are already low. The 73% survival rate reveals losses from an already weak base.

Table 7.27 : Transition Rates			
	Kachi to 1	Primary-Middle	Middle-Secondary

Boys	62%	73%	87%
Girls	55%	78%	82%
Overall	62%	66%	85%

Source: BEMIS

Repetition rates have been provided by BEMIS only in the current year and therefore it is not possible to have a trend analysis. The figure given for primary level is 10%.

The values for survival rate in the private sector and madrassas are not known but there is a perception that the values approach 100. National Education Management Information System (NEMIS) includes estimated enrolments for all types and education and hence overall survival rate can be calculated using its data. The same has been used in this report for calculations of survival rate in the next section on 25A and also for EFA goals.

7.5 Challenge of Article 25A

Article 25 A of the Constitution poses a challenge for the Education Department in terms of both access and quality. As already explained earlier, expansion will require financial and human resources, which may not be available in the short run. Table shows the indicators to be considered for achievement of Article 25A. As can be seen these include both purely access indicators, as well as, survival rates that are used as proxy indicators for quality. Table 7.28 shows values extrapolated from NEMIS data.

Indicator	Current Position	Required
NER Primary (6-10)	47	≈100
NER Middle (11-13)	25	≈100
NER Secondary (14-15)	14	≈100
Survival Rate Primary	55.16	≈100
Survival Rate Middle	54.96	≈100
Survival Rate Secondary	45.09	≈100

Source: National Education Management Information Systems (NEMIS) 2008-9

In addition to the survival rates the transition rates across levels will also have to be raised to 100. The enrolment requirements only for the primary level will be mean that by 2025 the enrolment will have to be raised from slightly less than 1 million to about 2.2 million by 2025. Concomitant increase will also be needed in middle and secondary levels. This will impact need of physical assets, teachers and finances. (for details of the working on 25A please see annex).

Achievement of 25A will require innovative thinking for cost effective access expansion as well as improvement of quality. To ensure that the targets are achieved in minimal possible time non formal schools will have to be activated on a large scale

to ensure out of school children are admitted into middle and secondary levels on a fast track.

7.6 Education for All and MDGs

Balochistan had developed an EFA in 2001 which was not implemented and at present the province is in danger of missing all targets. A primary reason for not focusing EFA was the perception that it is a federal issue and funds from federal government only were transferred to the 'effort' under the Education Sector Reforms (ESR) run by the Federal government as a vertical programme. EFA as a concept permeating the education sector as whole was never comprehended.

In 2011 a new EFA plan has been developed by the province but the financial requirements identified appear beyond the capacity of the government in the short time left for the 2015 cut off date. While EFA remains an important international commitment the requirements of Article 25A not only pose the most immediate challenge it subsumes most of the goals of EFA and MDGs. Only literacy will need to be targeted separately.

7.7 School Environment

School environment plays a critical role in quality of education and to ensure interest of the students in education. Both physical and social environment are critical to ensuring children learn and enjoy school. While it is a critical quality factor bad school environment plays a major role in drop outs, especially, for girls beyond primary level as concerns for security and privacy increase. The following table will indicate the importance of school environment in the learning of the children:

7.7.1 Physical Environment

A comfortable physical environment is critical to good learning. Where children are sitting in the wrong temperature or miss even basic amenities then learning process is blunted.

7.7.1.2 Missing facilities

The physical environment as can be seen from table xx below has major deficits without 78% of schools without electricity, 53% without latrines and 46% without water and 76% are without boundary walls

Table 7.29: Public Schools without Basic Facilities				
	Boundary wall	Water	Electricity	Latrine
Overall	76%	46%	78%	66%

Source: BEMIS 2010-11

Gender wise electricity distribution is marginally better in girls primary and high schools but not in middle schools. Given that there are fewer girls schools the percentages difference is reduced further.

Table 7.30: Electricity Not Available				
	Primary	Middle	High	Total
Boys	6636	381	138	7155
Girls	2196	198	30	2424
Percent				
Boys	85%	64%	28%	80%
Girls	77%	54%	17%	71%

Source: BEMIS 2010-11

For gas also the differences are very marginal except high schools where girls are only relatively better off in a bad situation for both genders.

Table 7.31: Gas Not Available					
GENDER	Primary	Middle	High	H/Secondary	Total
Boys	7546	560	430	1	8537
Girls	2745	321	118		3184
Percent					
Boys	97%	95%	88%	100%	96%
Girls	96%	87%	67%		94%

Source:

Water availability as can be seen from the table below is also almost equally bad for both.

Table 7.32: Water Not Available				
GENDER	Primary	Middle	High	Total
Boys	3933	226	127	4286
Girls	1220	111	41	1372
Percent				
Boys	50%	38%	26%	48%
Girls	43%	30%	23%	40%

Source: BEMIS 2010-11

Boundary wall is considered very important not only for the safety of the institution but also to provide environment conducive for learning particularly for girls. The toilet is considered to be the basic need of school. The parents avoid sending their young children to school if toilet is not provided. In Balochistan 63% schools are without boundary walls and in 69% toilet is missing. This situation affects both the learning of the children and their retention in the school.

GENDER	Primary	Middle	High	Total
Boys	6274	327	268	6914
Girls	2104	200	96	2400
Percent				
Boys	80%	63%	55%	78%
Girls	74%	54%	55%	71%

Source: BEMIS 2010-11

GENDER	Primary	Middle	High	Total
Boys	6197	301	165	6663
Girls	1317	74	38	1429
Percent				
Boys	79%	51%	34%	75%
Girls	46%	20%	22%	42%

Source: BEMIS 2010-11

7.6.1.2 School Buildings

Not all school buildings are the same despite a standardized design provided by the provincial government. There are schools being run under the open skies, there are others which are under dilapidated buildings. The design of schools themselves, where they are available, require major review. At present these designs are made by the Communications and Works (C&W) Department with no input from the department of education on needs for students.

In the more congested urban schools the availability of facilities does not necessary mean usability not only in terms of maintenance but also the ratio of students per facility. There is no rationalization as per student population.

Also building designs are standard irrespective of the winter or summer zones. This leaves classrooms uncomfortable in extreme weathers for both sets.

7.6.2 Social Environment

The social environment in schools reflects the situation in society. It is hierarchical and coercive with corporal punishment being used as a tool. The latter is endemic in all schools. Questions are not encouraged and discipline in terms of quiet classrooms is considered an indicator of effectiveness of the school teacher or head teacher.

7.6.3 Co-curricular Activities

The co-curricular activities have almost died down in most schools. There is hardly arrangement for sports. The social activities like parent's day, debates, quiz competitions, dramas, role plays; exhibition of student's work is not encouraged. All this leaves the school a dull place where rote memorization and parrot like cramming continues whole the academic day. This situation leads the students leave their studies.

7.6.4 Private schools and madrassas

The situation in private schools and madrassas is not very dissimilar in terms of the social environment. On the physical side the private schools at least provide the basic facilities like water and toilets but little or no space for playgrounds despite a stipulation in the Recognition of Unrecognized Educational Institutions Ordinance 1962.

School health and nutrition to be added

7.8 Inclusive Education

“There is a growing consensus throughout the world that all children have the right to be educated together. In the last six years a number of major international statements have appeared, affirming the principle of inclusive education and the importance of working towards schools for all institutions which include everybody, celebrate differences, support learning and respond to individual needs²⁶”.

Inclusion is not mainly an educational or professional issue, but an issue of basic human rights concerning everybody. Inclusion means that ordinary schools should accommodate all children, regardless of their physical, intellectual, emotional, social, linguistic or other requirements. To really take on board the concept of equality and value deep changes are required to be made in thinking because challenging barriers to inclusion are poverty, inaccessible transport, discriminatory employment practices, prejudice and general undervaluing of the disabled.

Inclusion of children may be divided in educational institutes into sub classes’ i.e.

- Inclusion of children with disabilities
- Inclusion of children of the economically disadvantaged classes
- Inclusion of refugees
- Inclusion of children from different ethnic and religious groups
- Inclusion of IDPs
- Inclusion of all Genders (male, female and neutral)

7.8.1 Inclusion of children with disabilities

The regular government school system in Balochistan functions independent of the special school system. Such segregation is also evident in schools run by the private sector. Addressing the special educational needs of children with disabilities, there is no quota in public and private schools of Balochistan for children with disabilities. Some NGOs in Balochistan have demonstrated successful models of special and inclusive education. However, a comprehensive analysis of these initiatives has not yet been undertaken in the province.

Teaching methods in special schools enhance the learning ability of the individual child in a limited manner. The system does not usually allow for a participatory role by the child nor does it stress the development of his/her creative and critical thinking ability. There are ongoing debates regarding the promotion of inclusive education but it is far difficult than said because of the educational situation that prevails in the province. A few federally run army schools are attempting to apply

²⁶ Salamanca Statement 1994

inclusive education at the grass root and have tried to implement indigenous methods to educate challenged children.

7.8.2 Economically disadvantaged classes

The separation and categorization of learners into various institutions is not only on the grounds of their disability, but also on race and culture. The education of children and adolescents with economic disadvantages is based on an infrastructure, which has slowly grown into a very dense network. Apart from the public schools and colleges, there is 5% quota reservation for poor children but whether they are able to avail that opportunity or not is a question. The bureaucratic hassles and prejudiced mindsets as well as the school authorities towards children of the poor ail the admission process. The discriminatory mindset of society, principals, teachers and students towards children of slum dwellers is shocking. Similarly when a child from a lower class is admitted in a school where children from higher classes study, tends to decline towards inferiority complex, the growing 'distance and hatred' between his environment and the others never let him succeed.

7.8.3 Refugees

The demographic trends of Balochistan have surfaced more by accident than design because of 1979 Soviet Invasion of Afghanistan. It brought more than 3 million Afghan refugees into Pakistan and these people settled all along the KPK and Balochistan side of Afghanistan Pakistan border. According to the Institute of Strategic Studies Islamabad, Balochistan, with an area of around 343,000 Kms was sparingly populated (85,900 in 1941), which doubled in size in the 24 years following the Afghan influx, from 4,000,000 in 1979-80 to 7,500,00 in 2003²⁷. The Afghan refugees as a population chunk are larger than the combined total of the three indigenous ethnic groups of Baloch, Brahvi and Pashtoon, as well as Settlers. Children born of refugees in Balochistan in 1979-80 and later are now 30 years old, with Pakistani Identity Cards and have adapted Balochistan's culture; they are studying in ordinary public/private schools. Still UNHCR in its refugee camps provides Afghan children with educational needs. In camps the children are taught Afghanistan of curriculum.

7.8.4 Ethnic and religious groups

Balochistan being culturally and linguistically well diversified brings along a number of barriers for the children belonging to ethnic and religious groups. Since the target killings of settlers started 6 years ago their children are at a state of uncertainty whether to study in the same school with the locals or not. The ambiguity lies in both public and private schools. The situation is not settled till schools it goes beyond secondary and higher secondary and shows disturbing consequences in the

²⁷ Institute of Strategic studies Islamabad

tertiary and university level. But the children coming from different sects and religions are found much vulnerable to discouragement from the education system. They are found excluded from the system more evidently in the rural areas and in small fractions in the cities. The teachers tone , the school environment and specifically the subjects do not accommodate their belief rather threat them as aliens.

In the thematic working group with the directorate of schools on the theme Access & Equity the members accepted the fact that children from minority backgrounds too face the same attitude from teachers and school authorities. The Christian or Hindu students' presence during Islamiyat class is seen inhospitable. A detailed interview shall be held with such students and teachers once schools reopen in March after the winter vacations.

7.8.5 Internally Displaced Persons

According to United Nations estimates, there were 84,000 Internally Displaced Persons (IDPs) in Balochistan due to Militarization, of which 33,000 were children. The officials have not provided relief in terms of schooling as claimed. The people who have fled Dera Bugti were very well off thus leaving the IDPs unattended. Similarly IDPs of Ziarat earthquake and IDPs due to floods were not entertained in ordinary schools. Only centers run by NGOs in camps provided learning material.

7.8.6 Gender

The literacy rate among women in Balochistan is also the worst in the country. With only 27 percent literate women, Balochistan stands poorly against the national female literacy rate of 48 percent²⁸. Getting the son of the family admitted to school, despite financial hardships is regarded as an 'investment for the future' However; no serious attempt is made for the daughters of the family because they will have to be married, one day. The children with the neutral gender are also ignored by the families and discouraged by the school environment in pursuance of their education.

²⁸ NES

Policy Options

1. Schooling should be provided to children for all 22,000 settlements in Balochistan using cost effective models within the local environment.
2. Incentives be developed in weak performing districts for children retention with introduction of stipends and/or food etc.
3. Community awareness and district campaign for enrolment.
4. Awareness and advocacy campaigns may be conducted on inclusive education at the district levels.
5. Inclusive education concepts may be added in pre-service and in service teacher training programmes.
6. Transport facilities may be provided to female teachers and students. In case of former accommodation should also be provided.
7. Where possible hire local teacher.
8. Compulsory Primary Education Law may be promulgated at the earliest.
9. Inclusive education concepts may be added in pre-service and in service teacher training programmes.
10. An awareness campaign may be launched to motivate the parents and communities to send their children to schools irrespective of their physical disabilities or other disparities unless there are extreme situations requiring special conditions.
11. Special arrangement may be made for blind in the schools to facilitate them in their mobility.
12. Camp schools may be provided in the areas of any disaster and efforts may be made to help the affected persons return to their home.

Chapter 8: Higher Education

“We believe that a more balanced approach to education at all levels is needed. The focus on primary education is important, but an approach that pursues primary education alone will leave societies dangerously unprepared for survival in tomorrow’s world.”

*Report of the Task force on
Higher Education in Developing Countries: Peril and Promise²⁹*

Tertiary Education sector is divided into universities, colleges (affiliated with the University of Baluchistan (UOB)) and institutions of technical and vocational education (TVET). The three sets of institutions have different administrative structures, academic environment and financial outlays and sources. All three have been discussed under different sub-headings in the chapter, the broader headings being ‘higher education’ and ‘TVET’.

8.1 Higher Education

Higher education provides leadership to society in various fields, produces high level skills to society and the market and is also an ‘employment creator’. Secondly it provides research to industry and strengthens the education sector as the provider of tertiary teacher education. Over the years Pakistan has failed to focus adequately on higher education. Donor driven policies have directed funds overwhelmingly to secondary education (in fact mainly to primary education). While the importance of school education cannot be overestimated serious deficits have appeared in the development efforts due to the low quality of higher education: the key level for expansion of the intellectual capital of the society.

It is for these reasons that the factors that matter the most in higher education are ‘quality’ and ‘relevance’. Access to university education (in fact higher education as whole) cannot be treated at par with schools. While it is a right in the latter, access to education is available to only those who fall within the academic merit. It is, however, important to extend the opportunity to as many students as possible. Quality and relevance are the more important objectives of higher education, with research being the third important component though it is a subset of both quality and relevance. The fundamental principle has to be excellence. Even the Constitution of Pakistan does not consider access to higher education as a right. The ‘Principles of Policy’ ask the state to:

²⁹“Report of the Task Force on Higher Education in Developing Countries: Peril and Promise”; World Bank February 2000” (The Task Force was jointly sponsored by UNESCO and the World Bank).

“Make technical and professional education generally available and higher education equally accessible to all on the basis of merit;”

Graduates of higher education are expected to lead the path to ‘socio-economic’ development. Weak output of the sector endangers sustainability of the development effort. Balochistan has faced a similar dilemma. Although the province has not been a major focus of development agencies in recent years the assistance over the years, and even the little received currently, has a bias towards school education. The province however has been a beneficiary of the work of the Higher Education Commission³⁰ which has undertaken some effective reform in the area despite some gaps that have been left in its programme.

8.1.1 The Organizational Complex

Higher Education sector consists of a number of organizations: the Higher Education Commission of the Federal Government, the Higher Education Department with its colleges, the Universities. Additionally there are private colleges as well as universities.

Administratively universities are autonomous. Chartered by the provincial assembly Governor Baluchistan is the chancellor for all public sector universities. Higher Education Commission (HEC) develops policy for higher education and provides the bulk of funds to the public sector universities. Colleges are administratively controlled by the Department of Higher Education of the Government of Baluchistan. These include ‘Intermediate’ and ‘Degree’ colleges. The former only run higher secondary classes of grades 11 and 12 while the latter also teach undergraduate students (B.A and B.Sc).

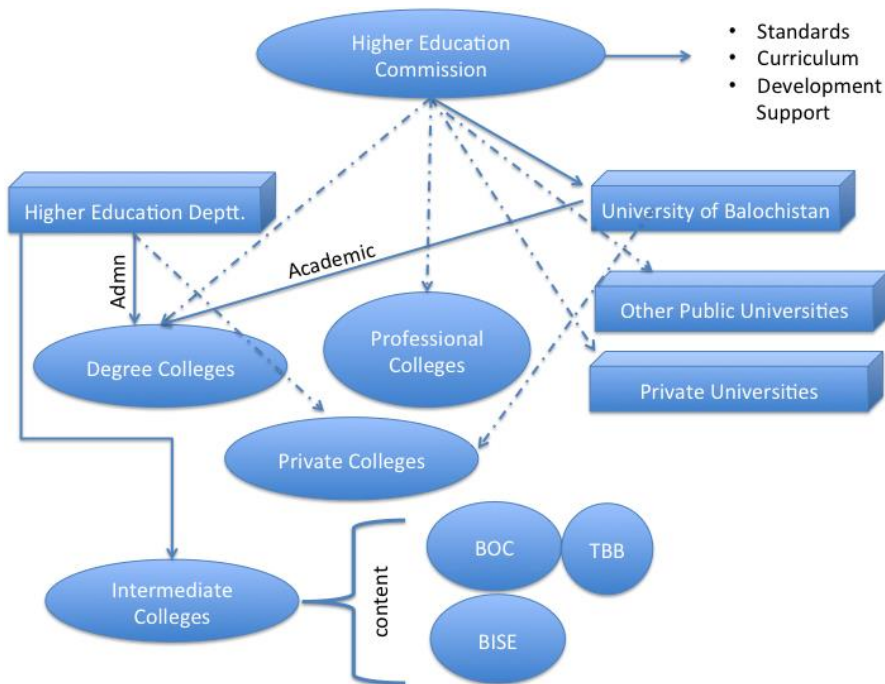
The department is overseen by a Minister and headed by the Secretary Higher Education. Until recently, the sector was managed by a single education department that also looked after secondary education. Governor is the Chancellor for the public sector universities which are administratively autonomous.

Private Universities receive the charter from Baluchistan Assembly and are recognized by the HEC. Private Degree Colleges are affiliated with the University of Baluchistan.

Curriculum for undergraduate classes in colleges is developed and prescribed by the University of Baluchistan, which also conducts the external examinations. Intermediate follows the school curriculum (hitherto developed by the Ministry of Education) and the Board of Intermediate and Secondary Education is the external examination body.

³⁰ USAID and the World Bank have supported the Higher Education Commission in some of its reform efforts.

Figure 8.1: Higher Education Sector



Higher Education Commission (HEC) has an important role in the sector. Formed in 2001 the Commission has made significant contribution to university improvement in the country, including Baluchistan. Higher Education Commission (HEC) is responsible for national standards, provides grants to the universities and also guides policies on quality. Before the 18th Constitutional Amendment the HEC was also responsible for curriculum development. The situation remains unclear at present as the matter is sub judice.

Other organizations involved in higher education are the Baluchistan Textbook Board, the Board of Intermediate and Secondary Education and the BOC. All three are relevant to intermediate classes in colleges. While the BISE falls within the purview of the Higher Education Department the BTBB and BOC are under the Secondary Education Department. This entails coordination issues, discussed later in the chapter.

The Baluchistan Academy of College Teachers (BACT) is responsible for teacher training at the College level. It functions under the Higher Education Department.

The above complex makes coordination imperative but practically there are gaps. The Directorate of Colleges which should function as the main user of the services provided by BACT, BTBB, BISE and the University of Baluchistan, is a 'passive'

receiver of these services, especially on the qualitative side. While it is represented in Board of Studies of the UOB and other bodies also, there is no proactive approach to defining needs in terms of quality education. The services remain supply driven.

Overall the sector needs to have a policy that reinforces across various levels. There is no formal feedback mechanism from the university to the college level and from the latter to the schools. An overall policy framework and coordination mechanism for the sector should be prepared through consultations across the various organizations.

8.1.2 Access

While access to higher education is important it cannot be treated at par with the issue at school where it forms a fundamental right. In higher education equal opportunity is the more important factor along with a consideration for merit, market needs and resources.

Access in higher education is minimized initially through the massive dropouts at the school level. Secondly poverty forces many young adults to seek jobs while others cannot afford the expenditure on books etc. even though the fee in public sector institutions is minimal. Both the direct and opportunity cost combine to reduce incentives to join education in general and higher education in particular. In case of girls social taboos prevent higher levels of enrolment. Baluchistan’s GER for higher education is 2.3 as compared to 6 for Punjab and Sindh³¹.

8.1.2.1 Universities

University of Baluchistan was chartered as the first university in the province in 1970. Higher education was linked with the University of the Punjab before this year. The next indigenous university was established in 1994. Presently the province has 7 universities. These, along with 104 public sector colleges and a number of private institutions form the higher education sector. Students from Baluchistan are also admitted to universities in other provinces and federal institutions against specified quotas. Allama Iqbal Open University, the largest distant learning university in the country, also extends its services to Baluchistan while the National University of Modern Languages (NUML) has a campus in Quetta.³²

Table 8.1 Universities in Baluchistan

Institution	Year Established	Ownership	Location
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³¹ “Tertiary Education Support Project” Project Appraisal Document, World Bank 2011.

³² Please see annex for details.

University of Baluchistan	1970	Public	Quetta
Khuzdar Engineering University	1994	Public	Khuzdar
Iqra University	2002	Private	Quetta
Baluchistan University of Information Technology, Engineering and Management Sciences	2002	Public/Private	Quetta
Sardar Bahadur Khan Women University	2004	Public	Quetta
Al-Hamd Islamic University		Private	Quetta
Lasbela University	2008	Public	Lasbela
National University of Modern Languages Quetta Campus	2006	Public	Quetta
Virtual University Quetta Campus		Public	Pishin

The universities include 3 in the private sector and 5 in the public sector. Only two of these are outside Quetta (Khuzdar and Lasbela) although the University of Baluchistan maintains campuses in Loralai and Turbat. University of Baluchistan has one medical college and a law college affiliated with it.

	Male	Female	Total
University of Baluchistan (UoB)	4433	1200	5633
BUIITEMS	4005	659	4664
Sardar Bahadur Khan Women University (SBKWU)	0	1734	1734
Total	8438	3593	12031
Percentage	70%	30%	

In terms of equity the gap between girls and boys manifests in higher education also. Data of three major universities reveals 70% enrolment of males and 30% of girls. This includes the enrolment in Sardar Bahadur Khan Women University.

The first all women university of Baluchistan has been a welcome addition in a culturally conservative area. Visit to the university revealed a lot of resolve among the faculty and students to perform well.

8.1.2.2 Colleges

The Directorate of Colleges for Higher and Technical education Balochistan Quetta was established on 19th Nov 1979, with the important aim of promoting higher and technical education in the province both quantitatively and qualitatively. The directorate ceased to exist on 14th Aug, 2001 under the devolution plan as all the directorates were merged in to a single directorate of education. It was however revived in Jan, 2002 on account of in effective administrative and supervisory control with college directorate. Recently, in 2011 Technical & Vocational Education system has been separated from the Directorate of Higher Education. Hence, the Directorate of Technical & Vocational Education is working as an independent entity under the Department of higher Education.

There is a gap between colleges available for boys and those for girls (especially in Cadet & Residential Colleges), similarly the female enrolment is much lower (see Table 8.3).

Table 8.3 Gender Wise Enrolment in Colleges			
	Boys	Girls	Total
Boys Inter Colleges	6375	1225	7600
Girls Inter Colleges	0	3028	3028
Boys Degree Colleges	23810	2121	25931
Girls Degree College	0	12340	12340
Commerce College	705	0	705
<u>Government College of technology</u>	1047	0	1047
<u>Polytechnic Institute for Girls</u>	0	230	230
College for Physical Education	48	31	79
<u>Cadet Colleges (Data 2011)</u>	817	0	817
<u>Residential Colleges (Data 2011)</u>	1186	0	1186
<u>Professional Institutions</u>	--	--	--
<u>Other Institutions (Private)</u>	--	--	--
Grand Total			

Comment [D5]: Enrolment data from respective institutions will be provided in March 2012

Source: Directorate of Colleges (Department of Higher Education, Government of Baluchistan).

In terms of college availability, there are 24 boys' degree colleges as against 11 female colleges. Similarly the number of female inter colleges is 23 as compared to 42 for males. Out of the total Colleges percentage for girls is 31% as compared to boys 69%.

The gaps in both enrolment and college availability reveal a gender gap endemic in the entire education sector in Baluchistan.

Name of Institutions	Number of Institutions			
	Boys	Girls	Mix	Total
Inter Colleges	42	23	-	65
Degree Colleges	24	11	-	35
Commerce College	1	0	-	1
Government College of Technology	1	0	-	1
Polytechnic Institute for Girls	0	1	-	1
College for Physical Education	1	0	-	1
Cadet Colleges	5	0	-	5
Residential Colleges	4	0	-	4
Elementary Colleges	9	4	-	13
Bolan Medical College	-	-	1	1
Government Agriculture College	1	-	-	1
Grand Total	88	39	1	128

Source: Directorate of Colleges (Department of Higher Education, Government of Baluchistan), BEMIS 2010-11

8.1.3 Quality

“With each passing year, a sharp decline in the level of candidates indicates that despite their scores in the higher educational institutions, they suffer from a shallow academic standing. Therefore, immediate and focused attention is required to ameliorate the grave situation”

Baluchistan Public Service Commission: Annual Report 2009

Poor quality of tertiary education candidates cannot be attributed to a single level of education alone. It is the combined effect of weaknesses in school, college and university education. In case of university education, over the last decade, the Higher Education Commission has supported quality reform but the college level has remained neglected. Even the reform in universities has focused on the supply side and the output of the universities is not a factor in HEC’s ranking as already mentioned above.

Higher education quality suffers, among other things, due to poor quality of teaching in most colleges and even many faculties of the university, political influence and politicization of campuses and malpractices in examinations. Student indiscipline results from the extension of mainstream political parties into the college and university campuses. Class attendance is not a priority and teacher control is low.

Under the extant system of evaluation conducted by HEC the University of Baluchistan ranks at 25 out of 97 in the public sector. The system essentially places a premium on research. It does not consider the learning and other outcome factors. To an extent Residential and Cadet colleges cadres to improvement in quality

education. In the 1980s Residential and Cadet colleges need was identified as such institutions were established in areas where the normal population and crowd of vehicles do not disturb a serene learning environment. Initially two such colleges were established in Mastung and Loralai Districts. Limited numbers of seats were announced and admission exams were conducted for class 6th. From class 6th to 12th students were provided boarding facilities. Residential colleges were supposed to produce competent students for the tertiary level, who later would appear for competitive examination i.e. CSS & PCS. The Cadet colleges on the other hand would produce qualified learners for Army.

A number of reforms introduced by HEC have restored vigour into universities all across the country. Its reforms include liberal scholarships, especially to university faculty, for PhD. Programmes abroad, incentives for professors to supervise local PhD scholars and linking funding to academic excellence, especially, research capacity. Universities now have access to digital libraries with over 20,000 databases. While initially there was criticism of the initiative for lack of quality control the HEC later mandated all PhD candidates to undertake the Graduate Record Examination (GRE) for their respective subjects (where available) or HEC's own Graduate Aptitude Test (GAT) where subject GRE is not available. Also each thesis needs to have at least two international evaluators.

The HEC has also revised a number of curricula including the curriculum for Bachelors of Education (B.Ed). All bachelor programmes have been converted to four years, although the same has yet to be implemented on a scale. For faculty, in addition to the scholarships, pays were raised and the 'tenure track' system was introduced. The HEC is also pursuing development of Quality Enhancement Cells (QEC) as internal quality monitoring and support units, in each university.

Despite the above work HEC's reform has some key gaps. The focus has been primarily on universities, which normally conduct only graduate level classes for most faculties and not the colleges that enroll the bulk of students at the undergraduate level. The focus has also been excessively on research and not employability. While the policy statement of the HEC mentions links with the market practically the whole reform emerges from a supply side analysis. The research is mostly of pure academic nature and is not linked any local societal or business needs. The HEC is now revising its performance criteria to add output related factors also. Officials participating in the thematic group meetings for Higher Education were of the view that the Commission has 'an unjust' tilt towards natural sciences at the cost of arts and social sciences. Unlike the universities, colleges have not benefited from HEC reforms. The current situation does not fulfil the requirements of an institution of higher education. In fact colleges are simply extensions of schools in their approach to education and the general environment except greater indiscipline in some of the institutions. Requisites of under-graduate education are not available in terms of the environment, the facilities and the approach to learning. A good undergraduate programme needs to have facilities of a university and it is important that quality teachers including PhDs and scholars involved in actual research.

Internationally an undergraduate programme runs for four years. Colleges follow the two year course, which is considered inadequate. Recently the HEC have prepared four year curricula for many faculties but the department is unable to convert due to financial and human resource deficiencies. The current two years programme does not fulfil the needs of a quality undergraduate programme. The level has to prepare candidates for the world of work as well as equip them with basic knowledge and skills to pursue post graduate studies. Students at this level should be provided with knowledge of subjects beyond their core areas so natural science students would be exposed to some social science subjects also. Additionally at this point students should receive a basic understanding of research methodology and practical skills like report writing and presentations. None of these is covered in the current programme.

In addition to the undergraduate programme colleges also run the intermediate classes which are essentially an extension of the school level into colleges. Most education policies in the past have recommended shifting intermediate class to the school levels but in Baluchistan except for very few schools intermediate classes are at the college level. There are 65 colleges which are purely inter-colleges while there are 35 degree colleges in the province. All degree colleges have intermediate classes and this partially leads to a school like academic environment.

According to NEP 2009:

“Grades XI and XII shall not be part of the college level and shall be merged with the school level, forming part of existing secondary schools where needed and provision of necessary human and physical resources shall be ensured. This exercise shall be undertaken after a detailed study of the failures of similar previous efforts.”

However, at this point issues of quality education at intermediate remains a priority and not shifting intermediate to school levels

The intermediate is a critical level for students as it determines the career path for them in terms of arts, science, medicine and engineering. A college environment does not necessarily help because of the lesser discipline in most public sector colleges. A separate discussion on the quality of intermediate levels is not necessary as the issues discussed under quality of school education remain valid for the intermediate level also.

College teachers met were of the view that the transition from secondary to higher secondary is not well planned and there is a sudden jump in the level required. An important hurdle for science students is a transition to reading courses in English. This seriously impacts majority of the students who hail from Urdu medium schools. A problem tree has been constructed with core problem identified “English language competency as a barrier to learning”.

8.1.3.1 Factors for Quality Education

Teaching, textbooks and learning material, examination and campus environment are the four critical areas of quality discussed. Research has been discussed as a separate area.

Teaching

Stakeholders met generally considered quality of teaching at the tertiary level to be weak. For most males, similar to school level, it is not the first choice of employment. Young lecturers with ability normally sit in examinations for the more 'prestigious' civil services and move out. In case of educated females it is sometimes the only choice. Most female teachers met claimed that it was their first choice.

College teacher's quality of teaching is generally considered to be below par. Teaching, again, is in the typical lecture method. The recent security situations and targeting of college and university teachers have also led to an exodus of some good teachers and has seriously compromised the already weak academic environment. Teacher attitude towards class attendance is also a problem. Many do not attend classes as there are issues of discipline of teachers especially at the male level. Teachers without political connections are more disciplined.

There are opportunities for professional development as the Department of Higher Education allows college teachers to improve their qualification from in country universities. Teachers are provided full salary during this period and additionally a stipend of Rs. 2,000 per month is also given. However, there are no scholarships for studying in international universities although some of the HEC scholarships are available through open competition. While there is a desire in many of the younger teachers to improve qualifications they are not aware of the opportunities in terms of scholarships provided by international agencies for example the Fulbright, Chevening and AUSAID scholarships. There is no information collection and sharing mechanism.

Trainings and opportunities for improvement of qualification for teachers at college level are far less than those available in the universities. A very important development has been the establishment of the Baluchistan Academy for College Teachers (BACT) with the mandate of training of college teachers. So far it has not undertaken this task and has been mainly involved in training of teacher selected under the Aghaz I Haqooq I Baluchistan Package. Recently a budget has been approved for trainings of lecturers at the college level. The work and eventual development of BACT will be critical to professional development of teachers in colleges. Both pedagogical and content issues are being addressed. BACT is still building its capacity as it lacks requisite number of resource persons.

BACT officials met complained of absence of autonomy as no structure exists for internal decision making, which means routine decisions are sent to other authorities for approval. No rules have been developed for the purpose. Policy and

training rules have been approved but the status of the College has to change from sub-ordinate office to autonomous body.

At the university level, as already mentioned, HEC has provided opportunities for professional development through scholarships. Additionally the University of Baluchistan has set up a Teachers Training Centre

Assessments

Assessments continue to be a weak area and the examinations suffer from a similar malaise to the system in school education. Most teachers cannot develop quality assessments. Secondly the issue of cheating in examinations is also endemic at the university level.

Assessments vary across colleges, public universities and private universities. Most follow the annual system but some of the private institutions also follow the semester system. The experiment of semester system and internal assessment was discontinued in public sector universities after malpractices became endemic. Teachers either favoured students or were coerced into providing good grades.

The annual examination phenomenon, followed in all public sector institutions and many private sector institutions, suffers from issues quality, whether prepared by the University for undergraduate levels or the Board of Intermediate and Secondary Education for intermediate classes.

Again the primary deficit is the inability of most examiners to develop papers that test beyond basic knowledge. Cognitive ability is not tested and rote learning is favoured as in the case of school education. However, some examiners met revealed that students are not prepared in the classroom to attempt more conceptual questions and whenever a more difficult paper is developed there are protests.

The situation is exacerbated by endemic cheating. The culture of acceptance of cheating even by the parents seriously damages quality of the graduate. The University of Baluchistan had introduced 'semester system' at one point but had to revert to annual examinations due to increased incidence of cheating in the former. Teachers were more easily approached and influenced in the internal examinations conducted in the semester system. While both BISE and the UOB have checks and balances in place through making multiple papers, ensuring checking is within their premises etc. the size of the province and social acceptance of the phenomenon makes it impossible to successfully plug cheating.

Textbooks and Learning Material

Textbook quality was also criticized by Intermediate level teachers who pointed out mistakes including errors in explanation of concepts. Secondly some of the books have not been changed for years. This is especially true of the non-science subjects

and even more so for languages³³. Most students were of the view that syllabus is very lengthy and normally not completely covered in the classes. There are issues of horizontal management of the syllabus as some courses, like Urdu, take more time than a language course should in a pre-medical or a pre-engineering class.

Science teachers were critical of the quality of textbooks as well as the length of the syllabus. They pointed out errors in textbooks including conceptual mistakes ----- The books have more narrative and fewer examples or applied concepts. According to some teachers even the narrative has poor flow. They were of the view that in comparison International books explain concepts in depth and clearly and have more examples and practice questions are conceptual while local books have simple questions with obvious answers in the text. They recommended a shorter syllabus with textbooks that explain concepts in detail as in any case if taught in detail, the current syllabus cannot be covered within the allocated time.

Another cause of decline in quality of colleges has been expansion without availability of adequate resources: human and financial. In many districts colleges function without adequate facilities including lack of furniture. Access to laboratory equipment remains low and libraries are not available in majority of inter-colleges and even if available they remain dysfunctional or underutilized.

While the above issues primarily relate to the intermediate level some problems were also pointed out at the under graduate level. The University of Baluchistan's Board of Studies recommends a set of books for each subject but normally a single book is used. Use of libraries and multiple books is very limited. Also the teachers were of the view that previously foreign authors' books were mostly used. These have been replaced with local authors and the quality has suffered, as these books are not evaluated on the basis of any standards.

Libraries in most colleges are not regularly replenished. Students are neither taught nor encouraged to use libraries. Research Journals are not available in colleges. In the universities students have access to most modern databases of journals like 'JSTOR' and others. The level of usage cannot be evaluated but some students and faculty are definitely benefiting from these databases.

The functioning of laboratories also remains below the required level due to funding issues. In any case they do not fulfil the requirements of modern higher education. As the HEC revised curricula have not been adopted in Baluchistan the current labs cater to the traditional system prevalent in the colleges.

Environment

Environment of colleges vary according to their location. In Quetta city these are mostly overcrowded with enrolment in some classes being as high as 100 students,

³³ The main novelette in Intermediate "Good bye Mr. Chips" has been taught for at least 30 years.

while in some of the peripheral areas there is low enrolment and high student absenteeism. Student discipline remains a major problem, especially, in the male colleges. Recently the Department has been more firm and at least in colleges in Quetta a level of discipline and control has been established.

Partially, the indiscipline results from low academic pressure on the students as well as lack of clarity on career options. The knowledge that cheating will get them through also influences the level of commitment to their studies. The main cause however is hijacking of students' politics by mainstream political parties and the resultant violence and harassment of the administrators, faculty and even fellow students.

Clashes between groups and allegations of intimidation teachers are common. These organizations, unlike the role expected of students union, impact merit through influencing decisions. The problem prevails in both universities and the colleges. In many colleges, especially outside the main centres, teacher absenteeism is also a problem and this exacerbates the issues of student discipline.

Student-teacher ratios are not rationalized at the college level. Colleges in urban centres have a disproportionately higher number of students with the colleges in Quetta enrolling over 4,500 students per college while some of the more distant institutions do not have more than five to six hundred³⁴.

8.1.4 Languages and Higher Education

All science subjects at the intermediate and Bachelor's level and most master's degrees are taught in English. Similarly Bolan Medical College and the engineering universities also use English as the medium of instruction. As discussed this poses a serious problem for students from Urdu medium schools. They are normally weak in the language and struggle in subjects being taught in English. This includes the subject of compulsory English taught to students at the intermediate as well as bachelors' level. While arts students can opt for Urdu medium at these levels English is a compulsory subject.

To help students improve their language the Department of Higher Education has instructed colleges to conduct special English language classes. These classes are held in the 'zero period' in the morning before the regular classes are started. However, more improvements can be made if changes are made in its present design as treatment of English as a subject at the intermediate level is faulty. It has components of prose including a novelette, short stories and poems by mostly classical English poets. There is also a grammar portion. The design resembles a course in English Literature and not language. Given the weak endowment of most students in the language it becomes an impediment for both students and teachers.

³⁴ Higher Education Department, Government of Baluchistan.

Urdu language is less of a problem but even here the compulsory Urdu taught at the intermediate level is designed as a course in literature and not language. This, as already mentioned, impinges on the time children can devote to science, mathematics and even English.

8.1.5 Relevance

Employment is a critical outcome of higher education. It is a litmus test of the quality of education and its relevance also provided external economic factors are favorable. Additionally it also reveals the focus on assisting the students with information and counseling. At present a large numbers of university and college graduates are either unemployed or underemployed. In a recent advertisement for teachers under the Aghaz I Haqooq I Baluchistan package 38, 000 candidates applied against 5000 positions created to accommodate unemployed educated youth. While the minimal requirement was graduation many applicants had higher degrees. 250 MBBS graduates, 250 B.E graduates along with many MBAs applied for the positions. This shows the employment situation for even the 'marketable' degrees. Eventually these positions were converted into teaching jobs.

The unemployment situation results from both a sluggish and backward economy, which does not provide many opportunities to university graduates as well as the poor quality of education in the higher education institutions. Poor planning in the sector, without adequate understanding of the market and potential has also led to the current situation. No assessment is made of the market needs in terms of skills and numbers as the demand side players, both public and private, are not involved in policy development³⁵. Internships with market are undertaken in some of the faculties but these are very limited and mostly procured through individual initiative and not institutionalized arrangements.

During the thematic meetings on Higher Education the participants were of the view that most graduates of Baluchistan higher education would find it difficult to compete for jobs at the national level and even less so internationally. In any case the first choice of the candidates is to work close to home which limits their perspective and chances of employment. This absence of a vision beyond the local was also sensed among the teachers and professors of higher education. Resultantly the sector does not make serious efforts to make the students nationally and internationally competitive. Lack of information on national and international trends and opportunities is a cause though, primarily, the attitude prevents a demand for information.

No higher education institution has a system to track its students. Perceptions of participants of the thematic meetings on higher education were requested and most

³⁵ This is true for both the provincial Higher Education Department as well as the HEC. The latter involves persons from the industry in curriculum reviews though scrutiny of some of the reviewed curricula revealed that the practice is not universal. (HEC curricula were reviewed from its website.)

believed that only 10% to 25% of the graduates of higher education are employed in a profession directly linked to their degree.

It is evident that students generally suffer from low self-esteem and uncertainty about their future prospects, the only exceptions were students of some of the more expensive private universities. Here again part of the credit for their confidence can be attributed to their schooling and family education. Low knowledge of the market trends is also a factor in low employments and a glut in the market. The students, normally, go for the 'popular' degree of the day.

Career guidance and counseling is a missing element. Students are not provided information on the market. There is no structured approach to obtaining this information in the higher education sector. These would include opportunities within Baluchistan and beyond. Also information on opportunities of studies abroad through scholarships and other options is missing.

Public sector is the first choice employer for most students. Government of Baluchistan is the biggest employer of graduates of higher education. The private sector has limited opportunities for graduates of higher education in terms of relevant employment within Baluchistan. The main potential exists in mining, finance and the industrial area in Lasbela, although the latter mostly relies on candidates from Karachi, Sindh.

Unfortunately there is a perception of malpractices in obtaining government jobs. This feeds back into the system and provokes cheating and employment of unfair means in the examinations.

Career choices are made early and the system is rigid in allowing a second chance. Public sector universities have an upper age limit for acceptance of students in their regular sessions for under-graduate and graduate courses (except M.Phil and PhD.). Individuals pursuing further education or change of profession cannot expect to be admitted into regular courses. They can, however, pursue this option in certain faculties as a private student in which case they can sit the relevant examination but not attend the regular classes. Even this option is not, and cannot, be open for all faculties, especially sciences. Private sector universities provide this opportunity in some fields while another option for students is the distant learning programme of the Allama Iqbal Open University (AIOU), both again provide limited choices.

A critical shortcoming of students to successfully pursue higher education and also to be eligible for employment in white-collar positions is the low level of competency in the English language. While examinations in the undergraduate studies (for college students) provide opportunities to appear in Urdu as well as English the option is closed beyond this level. Professional degrees require higher proficiency levels even at the undergraduate level as the course content is entirely in English.

Higher education inherits this problem from the school system. University of Baluchistan provides a language support centre for students but the facility is not

available to college students (though they are permitted to study in Urdu also). A large number of 'English Language Centers' have been established in the private sector as demand for English proficiency, linked to social mobility and employment, continues to rise. It appears that society has decided to embark on a self help approach as the state fails to provide the requisite level of proficiency in the language to allow social mobility.

8.1.6 Research

An overwhelming bulk of research in the world is undertaken in universities in the developed world. Developing countries lag and the gap continues to get wider. Pakistan's contribution has been extremely weak. The HEC in recent years has focused on research as a critical component of evaluating a university and the University of Baluchistan has been ranked at number 25th in terms of research among, 97 universities in the country³⁶. The ranking is based on a number of criteria including publications in internationally recognized peer reviewed journals.

Colleges run by the higher education department have no introduction to inquiry and research either in the courses or the teaching learning process. Teachers in these institutions, normally, have no research experience and the academic culture does not include this critical aspect of higher education learning.

8.1.7 Private Sector

Similar to school education the private sector has also increased its presence in higher education, in recent years. It offers courses in education, information technology, engineering and business administration. These institutions are generally perceived to have better quality. In some cases, like institutions offering degrees in education, the private sector also face allegations of malpractices wherein degrees are given through cheating in exams and incorrect certificates of attendance.

Table for Private sector

The private sector is considered to have better quality in some of the other faculties but again it is accessible only to those with more money in violation of the principles of equity. However, this is not true of all private sector institutions. Basic facilities for science education and quality faculty are missing in many. Malpractices are also prevalent especially in institutions providing pre-service teacher training. The Department of Higher Education and the University of Balochistan have separately developed teams to inspect these private sector institutions.

Comment [D6]: Will be merged with TVE

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³⁶ Higher Education Commission 2010 ranking.

8.1.8 Governance

Similar to the school education sector policies and plans appear to be focused on inputs or the supply side and not output or demand. This is true for both college education and the approach of the Higher Education Commission (though there has been a recent shift towards outputs beyond research). HEC has established a set of standards and a monitoring and accountability mechanism for universities. No standards have been set for colleges in terms of academic performance of students and the other processes involving qualitative outputs and consequently a monitoring mechanism.

There is no institutionalised mechanism³⁷ for collection of data on higher education as information based decision making remains an endemic deficit. There is a need for development of 'Higher Education Management Information System (HEMIS)' to allow collection of information and improve planning and decision making. Governance in higher education has a much larger set of players than schools and consequently a more varied set of information is required.

The Directorate of Colleges is primarily involved in administrative matters and academic issues of quality and relevance are not part of the routine work. Presently it lacks the capacity to undertake the task of quality management and assurance as it has not formally included the function in its mandate and nor is there any practice of focusing on academic matters.

Another deficit is coordination. The Directorate, and consequently colleges, passively accept products of other organizations like the textbook board, BISE and the University of Baluchistan. It is neither involved in the development stage nor does it provide feedback as the user. Although the Directorate is represented in a number of bodies, including the Board of Studies, this involvement is mostly of a 'passive' nature. Internally the institutional set up of the Directorate does not factor quality of college education as its domain.

There is no tradition or practice of professional interaction and learning. While there is general dissatisfaction with the system as a whole there are, like the school system, pockets of professionalism. There are some highly qualified teachers and competent principals. There is no mechanism of cross-learning wherein successful local practices can be shared. Principals are not formally involved in policy advice. At an informal level incumbent secretaries may take feedback from experienced principals but it is not a regular feature.

Management deficits also exist. Principal of colleges normally have had no training on administrative issues like financial management. This sometimes holds them hostage of the clerical staff. The problem also exists at the level of Directorate of

³⁷ The data used in this report has been a result of the efforts of the new management of the provincial higher education department.

Colleges where officials appointed come from the teaching cadres. They have no training in management and with some exceptions face problems in performance of their duties. A training mechanism needs to be introduced for them.

As already mentioned earlier politicization of campuses has had a very serious impact on the academic environment and integrity of institutions of higher education in the public sector. While student organizations and unions are essentially healthy activities the involvement of mainstream political parties in support of student leadership and involvement of weapons have been the most pernicious intrusion in higher education sector³⁸. Firing incidents, physical beating up of opponents and even killing have been a feature of many public sector universities and colleges in Pakistan over the last 30 years. Baluchistan has been no exception. Although, in recent years, administrations have attempted to be stricter and even police and militias have been posted in universities the problem is endemic. The latter arrangements are also limited to universities and colleges remain vulnerable.

While the HEC has improved financial conditions for many university teachers, the political situation continues to push quality out of the province. Teachers have been targeted for their ethnic origins, beliefs and political views. In most cases the assassins managed to remain undiscovered. Though these incidents occurred outside university and college campuses an atmosphere of fear pervades the academic community.

8.1.9 Financial Issues

Higher education is cost intensive. Research, teaching and learning all require heavy continuous investments. Higher education is expensive. Textbooks are normally foreign printed and for science and technology there is a requirement for expensive state of the art equipment and the technical expertise to manage this equipment. Continuous professional up-gradation is also an important need. According to a report³⁹ on Malaysian higher education;

“with the exception of the Scandinavian economies which have very high taxation levels, few countries in the world have been able to significantly expand their higher education system, while at the same time improving its quality, without requiring a growing financial contribution to the cost of studies from students and their families.”

³⁸ Approach to the office of the Vice Chancellor of the University of Baluchistan is through a metal detector gate though the measure is as much against potential target killing as the internal political situation of the university. The same situation prevails in BUITEMS.

³⁹ *“Malaysia and the Knowledge Economy: Building a World-class Higher Education System” World Bank (2007).*

Table 8.5 Sources of University Budgets		
	Rs. millions	
	University of Baluchistan (UoB)	Sardar Bahadur Khan Women University (SBKWU)
Annual Budget from HEC	544.568	90.015
Tenure Track from HEC	22.449	0
University own resources	120	12.582
Annual Grants from Provincial Government	220	70
Pledge from Chief Minister	10	0
Scholarship schemes	2.5	2
HEC Contribution	919.517	174.597
%age of HEC	61.66%	51.56%

Source: Relevant Universities

At the college level, the funds are provided by the provincial government through the Department of Higher Education. Universities receive money from the provincial government as grant in aid⁴⁰, earn money from fees etc. and financial support from the HEC. University of Baluchistan receives 90% of its funds from Higher Education.

Money from HEC sustains not only research in public sector universities but also salaries of teachers. At times the university cuts grants on research to pay salaries. In the absence of linkages between market and universities, no alternate sources of finance exist for universities.

As the future of HEC comes under review after the 18th Amendment a cut in its work without a viable transitional strategy will slow down, and even possibly reverse, the ongoing improvements. Financially the University of Baluchistan and other public sector universities would face a serious crisis.

Colleges' situation is much worse. HEC does not provide any funding to colleges directly or as affiliated organizations of universities. The provincial budget treats funding requirements as incremental needs of a government organization and not the dynamic demands of a higher education institution.

Higher education will have to explore more options for finances including linkages with the private sector in research and a mix of fees from the students and cross subsidization of the students who make it to the market. Fees options can be

⁴⁰ Rs. 200 million were allocated in the year 2010-11: Source Government of Baluchistan Budget Document 2010-11.

explored in terms of the market needs, which will have to be carried out on an ongoing basis.

8.2 Challenges

When it comes to Higher Education, the Government of Baluchistan has been a passive bystander. A general inertia has existed until recently at the policy level but now there is an increased interest and colleges are being focused much more by the newly created Department of Higher Education. Quality and governance issues are being prioritized. The province needs to carve its own vision for higher education, which must flow from an overall vision for higher education to address some of the challenges facing the province. Main areas to focus are:

1. Improvement of quality and relevance of higher education to improve the employability of the candidates and link the sector to the employment market.
2. Linking research to market.
3. Enabling equitable access to all, including females, on the basis of merit.
4. Restoring discipline in, and eliminating politicization and violence from college and university campuses.
5. Generate funds for continued improvement of higher education.

The government faces an uphill task as higher education all over the world continues to improve and even as reforms are undertaken the sector would find it difficult to catch as the gap continues to increase. Baluchistan's higher education is considered among the weakest in the country. It will first have to catch up nationally before it can consider embarking on the path to international competitiveness. It is a difficult path and strong political will, innovativeness and sustained determination would be needed.

Higher education functions as the lifeline for societal progress and for successfully undertaking the task it needs to be entrenched into organizations and sections of society that it feeds and from whom it receives feedback and support. In Pakistan in general and Baluchistan in particular the linkages are very weak.

At present various organizations, society and higher education function in isolation and no policy envisages the linkages and consequently a strategy to develop them. While the provincial higher education department has, as already discussed, no dynamic policy to improve the state of affairs even the HEC has missed the complete governance picture.

Policy Options

1. A policy framework be developed for coordination between the Universities, Colleges and Market to carve its own vision to face the challenges of the Province so to overcome the weaknesses in school, college and university education.

2. Improvement of quality and relevance of higher education to improve the employability of the candidates and link the sector to the employment market.
3. Research conducted by the universities / colleges should be linked with the local market and they should be supported to develop a local niche.
4. Allow equitable access to all including females on the basis of merit.
5. Restore discipline and remove politicization and violence from campuses through development of strategies that include penalties as well as persuasion options. Negotiations with political parties and awareness of society should be pursued. Strong political will, innovativeness and sustained determination is needed to curb the malpractices and indiscipline in the colleges and universities.
6. Generate funds for continued improvement of higher education. In the current situation of low domestic resource mobilization the government may need to develop a strategy to involve development partners and the business community. The latter can be done through improved linkages and providing applied research products to businesses.
7. Accreditation regime be developed at Provincial level to meet the professional standard already developed by HEC to make provincial Institutes compatible with national and international Universities.
8. It should be made mandatory that all Colleges develop and establish quality management cells to monitor the teaching and examination activities regularly.
9. To bring at par the college and University level under graduate courses, a 10 years strategic plan maybe developed so the 2 year under-graduation programme be replaced by 4 years bachelor degree. Initially two colleges (one male and one female) should be selected for conversion. Faculty with higher qualification from within the current set of teachers should be selected and support of University of Baluchistan should also be requested.
10. In line with the opportunities for university teachers, scholarships should be procured for college teachers also to obtain higher degrees like M.Phil and PhD.
11. Baluchistan Academy for College Teachers (BACT) be strengthened as per mandate to impart training to all college teachers according to the designed National standards of curriculum. A detailed continuous professional development programme be developed for college teachers including teachers of technical institutions in consultation with University of Baluchistan and the Higher Education Commission.
12. Regular professional workshops should be held on various subjects which should allow teachers to exchange ideas. These workshops should also invite participants from other parts of the country, the universities and, if possible, teachers from foreign countries.
13. A principals' committee should be formed that should meet at least twice a year to exchange experiences and present recommendations to the government on improvements.
14. Assessments and examination system across colleges, public universities and private universities need drastic improvement; therefore the

Government must take serious steps to streamline these crucial areas through development of standards for paper setting, marking and even administration. Training courses may be developed and conducted for the purpose.

15. The intermediate is a critical level for students as it determines the career path for them in terms of arts, science, medicine, engineering and technology. A college environment does not necessarily help because of the lesser discipline in most public sector colleges therefore it is imperative that it may be separated from colleges and made a part of school education. This can be done gradually in tandem with implementation of the strategy to introduce four year courses at the bachelor level.
16. Language syllabi /curriculum at the intermediate and bachelor's level to be revised immediately to design courses that focus on language acquisition skills and are not designed as literature courses. Literature courses can continue to be taught as elective subjects.
17. Horizontal management of syllabi should also be ensured after review of the current system.
18. It is underpinned that the higher education curriculum is irrelevant with the market needs. It is important that at the time of revision or development of curricula; particularly in the subject of science, management, economics and technical subjects etc the business community members maybe involved. Additionally an information centre be developed which is linked to provincial as well as other national chambers of commerce and industries and has the capacity to form information packages on international opportunities. Each university must have such a centre and that also provides services to colleges. The University of Baluchistan can develop such centers in each district in coordination with the higher education department.
19. Directorate of College education should develop capacity and approach to focus on quality issues. It should provide regular feedback to suppliers of quality like the BISE, the Textbook Board, University of Baluchistan and the Bureau of Curriculum (as the curriculum development body for intermediate level). The function can be undertaken through feedback from the 'Principals Committee' above and other options.
20. Data collection and utilization capacity be enhanced at all levels. The Directorate should develop its own questionnaire for colleges which can be filled through partnership with BEMIS and establishment of Higher Education Management Education System (HEMIS)
21. The Directorate should also increase its capacity for research. The function itself can be undertaken by outsourcing to a University and/or developing the capacity in BACT.
22. As the employer of teachers and the body responsible for educational outcomes at the college level the Directorate should develop the Training Needs for college teachers in consultation with BACT.

Chapter 9: Technical and Vocational Education

Balochistan has the lowest labour productivity among all the provinces⁴¹. While labour productivity is a function of general as well as specialized education and TVE plays an important role. Technical and Vocational Education and Training (TVET) was introduced in Balochistan back in 1966 when under the Directorate of Technical Education (DTE) Sindh Government, a Polytechnic institute for Boys, Commercial Institute at Quetta and two Government Vocational Training Institutes (GVIs) for male and two GVIs for female were established at Loralai, Khuzdar, Kalat and Quetta respectively. During 1980s, after dissolution of “One Unit” all the above mentioned institutes were placed under the administrative control of Education Department Balochistan. Later on, GVIs for female were given to the Directorate of Small Industries which became dysfunctional due to low or almost no attention given to vocational training in the Province. In 1980 1st phase of National Vocational Training Program (NVTP-I) was launched through National Training Bureau (NTB) and a concerted effort was made to reorganize vocational training on modern lines in the Country. During the same period the GVIs, TTC Khuzdar, Women TTC and TTC Quetta (partially) were upgraded, new occupational skill standards were developed, Staff Training Institute (STI) and Trade Testing Board (TTB) were established with the financial and technical assistance of World Bank. The new task of managing affairs related to vocational training was assigned to Labour and Manpower Department Balochistan while Education Department continued its activities pertaining to Technical Training in the province. During the same decade viz. 1990s, GTZ (German Technical Assistance) and Hanns Seidel Foundation of Germany entered into the arena (1980-1997) with the mandate to assist Provincial Government in upgrading vocational training with the provision of technical and financial assistance. Three training Centers at Hub, Quetta and Loralai were upgraded respectively through this assistance package. In 1997 the Directorate of Manpower Training was established as a separate entity to look after affairs related to vocational training in Balochistan.

Despite this development TVET remained divided among different Departments which continued working in their respective domains without having any coordination among themselves vis-à-vis policy, trade testing, certification etc. In the year 2006, Honourable Prime Minister advised that Provincial Governments may establish TEVTAs on the Pattern of National Vocational and Technical Education Commission (NAVTEC) to harmonize “Technical Education and Vocational Training (TEVT)” with changing circumstances. Consequently, B-TEVTA was established under B-TEVTA Ordinance, 2006 issued on 9th September, 2006 with the view to provide over all umbrella management, policy planning/ guidance, technical and financial assistance to streamline, upgrade and strengthen the TVET institutions of Balochistan, working under the aegis of below appearing Allied B-TEVTA

⁴¹ Balochistan Economic Report 2009.

Departments and establish new institutes as per Technical Need Assessments (TNAs):

- a) The Labour and Manpower Department
- b) The Higher Education Department
- c) The Industries and Commerce Department
- d) The Social Welfare and Women Development Department

Originally the concept was that all TVET institutes of Balochistan would be placed under the administrative control of B-TEVTA. However, it was eventually decided that Secretary Labour and Manpower would coordinate with Allied Departments and ensure that the TVET institutes in Balochistan work in a coherent manner under uniform set of nationally and internationally acceptable standards, while the respective Departments would continue to look after the administrative affairs / training activities of their respective centers under intimation to Secretary B-TEVTA. An Act for BTEVTA has been passed by the Provincial Assembly in April, 2011.

Similar to higher education issues of quality and relevance are more critical in technical education than matters of access. However, equal opportunities remain a concern.

9.1 Defining TVE Sector

The TVE sector consists of Polytechnics providing technical education, the vocational institutions and (theoretically) technical education provided in secondary schools. The last mentioned practically does not exist anymore. The current B-TEVTA scheme only considers vocational and technical training under the above mentioned four departments. Practically though it transcends these organizations as specialized training is provided to nurses under the department of health, similarly vocational training projects also function under the Department of Livestock and the Department of Fisheries. Other departments of the government can be identified that practically conduct TVE in their respective specialized areas. The current report limits to the institutions falling within the purview of the B-TEVTA departments. Additionally, where relevant, the work of NAVTEC is referred.

The Government of Pakistan established the National Vocational and Technical Education Commission (NAVTEC) in November 2006, as the apex body with the mandate to facilitate, regulate, and provide policy direction for technical and vocational education and training (TVET) to meet national and international demand for skilled manpower. NAVTEC developed a 'National Skills Strategy' for the country and it also develops curricula for various fields.

In addition to the above, a 'matric tech' scheme was introduced at secondary school levels to provide vocational training to students. This scheme failed all over Pakistan including Balochistan. The failure is owed to three main reasons: Firstly, non-availability of funds to replenish material; Secondly, paucity of teachers and, thirdly, failure to link it to local needs. At one point teachers trained in 'agro-tech were also employed to teach specialized skills in agriculture to students. They do not teach the regular subjects.

9.1.1 Access

As already mentioned 'access' secondary to quality and relevance but apparently in Balochistan the supply is inadequately low. One symptom of the low supply is the setting of private sector institutions in TVE. There are only two polytechnic institutions in Balochistan, both situated in Quetta: one for males and one for females.

There are 41 vocational centers under the Industries department, 24 under the Labour and manpower and 30 under the Social Welfare Department. The Department of Labour and Manpower has the maximum capacity of 1740 trainees. Quetta has the highest number (25) of institutions. There are about 90 private sector institutions some affiliated with the Technical Training Centers of the Department of Labour and Manpower. Additionally, students are also trained through the 'Ustad-Shagird' model.

Allied B-TEVTA Departments	Institutions	No.	Capacity
Education Department	Polytechnic Institutes	02	418
Industries Department	Vocational Centers /Embroidery and Carpet Weaving	41	850
Labour and Manpower Department	Technical / Vocational Training Centers	24	1740
Social Welfare	Vocational / Rehabilitation Centers through Zakat	30	870
Grand TOTAL		97	3878

Source: Relevant departments

The foundation stone of Government Polytechnic Institute for Women was laid in 1996 and became functional in 2002. The Government Polytechnic Institute for Women Quetta is offering DAE in four disciplines:

- Fashion Designing and Dress Making
- Information Technology/ Computer Sciences
- Electronics
- Office Management and Secretarial Practices

Through an amendment in 2005 DAE holders must have one year TTC practical experience before they can join the job market. The courses offered in Polytechnic Institutes are 3 year Diploma of Associate Engineering. There is no B. Tech in Balochistan. After completion of DAE, students either get admission in general graduation/ post graduation universities/ institutions or join odd jobs.

9.1.3 Quality and Relevance

There is no system in place to track trained personnel. Resultantly no data is available on employability of the students passing out of the TVET institutions. Key informants interviewed almost unanimously agreed that a very small percentage get employment relevant to their skills. Officials of the business community met during the consultations were of the view that they do not get adequate quality from the students passing out of these institutions. Balochistan has a very low share in workers going to the Middle East, similarly the main industrial zone of Hub employs skilled labour from Karachi, Sindh and not locally. Workers in mines come from the KPK districts of Swat and Shangla.

The low relevance comes both from deficiencies on the supply side as well as a failure to manage the demand factors. Weaknesses can be seen in all major factors for quality.

The Staff Training Institute (STI) caters to the needs of the TTCs under the department of Labour and Manpower, others do not have similar set ups. Staff Training Institute (STI) Balochistan was established in 1991 with the technical cooperation of GTZ. STI offered its services to the Technical / Instructional staff of other departments on cost recovery basis. Initially the response was good; however, excellent facility laid waste due to apathetic response of other departments. Master trainers have been transferred out to other positions\ within the Departments; moreover they have not undergone refresher courses on modern trades and technology. Courses of STI have not been updated with the change in technology.

BACT under the Higher Education Department at least has the mandate for teacher training and can potentially create capacity for training of teachers of the Polytechnic Institutions.

Most teachers in the sector have not had exposure to industry since induction into the service. This is the result of failure to effectively establish links with the market/industry. In fact the weak link means students do not have opportunities of internships or apprenticeship with the industry. Similarly there is no provision or practice for getting instructors from the industry.

Curricula have not been revised for many years and the older system continues. In the Staff Training Institute itself, the automobile engines used for training are from the early 80s. Only one new engine was donated by the International Labour Organization (ILO).

The main testing, accreditation/certification body in Balochistan is Board of Intermediate and Secondary Education; there is no separate board for Technical Education in Baluchistan, though separate Board of TVET exists in other 3 provinces of Pakistan. The main objectives of the board are:

These Board functions under various committees like academic committee to assist in maintenance of standards of teaching, committee of courses for advising the board in preparation of courses and paper setting etc. The Board has its rules and regulations for recognition and accreditation of institutions and various programs. In addition to the Board, the Directorates of Technical Education also exists, which undertake all administrative and policy matters related to technical education.

Stakeholders were of the view that TVET Institutions teach for examination rather than practical skills. Because of lack of facilities and proper mechanism, practical tests are given orally instead of getting students to perform them practically. In addition, the structure of the examination system needs to be modified in line with the DAE curriculum, which specifies 60% for practical exercises and 40% for the theory of the subject matters.

For Vocational Education in the past “Trade Advisory Committees” played an important role in the selection of trades and revision / review of curricula on biannual basis in the TVET institutions, according to the requirement of the industry and day-to-day change in technology. Unfortunately, these Committees could not stay alive and closed due to unknown reasons. The TEVT institutes in Balochistan have been placed under the management of Centre Management Committees (CMCs), and Institutes Management Committees (IMCs) which are tripartite bodies led by prominent employer of the area representing workers and Government as well. The CMCs manage Vocational Training Centers / Technical Training Centers, while IMCs manage Polytechnics and Colleges of Technology in the Province. However, in some of the centers, Committees do not play their proactive role due to which the Centers face trouble in connection with developing human resource according to the requirement of industry. The Monitoring and evaluation cell exists in the Directorate of Manpower and training but it plays insignificant or negligible role.

The Balochistan Trade Testing Board was established in 1991 with the technical and Financial Assistance of German Technical Cooperation (GTZ). Traditionally the role of Trade Testing Board remained confined to the public sector only, but it has recently extended its certification coverage to the informal sector but at a minimal stage. People acquiring skill through traditional “Ustad-Shagird” System are being covered under the Board.

The apprenticeship training is organized under Apprenticeship Ordinance 1962. Though there is no apprenticeship training institute available in the province. The system is not working properly because of absence of coordination between the industry and the market.

The System of Employment Exchanges (EEs) was introduced in Balochistan in 1972. Two EEs worked effectively in Hub and Quetta up till 1982-83 but due to negligence and little or no attention the system is now completely dysfunctional. Number of vacant posts in public and private sector where filled by E.Es and no recruitment against any vacancy was made without getting processing of

applications through E.Es. However, this system is now in virtual dormancy and has become completely dysfunctional.

Notwithstanding the successes registered in the early days, situation started deteriorating as the E.Es were neither equipped as per need of the changed scenario nor provided properly trained and dedicated personnel/financial assistance. After creation of new Provinces the Employment Exchanges were badly affected throughout Pakistan. Balochistan also inherited an E.E at Quetta which maintained its efficiency for some time but soon became redundant. The reasons accounting for this state of affairs are as under:-

- a) Retirement of experienced officials
- b) Lack of interest of the Authorities
- c) The influence of high ups that were eager to appoint their own people against vacant slots did not even bother to refer their applications for registration to the E.Es.

An Employment Exchange at Hub Chowki was also established in the year 1987, as there was no data of unemployed workers for newly established Industrial Estate at Hub and up-coming industries.

Today the E.Es in Balochistan is almost dormant due to apathy of authorities and indifferent attitude of the industrialists. The data collection of "Essential Personnel" is also not authentic due to non-availability of properly trained personnel and absence of equipment. Thus there is a need to revamp the entire data collection mechanism.

The other functions of E.Es in Balochistan are as under:-

- i) Registering of Employment seekers.
- ii) Placement of employment seekers.
- iii) To assist in the occupation and geographical mobility of labour.
- iv) Collection, analysis and dissemination of employment market information.
- v) Vocational guidance and employment counseling.
- vi) To cater for special needs of particular categories of applicants e.g. disabled persons and ex-servicemen.
- vii) To advice on the need of introduction of training or re-training programmes according to requirements.
- viii) Enforcement of Essential Personnel Registration Ordinance, Compulsory Service Armed Forces Ordinance and Control of Employment Ordinance.
- ix) Special Survey as and when necessary.

Practically no guidance and counseling exist for the students. Again an important cause of the gap is a supply side approach and absence of any study or analysis of the market. Potentially, Balochistan should be looking not only at the local market but also international options in Iran, Afghanistan and the Gulf, given its 'locational advantage'.

9.1.4 Governance

The first critical point is absence of a coordination mechanism across the various departments despite the formation of B-TEVTA. Secondly the system has more focus on supply with no linkages with the private sector. While some standards exist; the management system does not have a monitoring and evaluation system to gauge performance against these standards. There is a need to develop a separate policy framework for the sector or link into the NAVTEC vision to guide skill development in the province.

Like higher education, TVE is also a high cost area and financial outlays required are on average higher and rising with progress. At present provincial budgets primarily meet salaries and the amount left over for replenishment of equipment and up-gradation is limited. The bulk of development expenditure over the last decades has been funded by donors mainly Asian Development Bank (ADB) and the German International Corporation (GIZ). Unless an interest of the private sector is developed into the sector it will not be possible to sustain quality.

Policy Options

1. Linkages with the market should be increased through:
 - a. Inclusion of private sector in revived trade testing centers.
 - b. Inclusion of Chambers of Commerce and Industry in all major inputs as well as standards development and review for both technical and vocational education.
2. Undertake a study to trace passing out students and develop a tracking system.
3. Conduct a market analysis suited to students of Balochistan focusing on local, national and regional opportunities and review current programmes and standards in the light of findings of the study. Trade testing Boards for vocational trainings and the Directorate of Technical Education, should conduct these for the DAE courses.
4. Potential of local vocations be studied and the current programmes be reviewed in the light of the findings.
5. Develop a monitoring and evaluation system which should include TEMIS or a technical education management information system.
6. Prepare and implement a teachers' professional development programme that includes in house training as well as opportunities in industries within Balochistan and beyond.
 - a. An overall professional development programme be developed through collaboration BACT, STI and the private sector.
 - b. Role and capacity of STI should be expanded to allow other departments to benefit.
 - c. BACT should develop expertise for professional development of technical education teachers.
7. A separate Board of Technical Education should be established.
8. A quality assurance mechanism be developed for the sector.
9. Study be initiated for review of past failures of the 'matric tech' scheme in the province and develop an alternate programme in the light of the findings of the study.

Chapter 10: Governance and Management 1: The Organizational Issues

Education has the largest public sector structure in the province in terms of human resource and infrastructure. In addition to the public sector a growing private sector, madrassahs and the non-profit non-government institutions. After the addition of Article 25A to the Constitution the government faces a daunting task of ensuring all children of ages 5 to 16 receive free and compulsory education. Successful achievement of the target calls, for not only, additional finances but revamp the organizational structure, capacity and approach to education service delivery.

10.1 Scope

The chapter discusses both the internal issues of the Department of Education as well as the environmental factors impacting its work. First the structure is described with an analysis of the management approach. Secondly the approach to education as a service is analyzed and thirdly the external factors like politics and community involvement are discussed.

10.2 Organizational Structure

The Department of Education manages the school sector with over 12,000 institutions and almost 50,000 employees. It is headed by the secretariat which is responsible for Policy development and monitoring. The Directorate of Schools, including the field formations headed by the District Officer (Education) and the schools, constitutes the largest set up with the education department and the main public interface.

Other organizations include the Policy, Planning Implementation Unit (PPIU), Bureau of Curriculum, Balochistan and Extension Services (BOC&ES) Textbook Board (BTTB) and the Provincial Institute of Teacher Education (PITE).

10.2.1 Secretariat

The Secretariat is headed by the Secretaries of the Departments of Education and are assisted by 4 (2 higher education & 2 Secondary education) Additional Secretaries who have a hierarchy of officers working under the them. Conceptually the Secretariat's role is policy development and monitoring. These include decisions on recruitment, procurement, posting and transfers, promotions and implementation of financial and management rules (within the scope of the overall rules of the civil services).

Practically the organization gets engaged into implementation decisions that impede its capacity for its core work of policy and monitoring. Increasingly transfers and posting matters have begun to land on the table of the Secretary.

The officers of the Secretariat are normally posted from either the provincial or federal civil services. In a few cases officers from the education cadres like the college or school teachers are also appointed into these positions. Many of these officers have had no orientation of educational issues, including educational planning. The Secretariat remains highly dependent on the organizations working under it, although now the Policy, Planning and Implementation Unit has undertaken the task as an arm of the Secretariat.

10.2.2 Policy Planning and Implementation Unit

Policy Planning and Implementation Unit (PPIU) was formed in 2009 as a unit attached to the secretariat and performing the function of policy development through coordination with various organizations including development partners. The Unit is headed by the Additional Secretary, Planning from the Secretariat which provides the much needed link between the Secretariat and the PPIU. The most significant contribution of the Unit has been continuity of the reform process which has sustained its direction and thrust despite changes at the top level.

The PPIU faces three major problems:

- i. Capacity of personnel
- ii. Perceptions of its role within the education sector.
- iii. The burden of the work of 'Aghaz I Haqooq I Balochistan Package'.

The personnel for PPIU have been selected from a variety of organizations, mostly teachers from the college level. While they are professionally committed with a good track record of their original vocation they have had little or no orientation in policy and planning and monitoring. In recent months the PPIU has been assisted by different development partners (DFID, UNESCO, UNICEF) in development of the Balochistan Action Plan and he work on Situation Analysis for the Balochistan Action Plan. There has been some capacity development of the personnel during these exercises as they were closely associated with the work. However, no training or orientation package exists for the officials to developed specialized functions required to achieve the objectives of the organization.

In the SWOT conducted for PPIU officers of the Unit agreed to the following 'Vision' and 'Mission' statements.

"To promote and ensure quality education and its effective delivery for all without discrimination".

"To support the delivery of quality education for all by conducting data analysis, guiding preparation of policies and plan, monitoring programs and ensuring effective coordination mechanism".

The current expertise of the PPIU does not support the performance of these functions. Even organizationally the Unit is not organized to meet the above functions as presently the division of work across units appear to be arranged on the basis of a limited comprehension of the functions of the PPIU. These would need to be revised in the light of the SWOT and probably some additional analysis.

As a policy and planning organization the PPIU has to coordinate with other organizations for policies and plan development and for this the internal and external stakeholders need an improved comprehension of the role of the Unit. Presently there are gaps in the perceptions which can hinder the work of the PPIU. The current sector plan development work through a consultative process led by PPIU has the potential to minimize the gap but a more institutionalized process will need to be instituted.

Finally the PPIU's capacity has been burdened by the work of 'Aghaz I Haqooq I Balochistan Package'. Under the package federal funds have been used for employment of about 5000 teachers in the first phase. Issues of recruitment, training and pays of these teachers is handled by PPIU which takes the bulk of the of time and even space of the unit.

10.2.3 Directorate Schools

The Directorate of Schools has the responsibility for education delivery in schools. It therefore remains primarily responsible for outcomes for students in the province. These include outcomes for access, equity and quality. Administratively the Directorate is responsible all teachers and schools in the province.

While the Directorate is responsible for all of the above outcomes the perception within and outside the organization restrict its role to access and not quality or relevance, except 'monitoring' of schools. The acceptance of the role has made the Directorate a passive recipient of the services of the organizations that are considered to be providing the quality inputs: the BTTB, PITE, BOC&ES and the BISE.

The Directorate has linkages with these organizations but focus on issues other than the quality of their services. In case of BTTB the coordination is mainly for ensuring timely distribution of textbooks only. The PITE never consults the Directorate on training needs of the teachers and the contact is made only when teachers are required to attend training programmes already planned by PITE (and the BOC) itself. In case of BISE the Directorate provides teachers and examination halls for conduct of examinations although it also has representation in the 'Unfair Means Committee'.

There is no system within the Directorate or the 'quality providing organizations' to receive feedback from teachers or students. The 'Balochistan Action Plan' recognizes such a role and in recent discussions in the 'Thematic Groups' the importance of the

Directorate in feedback for these services and the recognition of its role in quality has begun to be accepted.

At present even the 'accepted mandate' of access and monitoring receives less focus than administrative issues. Some of the key issues within the Directorate are:

- i. Limited capacity at the Directorate
- ii. Excessive involvement in field related administrative matters

There are only 8 officers currently in the Directorate who are stretched in multiple directions, including flood recovery projects. This further curtails capacity to involve in quality related functions.

Individually the officers have vast experience of working in the field but are not necessarily trained for the management and planning job expected of them in the Directorate.

10.2.4 Specialized Agencies

Issues of the specialized agencies⁴² have already been discussed under the headings of their functions namely textbooks, curriculum, teacher professional development and in case of BISE, the details will be discussed under the chapter on Higher Education. Generally these organizations functions away from day to day public purview and the centre of the secretariat's radar. The textbook board has begun to receive more attention as the policy of free textbooks has been implemented. The BISE conducts public examinations and it is in the days of the examinations that it takes centre stage for a while. During the remainder of the year the Directorate and its field formations remain the point of interest for the public, political leadership and senior management.

The neglect of these agencies has seriously compromised the quality of their services. Although, again, no study has been conducted to evaluate their outputs consultations and feedback from teachers and other educationists displayed dissatisfaction with the quality of the services and products provided by these agencies.

10.2.5 The Districts

The province is administratively, composed of 30 districts. Each of the district has an educational setup headed by the District Education Officer who is supported by the District Officer Education (male and female) at district level and by the Sub Divisional Education Officer, male and female (SDEO) at Sub Divisional level. The District Education Officer is responsible for the system in the district while the SDEO

⁴² For ease of reference the report refers to Balochistan Textbook Board, Provincial Institute of Teacher Education, Bureaus of Curriculum and Extension Services and Board of Intermediate and Secondary Education as specialized agencies.

manages the primary and middle schools in his/ her area of responsibility. The Assistant District Education Officer is assigned the management of primary school teachers at tehsil level. The position of District Education Officer is always occupied by male officers. The Learning Coordinator (LC) provides professional support to the primary school teachers in the school and each Learning Coordinator has been assigned 15-40 schools. The District Officer Education is a staff officer and is supposed to take care of the office work.

All the Educational policies since the year 1959 had acknowledged the need of decentralization and delegation of responsibilities and authority to districts. However it was in the year 2001 that under the Local Government Ordinance 2001 an effort was made to devolve the responsibility to the District and communities were involved in the management via the District Council headed by a Nazim. The Executive District Officer Education was accountable to the District Nazim, a person elected democratically. The Districts were provided budget directly by the Finance Department and the Nazim allocated funds to each Department including the education. All the appointments, postings and transfers of teachers were made at district level. The EDO Education was responsible for the need assessment, planning and management of education.

The Local Government Ordinance 2001 was amended during 2009 and the former district management under the Deputy Commissioner was revived and the Office of District Education Officer was reinstated.

Under the new set up the Director Education Secondary School provides budget to all the Drawing and Disbursing Officers (EDO, SDO, and Heads of High Schools). The DEO prepares District Development Plan and budgetary estimates and is also responsible for maintenance of expenditure record of the District which is quite cumbersome for him because the Drawing and Disbursing Officer take very long in providing him their expenditure statements.

The EDO is responsible for the administration of the of the entire school education in the district but under the Balochistan, Promotion and Transfer Rules 2009 he cannot even transfer a primary school teacher. It is now the authority of the Secretary Education. However the EDO still makes appointments and transfers ignoring the rules.

Every officer looks for the district management assignment. The result is that the transfers are frequent and a large number of officers of junior grades are holding the seniors position thanks to their political patrons. This state of affairs has created a chaos and confusion in the district and has adversely affected the quality of management and resultantly the education. Absenteeism is rampant. The District Education Officer and his subordinate District Officers Education both are officers of B-19. Therefore, in most of the cases they are in conflict with each other. In some cases the junior holds higher positions. The District Education Offices are reluctant to entrust any important assignment to the District Officers Education male so he generally sits idle and grumbles.

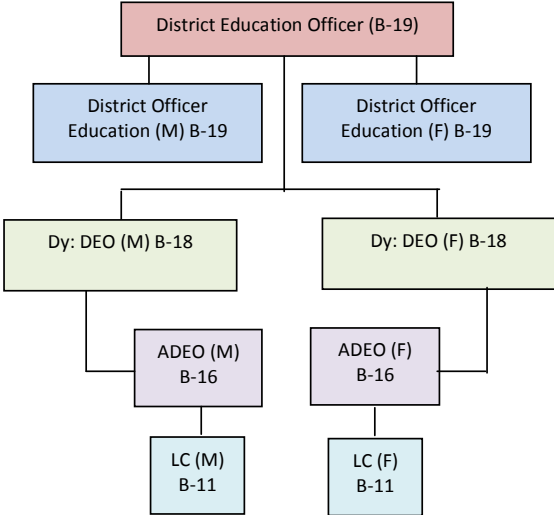
The District in spite of having support of a statistics person in place, suffer from inaccuracy of critical data therefore the district planning is not reliable and it also affects the BEMIS data.

Since there does not exist any mechanism of capacity development of the District Education Management therefore, it is in the hands of such persons who face difficulty in decision making therefore, the delays create problem for the teachers.

There are only 302 Learning Coordinators (LCs) for 1200 schools. They are appointed from primary school teachers on seniority basis. Majority of the LCs are very old and in the vicinity of their retirement. They have no working transport to reach the schools assigned to them. Practically they remain sitting in the office of the Dy: District Education Officer. Thus practically this, very important support, is hardly available to the teachers.

The transport provides to the DEO and Dy: DEO, in majority of cases is off road either for want of fuel or lack of funds for their repair.

The Teachers Associations are very strong at district level. They dictate their own planning regarding posting, transfers of teachers. The Officers cannot refuse because they do not want to quit their portion.



10.2.6 BEMIS

Balochistan Education Management Information System (BEMIS) was set in the early 1990s as the first EMIS in the country. Over the years it has continued to expand and shrink capacity (and quality of its product) based on the type of external support provided to it by development partners. Only salary of the key personnel was paid by the government while the main data collection activities were funded by donor agencies. In the last two years the government has included funds for the main data collection activities.

The BEMIS is placed within the Directorate of Education and the Deputy Director in-charge reports to the Director of Schools. The personnel are mostly experts in computer software and data entry but the capacity for management information systems is limited. Resultantly analysis and development of information packages for end users are not developed through needs identification. The problem partly also lies on the demand side with a low propensity to use data in decision making and planning (discussed in the next section). Recently support from some development partners has focused on analysis of data and some minimal capacity has been developed and a few additional indicators are developed by the BEMIS. There are, however, problems in data collected and available that limit the scope. This is discussed in greater detail in the next section.

A culture of insularity dampens the potential of BEMIS as an organization. The causes of the problem lie both within the organization as well as the environment in which it operates. There is very little appreciation of the importance of BEMIS' work and the school officials consider filling in of data form a burden, which poses questions for the quality of data collected. Similarly the district level officials do not recognize the importance of BEMIS' role. The officials posted in District Education Management Information Systems (DEMIS) are often 'employed' by district officers in other work. In fact many of these officials have got themselves transferred to Quetta and many of the posts are unfilled.

BEMIS internally also appears to have a cautious approach and therefore it has not had a proactive approach to change attitudes or ascertain needs. The main changes in approach have been induced by ideas and funds by development partners. BEMIS data has never been validated externally and there appears to be a weak internal (and external) demand for the same.

10.3 Management Issues

The Education Department like the rest of the government sector in the province and the country has not evolved organizationally as the management concepts have changed all over the world. The basic administrative framework remains ensconced in the systems prevalent at the time of independence. Organizationally though functions have been added in the form of setting up of BTTB, BOC, PITE and BISE. These changes have been undertaken at different points of time in response to emerging needs. The last of these organizations was set up in the 1970s and since then the changes have been incremental and more reactive than based on a holistic analysis and review. The main additions have been the setting up of BEMIS in the 1990s and the PPIU in 2009. A recent change has been the separation of the College section into a Department of Higher Education headed by its own secretary.

Environmentally the Department has been facing much larger challenge during last 40 years. The number of students in schools has increased, as has the pressure to improve educational performance especially the access related indicators. The

continued expansion of the private sector is considered by many an indictment of Department's performance.

10.3.1 Basic Management Approach

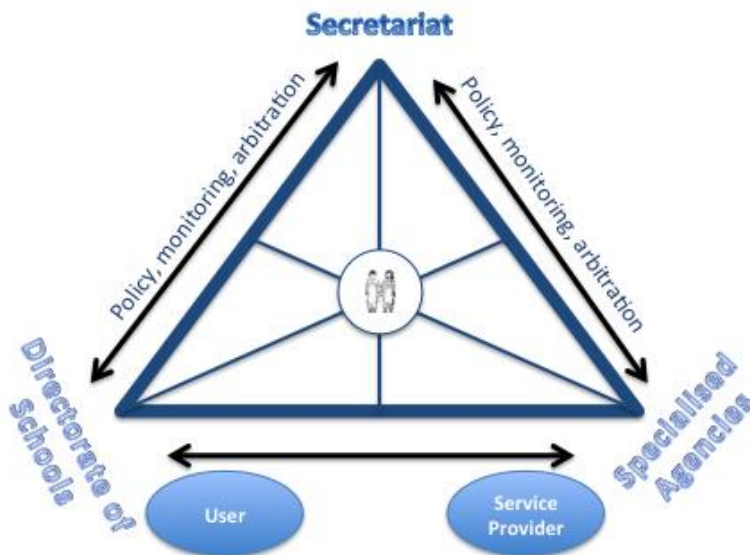
Three main characteristics of management in the department that define the management approach in the department in general across all departments.

- a) Input focus
- b) Non-recognition of specialized functions
- c) Weak Coordination
- d) Centralization

Most managerial focus is on inputs and processes and not outputs and outcomes. Teacher absenteeism, printing of books, conduct of examinations as critical functions fills the work time of the relevant personnel. The accountability (to the extent it is not constrained by political pressures) also responds to these actions. Educational outputs and outcomes are not considered the responsibility of the Department at any level, except some access related indicators.

Education as a process is not well comprehended at most levels of management (few exceptions notwithstanding) and therefore specialized functions are not recognized as critical. Administrative matters overtake other considerations.

Little or no coordination exists within the system. Organizations work in silos or in parallel. Figure xx describes the conceptual relationship between the Directorate of Schools and the 'Specialized Agencies'.



The Directorate, as already mentioned, forms the demand side of education delivery within the context of the educational organizations. The specialized agencies are the service providers and the Secretariat the overall policy developer coordinator and monitor. Practically, in most situations, no formal or informal coordination takes place across these organizations.

Finally given the size of the sector most functions and decisions should be decentralized. Over the years the department has had a centralizing tendency and even transfer posting decisions of field personnel are now brought to the secretariat even the class IV servants and Primary School Teachers are being transferred by the order of either Ministers or the Administrative Department.

10.3.2 Human Resource Management

The Department primary follows the civil services framework for selection of personnel. The source for the personnel includes those from the provincial or federal civil services and technical personnel recruitment by the department (either itself or through the Provincial Public Service Commission). The three main 'education cadres are:

- a) School Teachers
- b) College Teachers⁴³
- c) Bureau Cadre
- d) Ministerial Cadre

All these cadre teachers and professionals take the benefit of 4 tiers formula for promotion i.e. on every 100 regular posts there are one grade20, 14 grade19, 35 grade 18 and 50 grade 17 posts. It shows that there is no scarcity of higher grades for teaching professionals.

Teachers from either the school or the college teachers' cadres occupy a majority of positions in the Directorate, including district level managers, as well as in the 'specialized agencies'. The Bureau cadre was developed with a view to provide specialized personnel to the Bureau of Curriculum. This is the smallest cadre with about 200 personnel some of whom opted from other cadres while others were selected by the Provincial Public Service Commission. Ministerial staff in all organizations is employed by the Directorate of Schools.

The first shortcoming of the personnel management is the failure to recognize specialized needs. Specialized functions in the department include management, planning, curriculum development, assessments, monitoring and evaluation, textbooks development and teacher training. The non-recognition flows from the overall management approach. Training, certification or academic qualification

⁴³ Discussed in detail under the Higher Education Section.

relevant to the work of the department is not a pre-requisite for selection. Nor is any structured process for induction and training used.

A perennial problem identified in most analysis and discussions was the inability of personnel from teaching cadre to be good managers (exceptions notwithstanding). Recently the government has changed the policy and decided to create a separate management cadre which is in process of finalization.

Recruitment of teachers has been another contentious issue in the department. While teachers selected in grades 16 and above are recruited by the more credible PPSC the department processes recruitment for the lower grades. There have often been allegations of political influence in the process and therefore recently the department has approved a policy of recruitment on the basis scores in the academic career only, which takes out any discretion of the department. The new policy is not necessarily the best possible (see Chapter on 'Teachers Quality').

Identification of positions for recruitment is based on incremental identification of needs at the school level, political considerations or natural attrition in the department. A personnel plan based on some overall objective is not development. Given the challenge of 25A (EFA targets can be considered elusive now) quality education and the challenge of devolution require an overall review of the sector including the development of a more structured personnel policy that identifies needs for the future.

Transfer and posting policies also have to follow a career management and development policy. Again these decisions are based on political and extraneous considerations and concepts of security of tenure or balancing needs between rural and urban areas does not exist. Most teachers prefer to be posted to urban areas and in many cases they are on 'attachment' to an urban school while drawing salary from a rural one. Under the changed realities of security as well as gap in facilities between urban and rural areas the traditional transfer posting rules have been rendered redundant and need a review.

Promotions or career progression in the organization will always remain difficult. The number of teachers required is huge whereas senior administrative positions are limited. Resultantly promotion would naturally remain low. The Government of Balochistan has circumvented the problem to the extent of the school teachers' cadre through introduction of the time scale promotion wherein teachers are promoted to the next pay scale after completion of the minimum period in the given grade. The policy has had an impact on the financial position of the government and will continue to place a further burden (discussed in more detail in the next chapter).

10.3.2.1 Professional Development

The gaps from initial recruitment or posting can be covered by training or professional development programmes. Also continuous professional development programme remains central to development and dynamism of organizations. In the

education sector teachers are the only personnel that have some element of training in their careers, as already discussed these trainings are sporadic, funded by development partners and not the result of some human resource development or professional development framework of the department as a whole or individual organizations.

Similarly trainings linked to specific training programmes are utilized by personnel in PITE or BOC but no programme for human resource development exists in any of the 'specialized organizations'.

10.3.2.2 Development Planning

Planning processes are very centralized. Development plans are prepared through the traditional PC 1 approach in the project format. No interlinked sector plan has been prepared. The current effort has been initiated to eliminate the gap. Development planning at present is based on a mix politically motivated decisions (normally made without the involvement of the Department of Education), foreign aid and in some cases needs identified by the personnel. The last is receiving the least attention.

Politically driven development work results in investment in infrastructure. These funds are based on funds directly provided to Members of Provincial Assembly who determine the 'development needs' of their area without consultations with the officials of the Department of Education. This distorts planning and also creates 'unwanted' recurrent liabilities on the education budget.

Foreign assistance provided falls within two categories: 'in the budget document' and 'off the budget'. The Government of Balochistan has eliminated all loans and it is now not receiving any direct funds from development partners. The grant amounts are not provided to the government, in most cases, and therefore are not reflected in the budget books.

In either case the interventions are based on donor determined priorities in the absence of an overall sector plan of the Government. Given the state of education in Balochistan any assistance is welcome but it does not necessarily fall within an hierarchy of needs determined through some process. Transparency in terms of activities and the amounts available varies across development partners and is also dependent on the incumbents from the government side. A donor coordination process was initiated in 2011 but it failed to get institutionalized. The absence of a sector plan and donor coordination potentially dissipates the impact of the development support provided.

10.3.3 Data Usage

Data use in key decisions including planning is very limited. A culture of data usage does not exist. An important factor in the inability of BEMIS to provide quality is the

demand side deficit. Recently data from BEMIS was used for textbooks distribution and recovery from flood damage.

BEMIS does not collect data for all institutions. Private sector, madrassas and even schools run by other public sector entities are not included in BEMIS data. Given the limited scope perceived by the department and the input focused approach there is no internal demand for collection of this data. Also no indicators are used to review progress and resultantly the few developed by BEMIS are not utilized.

10.3.4 Monitoring and Evaluation

Consistent with the overall management approach monitoring focuses on inputs and processes only. Most officials regard visits to schools (all schools in some cases) as essential to monitoring. District officials consider school monitoring a part of their duties and normally highlight the lack of transport and POL expenses as the main cause of weak monitoring.

Monitoring of quality is undertaken by the Learning Coordinators (LCs) who review teaching-learning process in the classrooms. The quality of LCs varies and while no structured analysis has been undertaken of their impact, most stakeholders consulted were of the view that its effects are minimal. Some of the causes for weak monitoring include poor capacity of most LCs and their inability to visit schools due to distances, shortage of transport and fuel funds.

The district officers are normally engaged in administrative matters and have little opportunity to visit schools. In their case, too, the monitoring is restricted to input likes teacher and textbooks availability and teaching practices.

Research function has been included in the mandate of BTBB, PITE and BISE but practically it has remained unused. Again a culture of research based review and evaluation does not exist. Resultantly local needs and good practices remain mostly unrecorded. New concepts in education are normally introduced through some development partner and remains, mostly, limited to the project life funded. Small pockets of these concepts are visible in schools with ECE, teacher trainings, teachers' guides and PEAC but these are not factored into the system wide decision making and planning.

System wide monitoring in terms of student learning outcomes, completion rates, retention rates and similar indicators is absent. Appreciation of systemic monitoring through development of benchmarks, indicators, data analysis and research is missing at all management levels. The case of redundancy of PEAC reveals the low value given to learning outcomes. Recent work undertaken by PPIU (Balochistan Action Plan) has incorporated the approach in its plans but it will take long to operationalize the concept.

10.4 External Factors

An education sector works in an exposed to its environment and can be either supported or constrained by external factors. A threat or an opportunity lurks within each of these factors.

10.4.1 Private Sector

As the custodian of state's policy on education the Department of Education is responsible for education of school age going children in the province. As shown earlier in the report the private sector continues to grow exponentially. The Department of Education has developed no policy for the sector. It needs to be looked at as both an opportunity as well as a potential threat to students and parents who may not have awareness about the quality of education services provide by a private school.

The department will need to look towards the private sector as a support for implementation of Article 25A but it will also have to ensure that as it improves its quality through establishment of standards then these benchmarks are not limited to public sector schools only. A regulatory approach that does not unnecessarily impede the development of the sector will have to be developed to ensure that the private sector development does not deviate from state defined norms and standards.

10.4.2 Political Environment

Currently the education sector suffers from low levels of support from the political leaderships. A very small number of political leaders raise education as a priority issue. In addition to weak support political intrusion into administrative matters of the department encumbers the Education Department; the interference distorts and renders irrelevant rules, policies and plans of the organization.

Most of these intrusions are enabled and made effective by a nexus between teachers' associations and political leadership. While representation for teachers as a professional body is essential the current set of 'representative' bodies are perceived to be embedded too deeply into mainstream political parties (and personal interest) to benefit the teachers' body as a profession. The interference in decisions from simple transfer postings to selection of teachers for trainings and supervision of examiners deprives the line managers of their power and produce results contrary to requirements of these activities.

10.4.3 Community

Like most places in the country community cannot be considered a monolith. It has ethnic, linguistic and socio-economic variants with different level of responses to education. While generalization is difficult past efforts to involve community through Parent Teachers School Management Committees (PTSMCs) have had limited

success. The exact reasons for the failure may need a deeper probe but some of the causes for lie in the unwillingness of school to allow community the freedom to be involved in its affairs. The few success stories of PTSMCs normally have active head teachers as the common factor. An exception is the Hazara community in Quetta city where awareness within society has allowed a very interactive symbiosis between community and schools.

Most individuals, even educated, have a very vague comprehension of education as a process. While most recognize the need for teachers to be present, courses to be completed and examinations results they do not demand quality of education in terms of development of critical analytical ability or other domains. The examinations focus of parents is manifested in the widespread cheating that continues to involve an expand set of community members. While most people consider this to be harmful to students no collective willingness has been demonstrated to stop the practice.

10.4.4 Paucity of Educationists

Quality educationists are rare in Pakistan. In Balochistan it is even more difficult to find enough for the Department of Education to hire. The most immediate way would be for the department to develop its own training processes to orient employees to fundamentals of education (An Education 101).

10.4.5 Security

Over the last few years an armed insurgency has created insecurity which has been compounded by a deterioration in law and order. Kidnapping for ransom and target killing has been on the rise. The situation has had an impact on the personnel of the education department. Resultantly many teachers have either migrated out of the province or into the urban areas. Others, irrespective of ethnicity, work in an environment of insecurity.

Policy Options

1. A holistic policy be developed for education that covers all types, including public, private, community-based and others.
2. A coordination mechanism across all organizations be developed to ensure synergy in their respective efforts.
3. A process of ongoing feedback on education progress to media and political leadership under the guidance of the Education Minister.
4. Gender awareness be increased and a policy for improving gender equity and recognition in the workplace developed.
5. Review mandate, capacity and working of the Secretariat, Directorate of Schools and the 'Specialized Agencies' with a view to:
 - a. Ensure clarity in roles and responsibilities
 - b. Involve Directorate of Schools in feedback of all services provided by the specialized agencies and recognition by all agencies of the Directorate as the 'user' of their services.
 - c. Enhance capacity of each organization to improve their outputs.
 - d. Develop a capacity in the DOS to assess and provide feedback on the services provided by specialized agencies.
6. Planning processes be improved:
 - a. Through ensuring that outputs are clearly focused for all plans.
 - b. Planning is undertaken through a central, coordinated sector wide plan.
 - c. PPIU be capacitated to coordinate development and monitoring of a sector wide plan and ensure donor harmonization and alignment around the plan. PPIU should also be the coordinator for provincial education policy.
 - d. Data usage training be provided to all levels of managers.
 - e. BEMIS capacity be reviewed to:
 - i. Ensure that it collects and collates all relevant data and not just the current set of information.
 - ii. Develop indicators prepared in consultation with end users including those required for EFA and Article 25 A.
 - iii. Prepare analytical reports on data collected.
 - iv. Disseminate data effectively.
7. Enhance human resource quality in all organizations through:
 - a. Development of specialized human resource development units within each organizations to take care of:
 - i. Professional development
 - ii. Career planning
 - b. PITE to be the apex training organization for all types of personnel and expertise. PITE should develop capacity to ensure training through:
 - i. Internal strengthening

- ii. Identifying external avenues for training of various personnel using both national and international options.
- iii. Develop standards for ensuring impact of the trainings.

Chapter 11: Governance and Management II: Finance and Budget

Education in Balochistan is funded by a number of sources: government, private and development partners. There are sub-categories within each source as even within the government sector not all education related expenditure is made by the Department of Education. Schools are run by other government organizations also. All data is not easily available although in some cases estimates can be made using secondary sources.

Within the public sector the largest share of expenditure within the social sector lies with education. The trends of these expenditures determine the implementation priorities of the government. These trends include high levels of non-development expenditures given the large size of the workforces, low levels of non salary budgets and low levels of utilization. There has been an increase in budgets over the last two years but the bulk of the increase is consumed in salaries as the 'time scale' for teachers, announced in 2009, has added an escalation factor into the salaries bill that threatens long term sustainability of the education budget. The government has reduced dependence on loan based donor funds to zero and compensated the decrease through its own funds.

11.1 Scope

This chapter deals mainly with finance and budgeting of the school sector and other sectors have been added for comparison purposes. Details of finance and budgeting of Higher education and TVET have been discussed within the respective chapters. Issues of allocation and expenditures of the public sector budget have been discussed in detail including the budgets of the 'specialized agencies' like the BTBB, BOC and PITE. BISE has been discussed under higher education.

11.2 Education Expenditure Structure

Education expenditure in Balochistan, like rest of the country, is funded by multiple sources. These include public sector expenditure made by the government of Balochistan, private sector expenditure made by families of children going to schools in both the private and public sector, private sector philanthropy, non-government organizations and development partners. In a poorly documented economy an accurate estimate of the entire expenditure remains impossible. However, given the growth of the private sector and the size of the madrasa sector public sector expenditure analysis only will not complete the picture although it is safe to assume that despite the growth of the private sector government remains, overwhelmingly, the largest contributor to education finance.

The government expenditure design represented in the annual budget has a current budget and a development budget. The current budget consists of salaries and other

expenditures of a recurrent nature that would require allocation every year. The development budget, also known as the Public Sector Development Programme (PSDP) allocates funds for a given one time activity that may be for one year or spread over a limited number of years in the form of projects. (for details of budgetary classifications please see Annex **xx**)

While the recurrent budget is entirely funded by government sources development budget has local as well as foreign components: the capital budget and **Foreign Project Assistance (FPA)**. The FPA does not exhaust the amount of foreign funds spent within the province. Grant money from a number of bilateral donors including through the specialized agencies of the UN is not reflected in the budget document.

In addition to the provincial government the federal government also provides funds to education in the province in the form of grants. These grants are directed through the department of education (school or higher) except in the case of the Higher Education Commission which transfers funds directly to universities.

11.3 Trends in Budgets

Balochistan Education Budget has seen a steady upward trend. Maximum increase was witnessed in 2010-11. Figure below shows the trends for current and development budgets for the province over the last five years. The period includes three years covered by the local government system established under Local Government Ordinance 2002, under which district governments were formed. These governments had separate budgets and the transfers from the provincial governments were based on the Provincial Finance Commission for sharing of provincial funds among the district. Money was transferred as a one line budget which was then converted into a budget for various activities at the district level.

A major lacuna in financial analysis is the non-availability of district account break ups in most districts. The table below has been developed based on calculations made by the Institute of Social and Policy Sciences⁴⁴

⁴⁴ “Improved Public Expenditure of Education in Balochistan”: Institute of Social and Policy Sciences , Islamabad, 2011

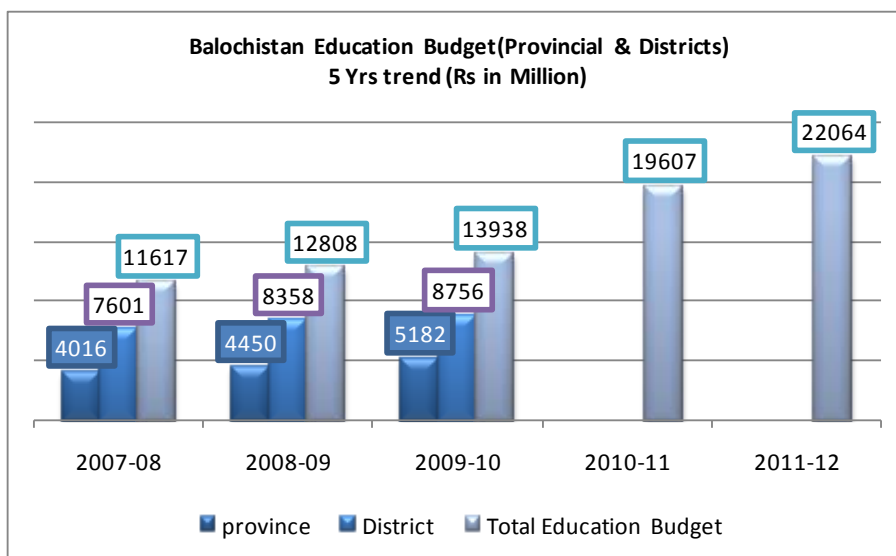


Figure 11.1

Source: Various Provincial Budgets

For 2010-11 and 2011-12 the bifurcation does not exist and has been shown in the figure for visual consistency. Figure 11.2 shows the percentage increase in budget across the years.

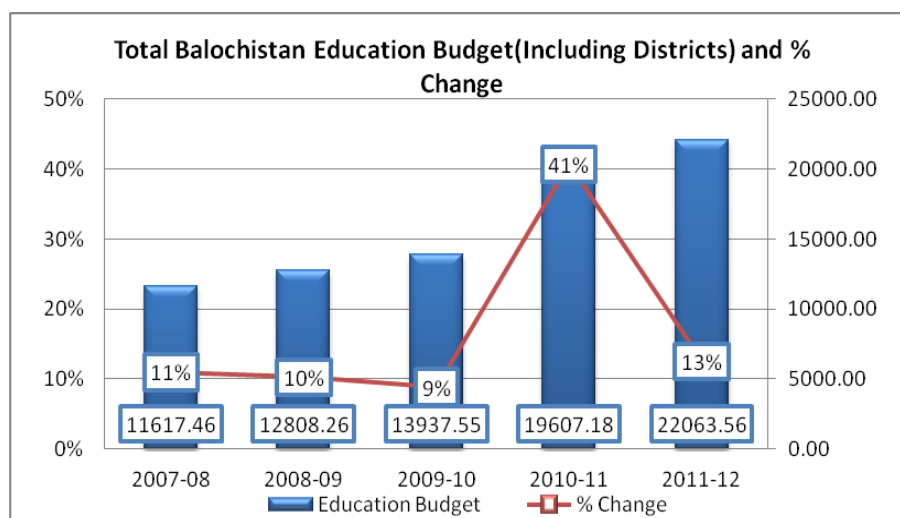


Figure 11.2

The 41% increase between 2009-10 and 2010-11 is the maximum. This is attributable to three factors:

- i. Creation of 6 Divisional Directorates
- ii. Setting up of the Policy, Planning and Implementation Unit (PPIU).
- iii. Time scale policy

The 'Time Scale Policy' allows automatic elevation to the next grade which has resulted into a permanent accelerator on the education budget. The 13% increase in the education budget has for 2011-12 is also higher than the trend for earlier years.

The 7th National Finance Commission Award in 2009 led to an increase of almost 67% in the total budget for Balochistan. The increase in education has not been proportionate to the increase in resources.

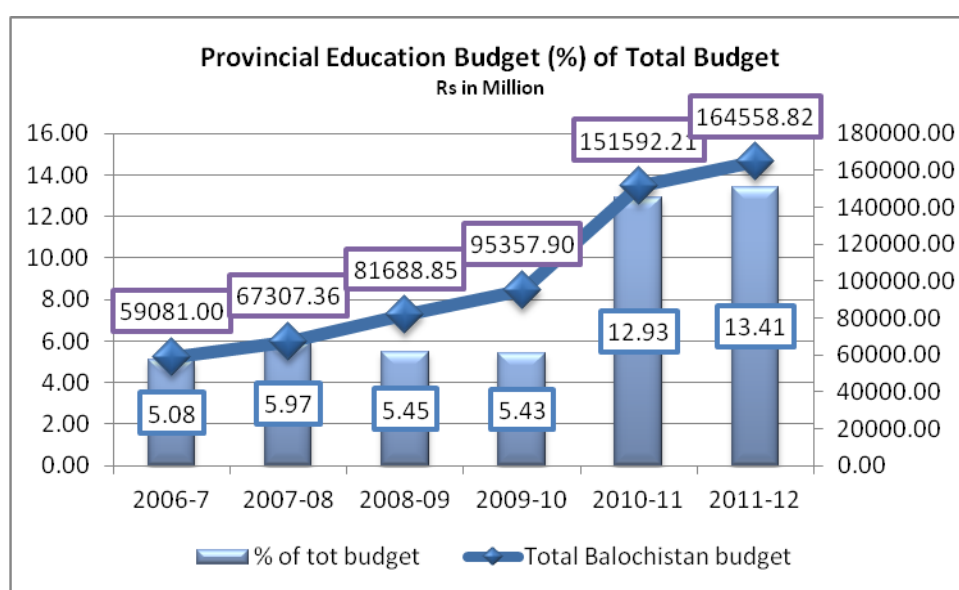


Figure 11.3

In figure 11.3 the educational budget hovers around 13% of the total budget for Balochistan.

Sectoral Distribution of Current Education Budget 2010-11

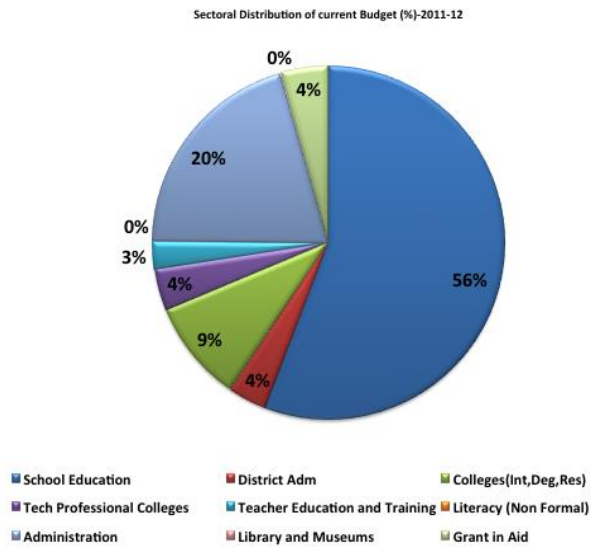


Figure 11.4

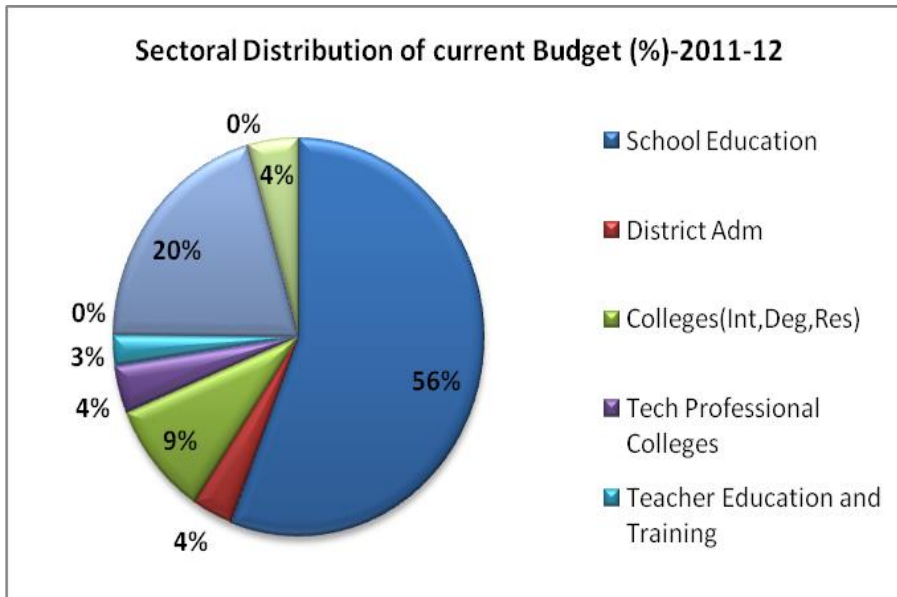


Figure 11.5

11.3.1 Current vs Development Budget

The development budget remained persistently around 18% in the period 2007-8 to 2009-10 but fell to 12% in 2010-11. The reason has not been a fall in the development budget but an increase in recurrent budget because of the causes mentioned above.

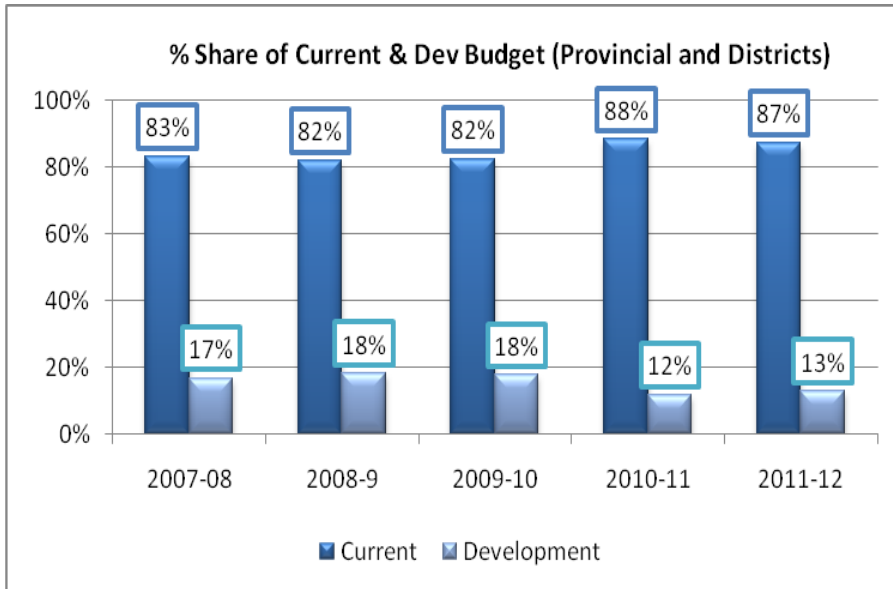


Figure 11.6

11.3.1.1 Development Budget

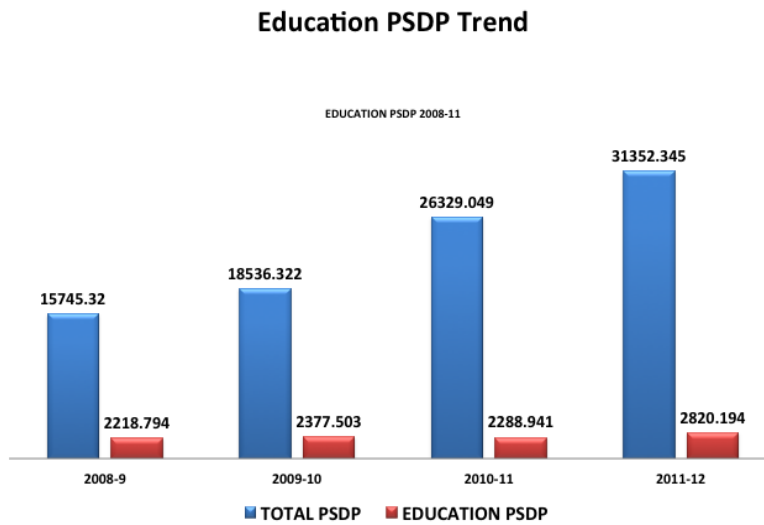


Figure 11.7

The development budget is composed of 'Capital Expenditure' funded by the Government of Balochistan and foreign assistance reflected in the budget. Funding from development partners is either in the form of loans or grants. The former (as already stated) are reflected in the budget and the latter are (normally) not. Figure xx below shows the trends for FPA in the province. A diminishing trend is visible. This is the result of the policy of the provincial government as it has decided to refuse all loan-based assistance.

In 2007-8 the World Bank, Asian Development Bank, Japanese Bank for International Cooperation and World Food Programme provided assistance worth 1280 million rupees. In 2011-12 only Rs. 50 million aid has been provided by the Department for International Development (DFID). Most other aid has been off budget.

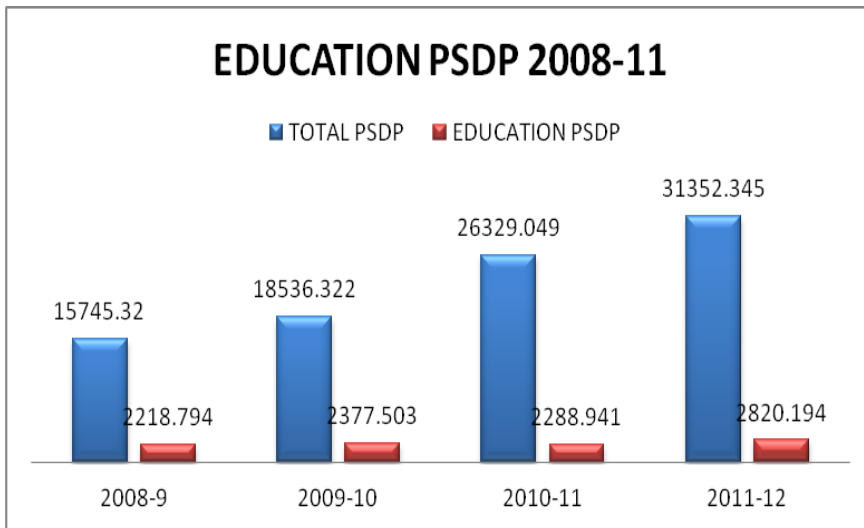


Figure 11.8

The reduction in FPA has been compensated by a concomitant increase in funding by the Government of Balochistan as shown in figure (xx). Its share in the PSDP for education has increase to 84% from 25% in 2007-8.

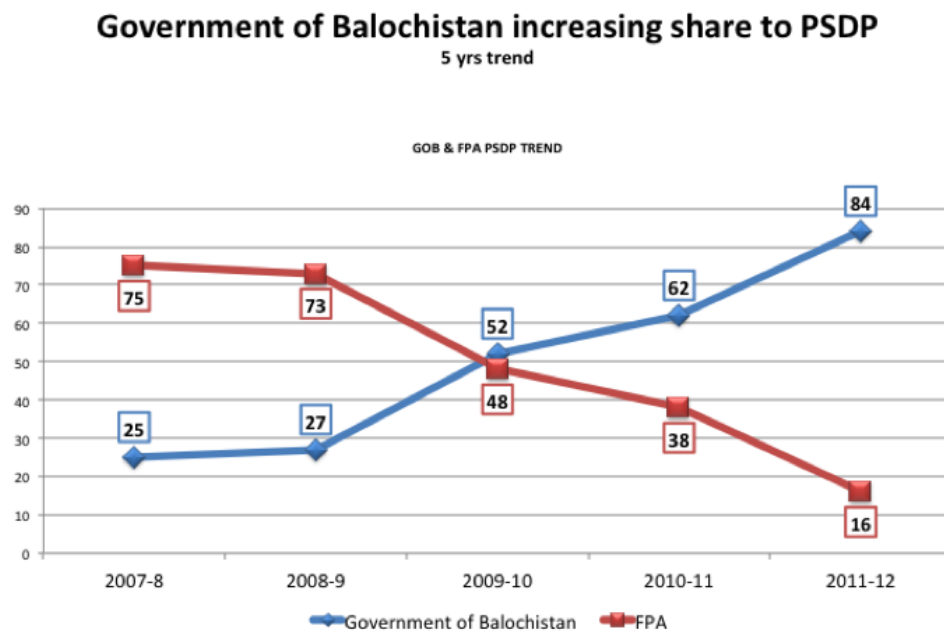


Figure 1-9

On the other hand the share of FPA has been reduced from 75% to 16% over the same period. Current donor assistance to the province is grant based and does not appear on the budget. There is no single source within the provincial government where the amounts allocated and disbursed are recorded. The data in table 11.1 below comes from the 'Donors' Directory' published by the erstwhile federal Ministry of Education.

Table 11.1: Donor Interventions (Out of PSDP) in Education Sector					
Figures in Million Pak Rs.					
Donor Intervention	2007-8	2008-9	2009-10	2010-11	2011-12
AUSAID-Quality Primary Education-(\$)	440000	440000	660000	660000	
CIDA-UNICEF-PESP (\$)	1000000	1000000	1000000	1000000	1000000
ECE-Royal Netherlands Embassy-AKF- (\$)	1179018	1179018	1179018	1179018	1179018
World Bank-BESP (\$)	42000	42000	42000	42000	42000
USAID-EDLINKS (\$)	6000000	6000000	6000000	6000000	
Literacy (UNESCO)- \$	326667	326667			
STEP-UNESCO- (\$)	2100738	1670738	2700000	8700000	7600000
UNICEF(\$)	2491667	2859091	3347500	3214286	4193182
Total Allocation (\$)	13580089	13517514	14928518	20795304	14014200
Total Allocations (Rs)	814805364	892155900	1194281445	1746805518	1233249590
% of Total Balochistan Education Budget	8%	8%	9%	9%	9%

Source: Donors Directory 2008, Ministry of Education

These are indicative figures and actual values may differ based on disbursements and re-allocations during the period from the donors directory to the current time. The table shows donor contribution to be 9% of the total education budget of the Government of Balochistan.

Foreign assistance to Balochistan continues in the project mode and it remains the only province in the country without a 'Direct Budgetary Support (DBS)' regimen. At present the province may not qualify for DBS because of non-favorable fiduciary risk assessments. A fundamental gap is the non-existent of a Public Accounts Committee (PAC) in the provincial Assembly.

11.3.1.2 Salary and Non-Salary

The share of non-salary component has decreased over time in total education budget. It is 15% for 2011-12 as against 26% in 2007-8. The non-salary component includes the

Salary-Non Salary (%) share of Current Education Budget

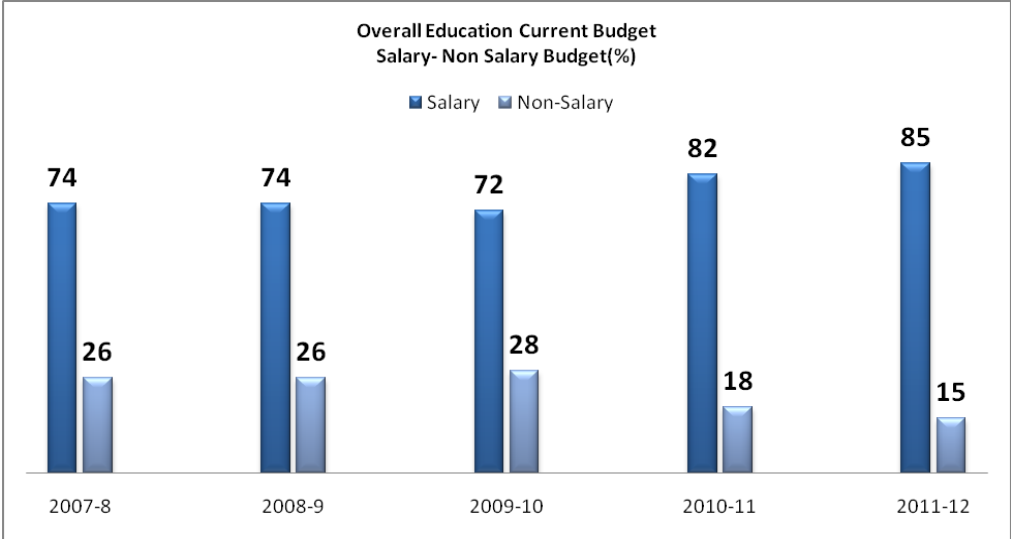


Figure 11.10

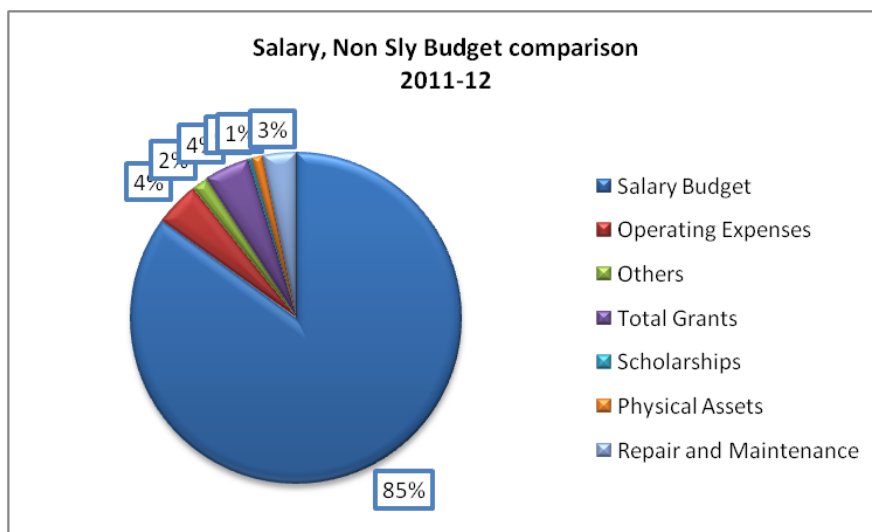
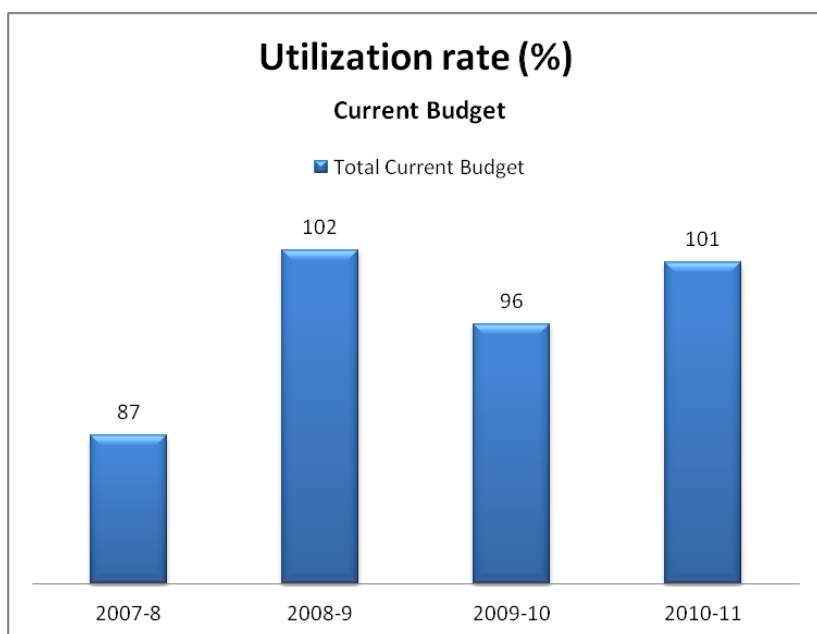


Figure 11.11

Two graphs on break up of the non-salary component. (add)

11.3.4 Utilization

Utilization rates of allocated funds are shown in table xx and xx. For recurrent expenditure the trend seems to be complete utilization with two aberrations: BOC for 2009-10 and 2010-11 wherein only 30% and 66% respectively have been spent from the Training of Trainers (TOT) fund and secretariat which spent 48%, 25% and 28% of the funds respectively for each year.



Source: Budgetary Documents

Table 11.2: Utilization (%) of Education Current Budgetary Allocation			
Sector	2008-9	2009-10	2010-11
Total Current Budget	102	96	101
Inter Colleges	100	79	93
Degree Colleges	100	96	104
Residential Colleges	128	117	127
Elementary Colleges	97	96	92
Literacy Cell (Non Formal)	112	111	111
Admin School Directorate	143	164	108
Admin College Directorate	112	177	123
Scholarship	100	100	100
Grant in Aid	93	101	100
PITE	100	99.8	100
Government College of Education	99	100	100
Govt Agro-Tech Center	100	99.7	100
BOC (TOTs)	100	66	30
BACT	100	100	99
Secretariat (Secondary)	48	25	28

Source: Budgetary Documents

The more critical problem of utilization arises in the case of development funds. Here full utilization is an exception and not the norm. The college and university sector have crossed 100% (sic).

Table 11.3: Utilization (%) Of Development Education Budget						
Sector	BE 2009-10	RE 2009-10	Utilization	BE 2010-11	RE 2010-11	Utilization
Primary (Gob)	322223000	154648000	48	400150000	322190000	81
Primary (Fpa)	555218000	338000000	61	509088000	509088000	100
Middle (Gob)	48000000	21855000	46	68975000	51227000	74
Middle (Fpa)				200000000	200000000	100
Secondary (Gob)	299951000	57291000	19	185113000	114067000	62
Secondary (Fpa)	300000000	300000000	100	100000000	500000000	50
College	386611000	339194000	88	499017000	653991000	131
General	720000000	41405000	58	264330000	143424000	54
Technical	510000000	27755000	54	700000000	112289000	1504
Technical (Fpa)				500000000	500000000	100
Adult/University	700000000	170000000	143	526800000	152680000	190

Source: Budgetary Documents

For most heads utilization in 2010-11 has been better than 2009-10. The three areas where foreign funding was available utilization has been 100% except secondary for 2010-11. Higher achievement of FPA may have been the result of better releases of these amounts as compared to the GOB component.

11.4 Specialized Agencies

Data for all specialized agencies could not be separated. Figure 11.2 below shows salary and non-salary expenditures in some of the teacher training institutions and the BTBB. The former include BOC, PITE, Elementary Colleges and BACT. The non-salary component is highest for BTBB which is in line with its mandate. Its main recurrent activity of printing of books is cost heavy and falls within the recurrent budget.

Teacher Training and Education Centers (%)share of Sly, Non Sly Budget

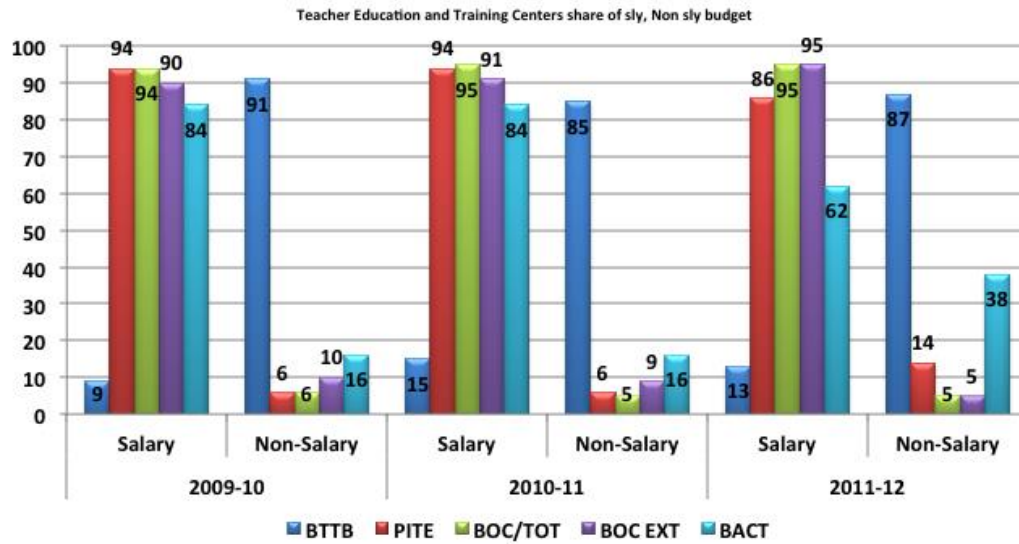


Figure 11.12

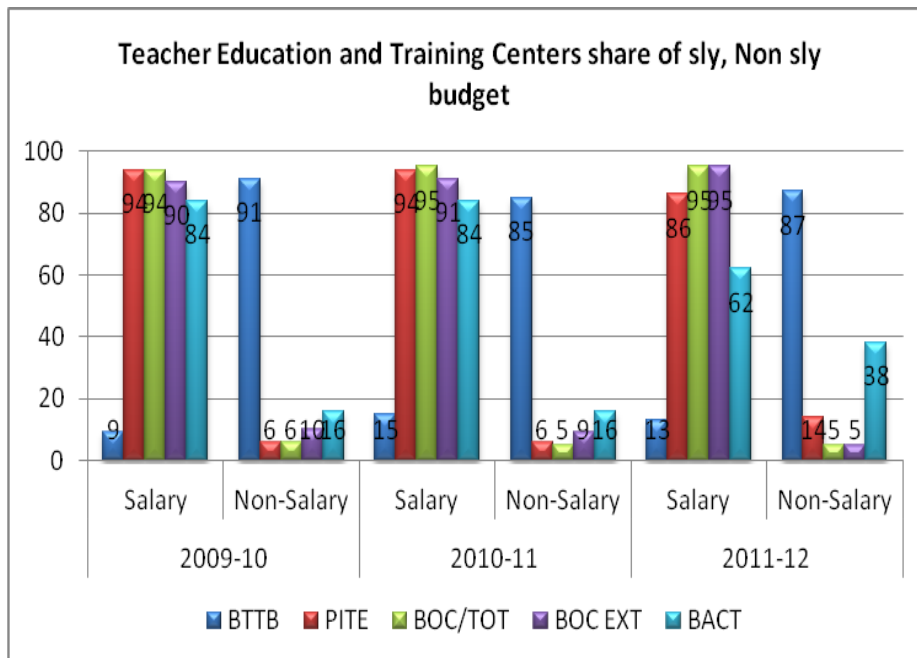


Figure 11.13

The highs in 2009-10 and 2011-12 show greater printing activity during these years. For most other organisations the share is in single digits. Only the relatively newly established BACT has higher levels of non-salary expenditures with a peak of 38 in 2011-12.

11.5 Private Sector Expenditure

Calculation of private sector expenditure in the province remains extremely difficult. It was calculated during the National Education Census 2005 but the basis remain unclear. While the figures of private sector could not be ascertained provincial government’s funding of private sector is shown in the figure below:

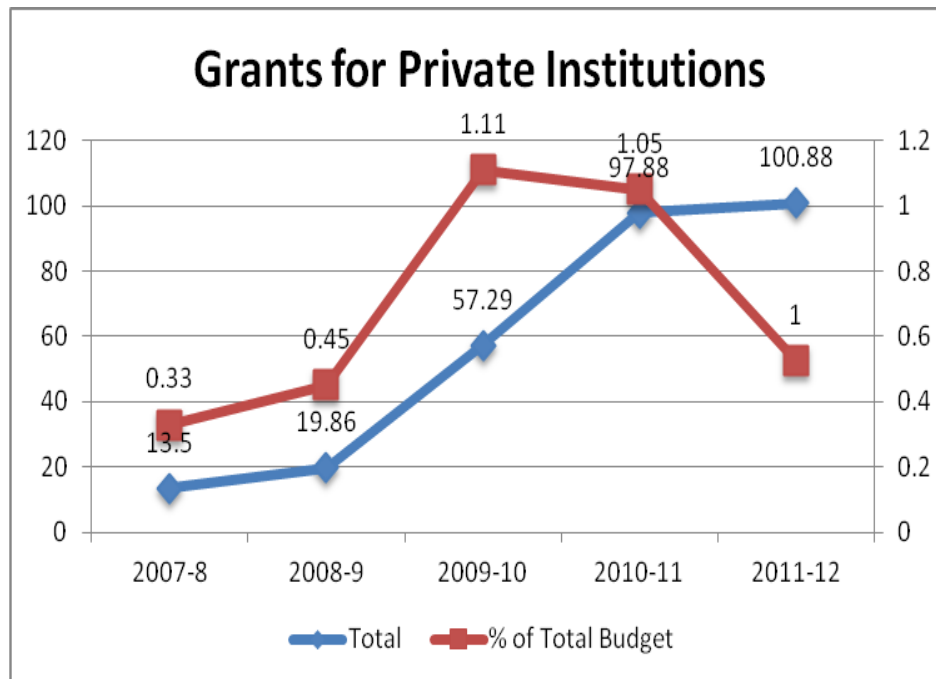


Figure 11.14

The grants are being given to the Balochistan Education Foundation, community schools run by BEF and Tameer I Nau College, Quetta.

11.6 Federal Government Expenditure

The federal government also spends on education in the province. It uses the following modes:

- i. Direct funding of institutions run by the Federal government.
- ii. Vertical programmes in the province.
- iii. Grants to provincial government.
- iv. Grant in aid to universities by the Higher Education Commission.

Details of the funding are shown in the table below. Ministry of Defence provides money for the Cantonment and garrison schools run by the armed forces. The erstwhile Ministry of Education provided money development of cadet colleges, setting up of technical colleges and teacher training programme. The first two are managed as vertical projects to the extent of construction and hands over the institutions to the provincial government. Funds for teacher training were provided to the Bureau of Curriculum for training of teachers of secondary level.

Funding by Higher Education is given directly to the universities based on performance as per its standards.

Table 11.4: Federal Budget and Grants – Sectoral Distribution					
Sector	2007-08	2008-09	2009-10	2010-11	2011-12
School Education (Cant & Garrison)	39120000	43320000	43510000	45165000	42775000
Administration(Cant & Garrison)	16816570 00	16816570 00	18816570 00	24216570 00	24904270 00
colleges(Cant & Garrison)	1514000	16131000	16231000	18170000	17100000
cadet college dev budget	30154200 0	30673400 0	77246200 0	53546200 0	0
Tech colleges	17200000 0	19000000 0	31210500 0	16811600 0	0
Teacher training	80000000	13000000	23159500 0	20525100 0	0
University (HEC)	80637300 0	10834170 00	12923180 00	13316260 00	16637020 00
Special Education	44407000	46807000	49899000	39832000	0
Total	31266130 00	33810660 00	45997770 00	47652790 00	42140040 00

Total federal expenditure on education in the province has varied from 27% in 2007-08 to 19% in 2011-12. The allocations varying between 3 million to 4.69 million rupees (the peak in 2010-11).

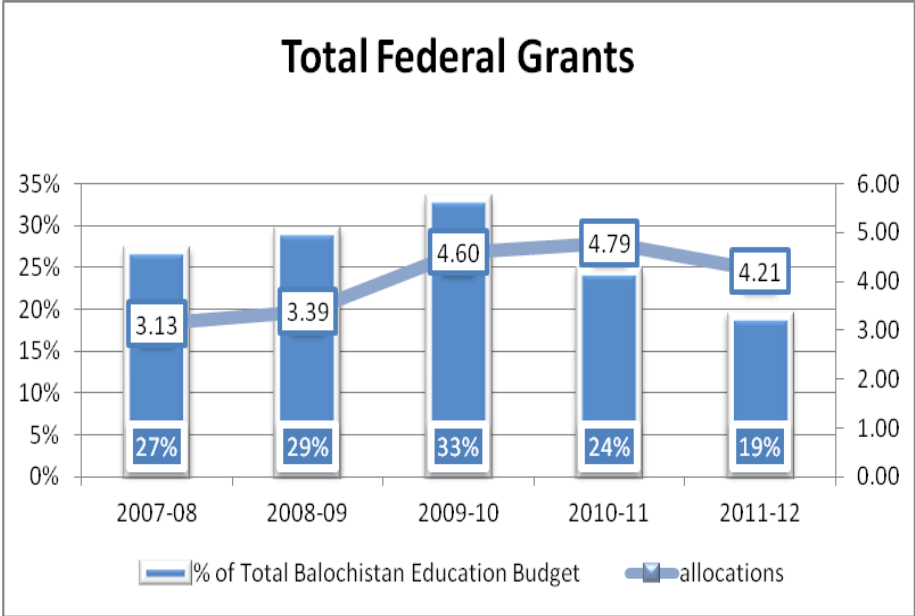


Figure 11.15

Dissolution of the Ministry of Education has placed a transitional situation where federal funds managed by the MOE have been stopped. These include cadet college development budget, technical colleges and funds for teacher training. Similarly the Ministry for Special Education has also been dissolved and the funds for special education from the federal government have also not been received.

(NCHD, NEF and ESR for literacy funding to be added) (Nchd is available at donor intervention and NEF is not available)

11.7 Literacy Cell (Non-Formal)

2008-9	2010-11
7128000	21600000

11.8 Higher Education

Higher Education sector is divided between the institutions run by the Department of Higher Education and the universities that function as autonomous bodies. The funds for both these sectors have different sources and treatment.

11.8.1 College Education

College education has already been treated in detail in the tables above. Some of the key findings are similar to the school section i.e of high salary component and low non salary in the current budget and low development funds. The sector has not received any support from donor agencies to date. Its utilization has however been much higher than the school sector.

Low non-salary recurrent expenditure means impact on management of laboratories, libraries and other learning facilities. As there is no research conducted at this level there are no allocations, despite a case for the function.

11.8.2 Universities

Universities receive grant in aid from the provincial government as well as the Higher Education Commission and generate their own funds through various fees. While budgetary details of all universities could not be obtained, interviews with officials of the University of Balochistan revealed that the bulk of funding is received from the HEC.

Table 11.5 below provides the details of expenditure in various universities.

Table 11.5: HEC Budgets 2007-8-20011-12					
UNIVERSITIES	2007-08	2008-09	2009-10	2010-11	2011-12
University of Balochistan					
Recurrent	296142000	361584000	446530000	593236000	502013000
Development	204964000	223078000	228300000	160411000	447000000
BUITEMS					
Recurrent	64383000	80971000	121456000	96073000	193555000
Development	95000000	180684000	112297000	111000000	74000000
SBKW University					
Recurrent	27830000	35000000	47250000	91015000	90630000
Development	0	15772000	11878000	10000000	0
Univ. of AWMS					
Recurrent	52201000	65650000	82062000	97562000	102933000
Development	0	27858000	117921000	34000000	120000000

Balochistan Uni of Engg.Khuz					
Recurrent	65853000	82820000	95262000	120296000	123571000
Development	0	10000000	29362000	18033000	10000000

Source: Budgetary Document(s)

HEC funding allocations are based on the quality assessment of the university. The assessment includes the research capacity of the university judged by the number of articles in peer reviewed international journal. The HEC funds are mainly utilized in providing market based salary to 'tenure track teachers' selected for the track by the Commission.

11.9 Financial Management

Education budget in line with the overall provincial budget is incremental. Needs are not identified in an overall framework and performance is not a factor in allocations. Foreign is also received without an overall framework through need analysis and undertaken for the specific areas and not contextualized within an overall provincial prioritization as none exists in a structured document.

Beyond the overarching financial and budgetary framework of the provincial government each education sector (school, college, university, TVET) has a different model for financial management. In school education the key problem has been the centralization of financial management a number of expenditures are made at the Directorate level and even the Districts management is passive recipient in many cases. The centralization leads to delays and may be one of the factors for the low utilization of funds at the school level. At the college level the college principals have powers of a drawing and disbursing officer and the spending appears to be reasonably decentralized and may again be the primary cause for higher utilization rates. Expenditure efficiency is constrained by low capacity of many education managers and college principals in financial rules and procedures. Moreover many of these officials, especially female managers, are entrapped into dependence of their administrative clerical staff. This leads to poor impact and even irregularities not necessarily intended for a mala fide purpose.

Routine practice of flow of funds is that Finance Department on the approval of non development budget by the legislative body releases the budget to the education department which subsequently distributes the budget to the Directorates and other subordinate offices entitled to draw and spend their own budget e.g. PITE, BTBB, BISE and Residential Colleges. Similarly, Planning and Development Department, being the custodian of development funds, authorizes the finance department for the release of development budget to the education department and projects subject to the condition of approval of development scheme.

The recent experience with devolution has created problems and doubts about 'capacity' at the district level. As already mentioned data from the 'devolution years' has been lost. Devolution plan failed due the fact that all financial powers at district governments levels had been centralized at District coordination officer (DCO) level who acted simultaneously as a principal accounting officer as well as spending officer which contradicted fundamental principles of financial management. Executive district officers were not aware of the allocation and not responsible to keep the financial record. The reversal of devolution has also resulted in centralization of expenditure at the provincial level. Other reason of non availability of financial data in fact was not following the audit rules, hence department wise audit had not been conducted at district level, only account number 4 were audited which had a mixture of different major heads of accounts.

Internal audit function has ceased to exist. In case of school education the Directorates are the natural custodian of the internal audit function on behalf of the Administrative Department. As it undertakes many of the expenditure activities it cannot perform the function for reasons of conflict as well as crowding out of resources to routine expenditure matters.

External audit is conducted but not taken to logical conclusion as the province has now continued without a Public Accounts Committee for over a decade. Huge backlogs of audit paras are lying unattended. Revamping of past practices may streamline the financial management functions. In recent past "Federal Government financial rules (GFR) and Financial and Re-appropriation powers 1962" were followed very strictly and all drawing and disbursing officers (DDOs) had been categorized as administrative head and category 1, 2,3 and 4 officers according to their position who eventually used to operate their financial and other powers accordingly and made their self accountable.

Policy Options

1. Sufficient provincial financial resources may be allocated for the reforms because these reforms needs basic facilities like well equipped laboratories and other facilities at school and college levels.
2. Balance between salary and non salary budget may be maintained because provision of effective non salary budget (at least 15%) meant for institutions is a proxy indicator of achieving the quality education.
3. Financial powers "vide 1962 Financial and re-appropriation powers" should be delegated to school and college management and declared them as a category IV officer.
4. Balance between Non Development and Development budgets may be maintained and development budget may be provided on demand by the districts authorities strictly following bottom to top approach.
5. System of internal audit by directorates may be revived.
6. Performance audit should be linked to financial audit to sustain the internal efficiency of the system. Internal Efficiency of the system is linked with timely

utilization of resources and directly proportional to the quality education products and bring positive impact.

7. Implementation strategy (Government's own strategy) of any reforms should be shared with interested donors (GIZ, DFID, UNICEF, UNESCO etc) with a request to provide grants instead of loans.
8. All financial grants whether donors or international NGOs driven should be routed through Government, if not, then finance department must be kept well informed about the amount being spent.

Chapter 12: Literacy and Non-Formal Education (NFE)

“A child denied the right to a quality primary education is deprived not only as a child: he/she is also handicapped for life – unable to cope with situations requiring reading, writing and arithmetic – unless given access to educational opportunities as a youth or adult.”

Literacy: EFA Global Monitoring Report 2006

Literacy and Non-formal Education sector has been at the periphery of provincial educational priorities. Disjointed, sporadic efforts supported either by the federal government or a development partner have failed to create viable institutionalised structures in the sector. There have been three main organizations involved in Balochistan. The Directorate of Literacy of the Social Welfare Department, the National Commission for Human Development (NCHD) and the National Education Foundation (NEF). The latter two are federal organizations while the Directorate of Literacy is provincial. Financially all three have been dependent on financial support of the Federal Government. With the 18th Constitutional Amendment continuity of these programmes has been endangered. The NEF office in Balochistan has already been closed.

In addition to these main organizations a number of non-government organizations are also involved in implementation of literacy and NFE projects with the assistance of development partners.

Table 9.1 shows Balochistan’s position in the country. It is behind all provinces both on the Ministry of Education’s definition of 10+ and the UNESCO criteria of 15+.

	Pakistan	Punjab	Sindh	KPK	Balochistan
10 plus	58	60	59	50	41
15 plus	55	57	58	46	37

Source: PSLM 2010-11

The poor performance cannot completely be attributed to organizations working in the adult literacy or NFE sector. The regular school system is the major contributor to literacy or non-literacy in the province.

The programme suffers from the following main deficiencies:

1. Inadequate coverage as the Directorate only covers 12 districts although NCHD covers 30 but its future is currently in limbo.
2. Coordination is another factor as in the rest of education sector as there are no linkages between the regular education department and literacy and NFE work.

3. The sector is primarily run through projects either funded by development partners or the federal government. Provincial government only partially meets recurrent expenditure to the extent of salaries of regular staff.
4. Non-formal education sector has never been funded by the provincial government and after the closure of National Education Foundation (NEF) and the shadow of the 18th Amendment on NCHD, the sector is under threat.

Overall the literacy and NFE sector has been a low priority of the provincial government and like many other international commitments was considered an area of the federal government. This means that the province will now have reconsider its position on issues, which were considered federal domain, although they were always within the provincial mandate (see Box 9.1).

12. 1 Directorate of Literacy

Directorate of Literacy and Non-formal Education was established in Balochistan in 1991. Before this date the few literacy programmes in the province were administratively controlled by the Department of Education while the funding was received from the Federal Government. Initially the Directorate was set up through UNICEF's support. The latter offered small funding for 1 year in shape of salaries, furniture and centre development (for females) in 3 districts namely Sibi, Quetta and Loralai. In 1993 the government approved it as regular directorate. It has oscillated between the Department of Education and the Social Welfare Department over the last 10 years. Its main development activities have been funded by the Federal Education Sector Reform (ESR) since 2003. It continues to be dependent on this source of funding.

The Directorate has undertaken a number of activities over the last 15 years, which are shown in Table 9.2, which are based on projects and not as regular government programmes.

Till the year 2000 the Directorate worked with the Social Welfare Department but for the period of 2000 to 2005 it went to the Education Department.

In 2007 it was again sent to the Social Welfare Department. During this period the ESR money was blocked as the Department of Education, the recipient of money from the federal government for ESR, refused to release the share for Literacy to the Directorate, hence the gap in the Table 9.2. The money was finally released in 2009. At present the Directorate is working in 12 districts: Mastung, Bolan, Naseerabad, Sibi, Lasbela, Killa Abdullah, Killa Saifullah, Loralai, Ziarat, Kohlu, Panjgoor and Gawadar, under ESR fund.

Table 12.2 Projects Run by the Directorate of Literacy

Name of project	Year	Total centers	No. of beneficiaries
Adult literacy in Balochistan (Funded by Govt. of	1996- 07	252	4372

Balochistan – PSDP)			
Adult literacy in Balochistan (Funded by Govt. of Balochistan – PSDP)	1998- 09	1322	24748
Education Sector Reform Programme (ESR)	2002- 03	220	2694
Education Sector Reform Programme (ESR)	2003- 04	350	5852
Education Sector Reform Programme (ESR)	2009- 10	140	3241
Education Sector Reform Programme (ESR)	2010- 11	338 established (1st Cycle)	7046
Education Sector Reform Programme (ESR)	2011- 12	382	9500

Source: Directorate of Literacy, Government of Balochistan.

Situation of the Directorate depicts the treatment meted to the Literacy sector. It has only 5 regular officials and the remaining staff is project based, funded by moneys received from the Education Sector Reform of the Federal government. In fact the entire development work is funded through either the Federal government or a development partner. UNESCO has assisted in development of courses, books development, advocacy material in regional languages and a five year plan on literacy. Also, some training was provided and a monthly newsletter released.

Work of the Directorate, in the field, has suffered due to a number of reasons. Firstly, the local Executive District Officer (EDO) for Community Development has been assigned the task of monitoring the work of the literacy centre. He/She has very little interest as literacy does not form part of their primary work. Secondly, it is difficult to verify the accuracy of the monitoring forms as there is no monitoring and also no follow up on the programme is undertaken.

Continuity of the Directorate's programme, currently, depends on the future of the federally funded ESR. As the federal government pulls out of education after the 18th Amendment the provincial government needs to evaluate and find alternative sources to keep the programme functional. Recently the Directorate has got its programmes evaluated. It also adopted the 2007 curriculum and with UNESCO's assistance developed guideline for teachers. The Directorate has also been involved in development of the provincial EFA Plan.

Although the Directorate has managed third party evaluation after many years, it does not have the capacity for ongoing monitoring and evaluation. It does not have its own unit in the districts and is dependent on EDO 'Community Development' who is not trained in issues of literacy.

12.1.1 NCHD Literacy Programme

National Commission for Human Development was formed in 2001 as an autonomous body of the Federal government mandated to help human development in the country. Literacy and non-formal education falls within its preview. It has been operating in this area in Balochistan since 2003. It is the only organization with a presence in all 30 districts of the province.

Table 12.3 NCHD Adult Literacy Program 2003 to December, 2010

Phase	Male literacy centers	Female literacy centers	Total Literacy Centers	Male Learners	Female learners	Total Learners
2003 to 2008	1204	10833	12037	24426	219837	244263
Jan to June 2010	148	2309	2457	2175	48794	50969
July to Dec 2010	64	1159	1223	1321	24247	25568
Total	1416	14301	15717	27922	292878	320800

Source: National Commission for Human Development

The literacy programme run by NCHD consists of three phases, namely

- BLC (Basic Literacy Centre): here basic literacy and numeracy are developed through phonetics etc.
- PLC (Post Literacy Centre): this is a more advanced level with focus on reading and more complex (3 digit mathematics) and
- CLC (community Literacy Centre); which supports the learner in pursuit of further education in his or her area of interest.

BLC and PLC courses are for 6 months each. Completed work of NCHD is depicted in the Table 9.3.

NCHD has managed to produce 320,800 literates so far. While there has been no independent evaluation of the figures stakeholders interviewed acknowledged the contribution of the organization. The progress has been impacted by the law and order situation in the province and recently the flood situation. NCHD also faces closure as a result of the decision of the Implementation Commission of the 18th Amendment.

In addition to its work in Literacy the Commission has also set up about 450. This caters to about 59,000 students. The fate of these children is also linked to the immediate future of NCHD⁴⁵.

12.2 National Education Foundation

National Education Foundation functioning as an autonomous body under the federal Ministry of Education undertook the task of Non Formal Basic Education in the province from the year 2000. Effectively this crowded out the work of the provincial government in this area. The details of NFE are as under:

Schools	Years	Schools	Years
319	2001-02	55	1993-96
392	2002-03	369	1996-97
524	2003-04	204	1997-98
524	2005-05	204	1998-1999
622	2005-06	320	1999-2000
622	2006-07	319	2000-2001

Source: National Educational Policy 2009

NEF has been closed down on 30 June 2011 after the 18th Amendment and it was not possible to contact any official for details of its programme. No decision has yet been reached about distribution of its assets and programmes. Interviews revealed that there was very limited interaction between the NEF and the regular school system and most officials were of the view that impact of NEF's work had been low. The provincial government has never been involved in NFE and at present a vacuum exists in this area. As already seen in the analysis for Article 25A an early accomplishment of targets requires a strong NFE sector linked to the regular system.

12.3 Non-Government Programmes

Society for Community Support in Primary Education of Balochistan (SCSPEB) has been running a programme since 2005 in 25 centers across 6 districts. So far 4500 persons, between the ages of 15 to 30, have completed basic literacy courses in these centers.

Institute of Development Strategies and Practices (IDSP) runs 5 literacy centers, set up with UNESCO's assistance, in Quetta and Mastung districts. So far, 250 persons (aged 15-25) have been made literate by the centers. Organizations like the

⁴⁵ Source: National Commission for Human Development.

Balochistan Boys Scouts Association and Girls Guide Association have also been involved in literacy training in the past.

12.4 Key Issues in Literacy and NFE

12.4.1 Institutional Issues

There is no policy framework for literacy and NFE programmes in the province. It is a low priority area and linkages between these programmes and regular education are poorly understood. A clear example has been the treatment of the Directorate of Literacy by the provincial government. As discussed above it has oscillated between the Education and the Social Welfare Departments which has impacted the Directorate's ability to run programmes efficiently.

NCHD's presence has been a support for the Directorate as it piggy backed on the physical resources and intellectual products of the Commission. These included the use of their centers and even the monitoring form is borrowed from the latter. This is a pragmatic approach to efficiently utilize resources but it manifests the need for institutional support to the directorate to help it prepare its inputs from teaching learning material to evaluation. Currently the material is prepared through the efforts of various projects etc.

This epitomizes the general approach to the whole effort on literacy. It has been sporadic and project based with no continuity. Most of the time, these projects are limited to certain districts only. The uncertainty around project extensions and follow ups weaken the commitment of the officials and impacts community's ownership of the programmes.

The most structured and large scale programme has been run by the NCHD. As seen above it has, probably, produced more adult literates than any other organization in the province. It has presence in all 30 districts and has managed to develop internal capacity to develop resource material and manage its work directly. However, NCHD is a Federal organization and the positive impact of its work notwithstanding, like other federal interventions in the sector, it has not allowed provincial ownership to develop. The latter has conveniently stayed away from investing more than the bare minimum into literacy programmes.

Adult literacy programmes have always been federally driven. The 'Nai Roshni Scheme' of the 80s, the Prime Minister Literacy Commission in the 90s and the Education Sector Reform (ESR) were all at the federal level. While policies could have been made at that level these were direct interventions through vertical projects. In the case of the National Education Foundation (NEF) the organization was developing and managing schools in the province outside any structured provincial programmes and without any institutionalized links with the education department.

Box 12.1: Provinces and International Commitments

Example A: There is an oft repeated, and elusive, target of 4% of GDP in the country. Ironically the figure comes from an old instrument of UNESCO known as the 'Karachi Declaration'. Over the years the Federal government has been blamed for Pakistan's non-achievement of the above goals and the former have also never reverted to the provinces for their primary role in expenditure (although the National Education Policy 2009 does clarify the requirement). Provinces have never owned up to their role (as over 98% of expenditure on education is at this level). No province calculates its GDP as a regular exercise and consequently the responsibility gets diffused.

Example B: Another example of weak provincial ownership of international commitments has been the reluctance to generate indicators for EFA monitoring. In negotiations between the National Education Management Information System (NEMIS) of the federal Ministry of Education and the provincial education management information systems, it was always a moot issue as the latter were reluctant to modify their questionnaire. As NEMIS is responsible for reporting progress to UNESCO it insisted on the changes. Eventually some changes were successfully negotiated but the provinces always considered it a federal need.

The Federal government may have crowded out provincial interest but that can only be a partial explanation of the weak provincial ownership. There has been a failure on the part of the provincial government to develop its own framework on education that would link various aspects including adult literacy within an overall plan with clear goals and objectives achieved through the coordinated implementation. At present the various segments work in silos with adult literacy and non-formal education receiving the no ownership. The latter has perhaps been the worst missing element to the extent of government policies and focus. In a province with low transition and survival rates there is a serious problem of children being either left out of the system completely or dropping out in the way. The Education Department neglected the areas even when it was within its domain. With the shifting of the Directorate of Literacy to the Social Welfare Department the areas seems to have been lost on its radar completely.

The treatment and understanding of the adult literacy and NFE programme is linked to the failure of the provinces to own up to the country's international commitments. These were always considered a federal issue. The Federal government also failed to transfer the ownership to the provinces whose implementation would ensure the achievement of targets in the country's commitments to targets in the Education for All (EFA), Millennium Development Goals (MDGs) and even the international conventions like the Convention on the Rights of the Child (1989) and the Convention Against Discrimination in Education (1960). (See Box 12.1)

The Federal Government had developed the first EFA Plan in 2003. While provinces were consulted the plan was primarily prepared at the federal level and there was little ownership at the provincial level. Provincial plans were developed, including one for Balochistan, but it was never implemented. Initially many development

partners also interacted at the Federal level as the custodian of international commitments. However the gap in provincial understanding and commitment rectified the approach and they began more direct interaction with the provinces. Recently Balochistan has developed an Education For All (EFA) Plan as well as an Early Childhood Education (ECE) Plan.

12.4.2 Design and Implementation

The various programmes on Literacy and NFE, despite some successes, have faced resistance from community as traditional attitudes, especially towards female literacy, prove an obstacle towards greater impact.

At the design level most of the programmes have not had a strong monitoring mechanism and in the absence of ownership of the provincial government no province wide impact assessment or monitoring mechanism has been developed. Like other interventions in the education sector there appears to be a greater focus on inputs. Without a comprehensive monitoring design reviewing all aspects of the literacy effort the weaknesses cannot be clearly identified.

Recently the development of the development of curriculum on literacy has provided an instrument that can help design an outcome focused monitoring mechanism. The major programmes, both NCHD and the Directorate, have already adopted it for their programmes as the latter developed lesson plans on its basis.

The most successful literacy programmes are linked to the local needs of the learner, especially, his or her vocation. It is not clear how effective the current programmes have been in implementing “functional literacy”.

12.5 Literacy and Equity

Critiques of literacy programmes consider it a less efficient investment in education. PEAC data reveals that learning outcomes of children whose parents have relatively higher education are better. Also investment in literacy is an investment in poverty reduction. Table 12.5 shows gaps across gender, as well as, rural and urban values. Similar to the NERs discussed above the worst outcomes are for rural females (13 and 9) and the best for urban male (79 and 77).

	Literacy 10+			Literacy 15+		
	Rural	Urban	Overall	Rural	Urban	Overall
Male	54	79	60	49	77	56
Female	13	40	19	9	33	15
Overall	35	61	41	30	56	37

Source: PSLM 2010-11

Table 12.6 shows literacy rates for various income quintiles with 1st one being the lowest and 5th the highest. The table reveals that literacy rates increase as the

income level increases. This is quite intuitive and again as in the case of other education outcomes poor fare the worst.

	Male	Female	Both
1st Quintile	54	15	36
2nd Quintile	65	20	43
3rd Quintile	70	27	50
4th Quintile	80	30	57
5th Quintile	89	56	75

Source: PSLM 2007-08

The best outcome is for males in the highest income brackets and the worst for women in the poorest quintile. The gap between males and females at all levels is quite wide. This hints at an attitude towards female education that has led to lower levels of literacy for women.

12.6 Literacy and the 18th Amendment

Literacy efforts in the province face a serious setback if the Implementation Committee of the 18th Amendment does not consider transitional issues. At present the federal funds from ESR and the NCHD support the sector. The latter also runs feeder schools under its non-formal programme. The provincial government has neither the administrative nor the financial capacity to sustain these programmes in the short run. Eventually the provincial government will have to, and should, take up this work through an institutionalized mechanism. However, till such time a sudden pulling out of federal support will impact education of many children and adults in the provinces who receive a second chance through these efforts.

Policy Options

1. A policy framework for literacy and NFE programmes with regard to the Provincial need may be developed on top priority basis to give direction to this neglected area.
2. After 18th amendment all the sub sectors of Education are brought under the ambit of Provincial Government therefore it is imperative to implement the 5 years action plan as developed by Literacy & NFBE Directorate.
3. NCHD being an efficient stakeholder and providing good services in improving the Literacy rate in the Province therefore its presence may be ensured and it is recommended that the provincial Government may own NCHD and make it a part of the Provincial setup.
4. The Provincial Government to manage the literacy and Non formal education interventions develop internal capacity to generate and mobilize resources for planning and implementing the same.
5. The past efforts of promoting literacy have been observed to have been sporadic and based on a discrete projects approach. The government should

transit to a concrete continuous programmatic approach.

6. In case of data collection, particularly, in the increase of literacy rate in the province; institutionalized links with the education department should be developed. There should be regular interaction and coordination across the two and possibilities of resource sharing should be explored.
7. To ensure the national and international commitments of enhancing the literacy rate by the year 2015. Also the communities may be mobilized in the light of above commitments and their benefits of attaining literacy and NFE.
8. Strong and sustainable monitoring and evaluation mechanism should be designed and implemented.
9. Literacy programmes should be linked to the local needs of a learner and the teachers should be trained accordingly.
10. A provincial NFE programme should be developed which should be linked to the regular school system run by the Directorate of Schools.

Annex

Annex 1: SWOT Matrices

Bureau of Curriculum and Extension Services	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Infrastructure available for present needs • More qualified and experienced human resources available than the private institutions i.e. S.R.O, S.S.S, S.S, S.S.T (Degree, diplomas and certificates recognized and accredited by the department and HEC) • Physical Resources available i.e. Library, laboratories, computer labs, auditorium, resource centers • Location is accessible • Time scale and financial support of all donors/ NGOs • Allied Institutions (PITE, Elementary Colleges, Higher Education) • Opportunities to attend different types of workshops, seminars, etc in country/ abroad • In and Pre service Trainings are conducted • Laboratory schools available • Departmental exams: (PTC, CT, DM & ETC), control on examination • Revision of curriculum and instructional material available • PEAC (Provincial Examination and Assessment Centre) 	<ul style="list-style-type: none"> • Inappropriate utilization of existing Human Resources (Lack of research opportunities and no Ph.D degree holder) • Lack of Capacity Building Courses regarding curricula development (in the light of 18th Amendment) • Non supportive and conducive environment to meet future needs • Physical Resource needs to be equipped according to the new situation (IT, New books, apparatus, internet, IT experts) • Lack of financial experts and planners (Professional development, budget) • Issuance of NoC to private institutions for teachers' education where there is deficiency of skilled staff. They have no credibility but are recognized. • Job descriptions is not clear within BoC and among sister institutions • No coordination between schools and training institution (GCETs) • Inconsistency in posting/ transfers (tenures) • Lack of planning/ coordination within BoC • Analysis deficiency of capacity building / short, long terms courses/ teachers training • Lack of motivation and appreciation

<ul style="list-style-type: none"> • GCEE(s) & GCE • A.V. Aids/ TRCs, Utilities and Facilities of transport available • Have the benefit of Good reputation of training institutions among clients 	<ul style="list-style-type: none"> • from superiors within departments • Lack of Co-ordination among the Projects/ Events results in overlapping • Reliable & computerized data base not available • Amount collected in the shape of fee is deposited in the Government treasury and not refunded to the institutions
Opportunities	Threats
<ul style="list-style-type: none"> • 18th amendments • NRC's conversion to PRC • A.D.E programs • Textbook writing and reviewing teachers guide • Short terms trainings are available/ in-service • Contribution of Donors/ NGOs/ CBOs etc in curriculum development • Elected representatives financial support, political interest and participation in policy formation • Seasonal weather may influence in capacity building of teachers • Professionals contribution from the private sector may help in capacity building of BoC • Coordination amongst clients academically • Civil society participation in academic development / improvement • Global and National Influences(foreign visits/Trainings) • New avenues vertical and horizontal (BDBB, BISE, NUML, BUITEMS, ED, PPIU, PITE) • Market demand (completion) 	<ul style="list-style-type: none"> • Frequencies of transfers from other cadres • Lack of assessment and review experts • Political, associations, Unions interference • Security issues • Short term appointments • Non sustainability of Donors support • Environmental factors (Disasters) • Impositions of non contextual concepts in training etc • Inadequate financial resource/ budgetary allocation • Inconsistency in capacity building and not in line with BoC contextual needs by donors etc • Hiring of BoC professionals by donors and others • Negligible participation of MPAs in policy curricula development etc • Over production of Pre-Service teachers (In terms of PTC,CT etc)

Board of Intermediate and Secondary Education	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Location of the building • Spacious building infrastructure • Experienced staff, • Competitive system of registration, conduct assessment & certification of student • Delegation of Powers to decide matters • Autonomous body • Research cell in BISE • Sufficient Financial resources • Financial benefits to employees • Required equipments available • Empowered committees to decide the matters • Coordination between staff • Organized computer lab • Healthy internal environment • Computerize examination and result system • Cooperation of high ups • Four sub branches of BISE at Loralai, Khuzdar, DM Jamali, Turbat • Affiliation of all schools and colleges of the province 	<ul style="list-style-type: none"> • Weak distribution of question papers throughout the province • Untrained supervisory staff in examination hall • Unable to conduct transparent examination • Not having strict supervision of examination center • Lack of communication • Lack of exam center in the Province • Poor performance and lack of interest in Research • Lack of appreciation for committed examiner • Lack of research based paper making and examination system • Lack of attention in examination by super staff • Deficient system of examination, text book oriented no link with curriculum (Non Standardized) • Research cell non functional • Lack of IT resources (human) • Insufficient ministerial staff • Lack of continuous professional development training • Weak communication system • Lack of publication • Examiners not certified • Government avoid the merit in appointment • Permanent BISE staff not promoted to principal positions • Misbehavior with superintendent • Poor reputation among the students parents and schools • Lack of feed back • Non availability of trained staff for assessment of papers • Non availability of banks in remote areas of province to store up question paper • Directorates do not demand quality exams

	<ul style="list-style-type: none"> • Insufficient of resources
Opportunities	Threats
<ul style="list-style-type: none"> • Few Trained staff, teachers and head teachers • Well qualified teachers • Text books based on curriculums 2006 • Schools and colleges support for provision of expert teachers • Available resources • Few sincere supervisory staff • Experienced teachers • Proper use of its authorities being autonomous body • Availability of paper setters • Availability of examiners and sub examiners • Government support to ensure availability of examination centers • Availability of syllabus and scheme of studies • Civil society mobilization • NGOs, Donors, Partners • Balochistan academy for college teacher training • Availability of syllabus scheme of studies • 18th amendment and curriculum 	<ul style="list-style-type: none"> • Law and order situation • Political influence • Political backing to internal Union • Interference of teachers union • Conduct of exams in remote areas where no banks and post officers are available • Insufficient Examination halls • Pressure of prominent people • Involvement of teachers and professors associations through blackmailing at the time of conduct of examination and paper making • Relationship between the examiner and candidate • Insufficient security outside the examination hall • Personal interaction and cheating support • Parents ambitions • Transfer posting • Inexperienced supervisory & paper setter staff • Improper allocation of skilled and qualified examiners • Law and order position throughout Balochistan • Alarming interference of teachers and professors unions in the internal affairs of BISE • External O & level exams • Social acceptance of cheating

Balochistan Textbook Board	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Ordinance 1977 provides authority to develop all the learning material • Provincial autonomy after 18th amendments • Qualified and experienced Human Resource available i.e. Subject Specialists • Development of textbooks from Katchi to 12 i.e. from Manuscript Preparation to Text Books Development, Curriculum, Printing & Publishing • Control on pricing of textbooks • Good reputation • Physical Resource available • Conducive Learning Environment 	<ul style="list-style-type: none"> • No publisher, writers, professional meetings and far away from marketing/ publishers/ printing press etc • After 18th amendments missing factor is MoE due to which nobody identifies to approve the textbooks developed at provincial level • Shortage of platform/ manpower (Master Trainers) <ul style="list-style-type: none"> ○ Need more experienced S.S.S ○ Director Humanities, Director Sciences, Editor in chief, Director Procurement ○ Research cell ○ Librarian ○ Advance computer cell (E. Textbooks) • No parameters adopted for feedback from schools/ colleges (lack of mechanism of feedback) • Lack of up-gradation, redevelopment and storage of pre-press material as well as there is lack of mechanism of check and balance of pre-press material • Non professional approach • Lack of digital/ soft version of developed material • Lack of control on sale textbook (new policy) • Lack of public dealing • Lack of trainings and Workshops • Lack of Career Growth • Geographical Location (Law &

	Order Situation)
Opportunities	Threats
<ul style="list-style-type: none"> • Provision of textbooks under 2006 curriculum • 18th amendments: more independence – Quality Textbooks in collaboration with BoC, Publisher • Provision of opportunities to linkup all the stakeholder on a single platform of cooperation • Technology, development and innovation • Amputation of financial constraints • Competition with other TBB & Private Publishers – Professional Growth • More chances of Capacity building with the assistance of Government (BoC, PITE and PPIU), Donors agencies and Development Sector. • Close coordination with other related Organizations e.g. BoC, PITE, PPIU etc. 	<ul style="list-style-type: none"> • Private sector unable to meet the challenges of developing new manuscripts of phase 1 & 2. • Undo interference converting merits of 18th amendments to demerits • Lack of coordination among stakeholders • Non-availability of new technology and skilled staff • Lack of healthy environment for resource center • Provision of inadequate budget and not timely • Political influence: Policy sustainability • Adjustment of Left-over stock of Text books by Dir – Schools • Lack of coordination amongst related organizations e.g. BOC, PITE, PPIU etc • Pressure groups, associations, Unions interference • Dissuasion of locally developed Text books.

Provincial Institute of Teacher Education	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Qualified and experienced Human Resource available i.e. Subject Specialists • Physical Resource available (library, science and IT labs, TRC, conference room, ECE room, classrooms, admin block, faculty block, gardens, multipurpose auditorium, vehicles, SEC building, networking, store rooms, electronic equipments, AV Aids etc, 12 ToT Centers • Sound reputation among donors (ESRA, UNICEF, BEF, ED-Links, CIDA, IDSP, IDO, SCSPEB, STEP, Pre-STEP, SEHER, Governor package, UNESCO, PEAC, NEAC) • Pre and in service training programs (BS.Ed, F.Ed, Diploma in education, pilot testing, professional development through Middle School Project) • Pre and post review / feedback of training • To develop training material, develop Urdu and Mathematics text books for non formal education and to develop assessment and training need assessment tools. • Professional development for elementary teachers to support content, knowledge and instructional strategies to teach. 	<ul style="list-style-type: none"> • Inactive ToT centers • Lack of coordination with BOC, PITE, GCETs • Short of involvement in curriculum design • Lack of awareness of new training programs • Lack of coordination among BTBB, UOB, SBKU • JDs not documented • Lack of coordination among P.I.T.Es • Orientation and guidance for new recruits • Lack of mechanism for professional and posting at PITE (subject wise appointments) • Lack of financial budget from Govt. PITE totally depends upon donor agencies , no grants / budget from Government • No scholarship program for PITE faculty for their professional development • Lack of staff members specifically of the subjects (English, Mathematics, Science) • Lack of professional support to new faculty members in the form of peer-coaching, mentoring, and

	<p>reflection.</p> <ul style="list-style-type: none"> • Lack of research environment in the institute where faculty members can develop and sharpen their research skills • Lack of documentation of various experiences obtained by faculty through various training for future planning. • Lack of co-ordination among main stakeholders for improving the quality of education in the province through in-service teacher training programs. • Lack of impact studies of various training programs on students' learning outcomes. • Security problem / law and order situation
Opportunities	Threats
<ul style="list-style-type: none"> • Through various intervention programs, the faculty members have the opportunity to further enhance their professional capacity. • Donor agencies funding • 18th amendment : more independence • Faculty members visit various institutes of the country for their capacity building through various intervention programs. • The administration and faculty develop their professional capacity through interaction with various 	<ul style="list-style-type: none"> • Short lived donors driven programs • Communication gap (community, higher authorities, faculty) • Law and order situation • Location of the institute by itself is a serious security concern for the administration and faculty • Due to competition in the market, the professional qualification of the faculty of the institute may be a serious concern in future • No criteria for the selection of trainees at district levels

<p>intervention programs.</p> <ul style="list-style-type: none"> • Several faculty members availed foreign and national scholarships for their capacity building and some members are leaving abroad for their capacity. • The institute also improves its infrastructure through various intervention programs. For example, a new and sophisticated computer lab will be established with the support of CIDA. 	<ul style="list-style-type: none"> • Political pressure • No link with deeni madaris (Iqra Rozatul Atfal)
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SWOT Directorate of Schools	
Strengths	Weaknesses
<ol style="list-style-type: none"> 1. Coordination with district offices and govt. 2. Planning and development for future 3. implementation of policies and initiatives 4. Provision of facilities to schools and district offices 5. Effective financial budgeting to district administration 6. Well organized and furnished directorate 7. Centralized, provides hub for administration 8. Large number of trained, qualified and veteran officers, ministerial staff and other facilities at provincial, divisional and district level can work as back bone for district 9. Management 10. Audit and accounts 11. Check & balance 12. Situated in the heart of city thus approachable for all 13. Training wings 	<ol style="list-style-type: none"> 1. Lack of punishment / reward 2. Lack of SoPs / awareness 3. Lack of ministerial and administration post 4. Lack of planning & management trainings 5. Untrained staff 6. Lack of monitoring system and there is no evaluation 7. Lack of computers and stationery 8. Non availability of proper building 9. No budget for development 10. Non punctuality, irresponsibility, lack of cooperation and Absenteeism of directorate staff 11. Lack of delegation of power 12. Power centralized 13. Lack of Good governance 14. Missing data 15. Lack of missing facilities 16. Paucity of budgets 17. Non existence / out dated proper job description of staff 18. Huge work load 19. Proper implementation of rules

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<p>14. Time to time monitoring and right information can be collected from officers and institution</p> <p>15. Human resource</p> <p>16. To control, supervise and monitor all the academic, administrative, financial activities of education department,</p> <p>17. To assess the secretariat</p> <p>18. To respond all education emergencies</p> <p>19. Service matter of all employees</p> <p>20. Rules and regulation</p>	<p>and regulations</p> <p>20. Unavailability of mobility facilities</p> <p>21. Problem of textbooks,</p> <p>22. Non, less coordination of BISE, BoC and others</p> <p>23. Sophisticated communication</p> <p>24. Abysmal & Old System</p> <p>25. Lack of resources</p> <p>26. Worst and bias policy and planning</p> <p>27. Offices of Associations</p> <p>28. Proper record keeping and filing</p>
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Directorate of Technical and Vocational Education	
Strength	Weakness
<ol style="list-style-type: none"> 1. Govt Vocational Institute for Male/Female 2. Training facility in 28 different trades 3. Nationally and internationally training staff 4. Promotion of staff, defined process (supportive rules) 5. Curriculum development in supported by nationally 6. Teaching and training material 7. Building 8. Trained instructors 9. Machines (sewing material, computer and beautician) 10. Pick and drop service 11. Staff(admin and information) 12. Availability of Trainees hostel 13. Short courses 14. Training in 28 technology 15. Trained staff available 16. Trade Testing Board 17. Staff Training Institute 18. Courses for private sector (NGOs) 19. Arrangement of different level training courses 20. Short courses on public demand 21. Experienced staff 22. Affiliation with other govt and non-govt organizations 23. Regular instructor and shop assistant courses (TTCs, VTCs etc) 24. Advance up-graded courses 25. Existence of formal chain of command 26. This certificate is also utilized for over-seas jobs. 27. Availability of desired equipment for any vocational skill 28. Opportunities available for the training of staff or time to time staff training 29. Approved & systematic way of 	<ol style="list-style-type: none"> 1. Weak correspondence system 2. No follow up study pass-outs 3. Use of internet is not frequently accessible 4. Training cost is very low per training 5. Not interested in field 6. Political interference/ system 7. Less training material 8. POL/ utility charges 9. Low level knowledge skill of staff 10. Replacement of machinery/ equipments in line with changes 11. No technical coordination between staff 12. Delay in receipt of information about foreign training 13. Training cost _____? 14. Hostel facilities (missing facilities) limited buildings 15. No stipend for trainees 16. Lack of follow up of trained individuals 17. We don't have resources to enroll women throughout Balochistan 18. Non functioning employment exchange cell 19. Non availability of modern training in the remote areas if Balochistan 20. Provision of transport pick and drop of students 21. Lacking of master trainers in modern trade i.e. CNC, CLC, Auto CAD, ind: Electricians etc 22. No system to gain knowledge about modern development 23. Availability of trained staff 24. Lack of funds 25. Limitation of trades 26. Lack of inter provincial tours and trainings 27. Personal likes & dislikes prevail 28. Lack of coordination between our centers etc

<p>examination + conduction & certification</p> <p>30. Systematic and cognitive approach towards problem solving</p> <p>31. Provision of recognized certificate</p> <p>32. Special attention is paid to women</p> <p>33. Maximum fields are (vocational) are covered</p> <p>34. Own infrastructure + building</p> <p>35. Expanded throughout the province</p> <p>36. Trained instructional staff (national and international)</p> <p>37. Certification of formal, informal (non-formal)</p> <p>38. Sufficient staff</p> <p>39. Course offered in multi-language alongwith material</p>	<p>29. Lack of proper check and balance and monitoring & evaluation</p> <p>30. No proper tools/methods to expose our self nationally & internationally</p> <p>31. Cronyism/nepotism</p> <p>32. Lack of interest prevail</p> <p>33. Delayed official process</p> <p>34. Non-availability of sufficient funds</p> <p>35. No links with factories and informal sector</p> <p>36. Shortage of raw material</p> <p>37. Syllabus not developed up to market demand</p> <p>38. Machines/tools out of order</p> <p>39. Non-availability of research courses</p> <p>40. No training facility for female in remote area</p> <p>41. Rules and regulation system</p> <p>42. Lack of marketing of available facilities</p> <p>43. Lack of research mechanism</p> <p>44. lack of interest during training (instructional staff)</p>
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Opportunity	Threats
<p>1. We can arrange to provide vocational training in all fields</p> <p>2. Ask authorities for funds</p> <p>3. Expansion of training field trade</p> <p>4. Act of survey officers</p> <p>5. Affiliation with foreign organizations</p> <p>6. Seeking foreign assistance</p> <p>7. Training centers, schools hospitals</p> <p>8. Marketing place hotel</p> <p>9. Easy job seeking of trained individuals</p> <p>10. Collaboration with national, international organization, training provider (Microsoft system)</p>	<p>1. Lack of openness of staff for further training opportunities</p> <p>2. Law and order situation</p> <p>3. No job opportunity</p> <p>4. Appointment system</p> <p>5. Non availability of handsome budget</p> <p>6. Political problems</p> <p>7. Interference of unions</p> <p>8. Disparity in payments of stipend among the institutions</p> <p>9. Govt policies (merging department)</p> <p>10. Political interference</p> <p>11. Loosing of positions in case of merger of departments</p> <p>12. Non sustainability of govt policies and procedures</p>

<ul style="list-style-type: none"> 11. Beauti parlour 12. Linking with vocational training with technical education 13. The institutions can offer practical training to poly tech and engineering graduates 14. Vocational training can be offer to students of Dini Madarsaas 15. Instructor training can be offered to education/ social welfare agriculture and industries departments 16. TTC/ VTCs Can be served as service stations 17. Easy approach to higher authority 18. Link between instructor & private skill worker 19. Availability of trainees 20. Relations with other TTCs and VTCs 21. Raw material available 22. Linking of vocational training with technical education 23. NAVTEC and BTEVTA (Collaboration) 24. Up-gradation of knowledge and skill of staff degree, PHDs national and international 25. Certification, conduction of Exams of prisoners 26. Certification, conduction of Exams of private institutions/ TFWCs 27. Opportunity to link with formal education 	<ul style="list-style-type: none"> 13. Peace, law and order situation 14. Posting and transfer on basis of personal likes and dislikes 15. Refusal of training in related fields 16. Refusal of change (automation, new knowledge, fresh blood) 17. lack of training opportunity for advance trainings
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Directorate of Colleges	
Strengths	Weaknesses
21. Qualified teachers equipped laboratories, big building IT facilities 22. Well qualified staff 23. Infra structure 24. Building approachable 25. Communication 26. Leadership 27. Capable working staff 28. Funds available 29. Management 30. In the building facilities like man power, room auditorium is well equipped 31. Training facilities 32. Well qualified staff 33. Building suitable for all the employees (Accessible, center place 34. Government building 35. cooperation with subordinate 36. community involvement 37. easily approachable to everybody located in center of the city 38. easily approachable 39. Easily accessible 40. Financial well off office 41. Peace full atmosphere 42. Well equipped laboratories 43. Cooperative admin staff 44. Help full in problem and difficulties 45. Trained teaching staff 46. Skilled minds 47. Good reputation 48. Easily accessible opportunities 49. To promote peaceful environment and moral values 50. Strong administrative (director) 51. Accessibility of female in rural areas 52. High qualified staff 53. Availability of infrastructure	1. Political interference 2. No cleanliness & repair of building 3. Liking and disliking in transfer and posting 4. Political influence in college / directorate matters 5. Transfer and posting by political dignities 6. Not cooperation with far flung communities 7. Political problems 8. Not experts provided for the post 9. Political barriers 10. Unavailability of proper training 11. Absenteeism of both teachers and students 12. Lack of friendly environment 13. Communication gap 14. Lack of dignity 15. Political interference 16. Transfer policy 17. Non available funds 18. Shortage of administration & teaching staff 19. Non cooperative society 20. Lack of coordination 21. Use of college building for non educational activities 22. Communication gap between teachers and directorates 23. More likely people more appropriate 24. Unfair transfer policies 25. Political interference 26. Recognition of performance is not awarded honestly 27. Violation of rules and regulations 28. Absenteeism 29. Lack of skills 30. Lack of infrastructure 31. Lack of communication 32. Communication gap

<p>54. Cooperative principal 55. Well maintained building 56. Helpful attitude 57. Financial facilities 58. Well equipped subordinate organization (IT, Lab etc) 59. Infrastructure available in each district 60. Well paid staff 61. Good salary 62. Competent authorities should not be biased 63. Information /reality based staff 64. Director is easily accessible 65. Appropriate staffing 66. No hurdles in working</p>	<p>33. Shortage of staff 34. Absenteeism 35. Gender 36. Strikes 37. Interaction with higher authorities 38. Lack of female staff in directorate 39. Necessary letters not received on time 40. Favouritism 41. Loss of time due to unsuitable political conditions 42. Gap in capacities 43. Financials 44. Process systems need to be improved 45. Lack of leadership 46. Market demands totally ignored 47. Difficulties to deal with systems 48. Hard to deal with non cooperative teaching staff 49. Difficult to bound them for duties 50. Shortage of teaching staff 51. Quota system 52. Lack of competitive strength 53. Behavior and attitude 54. Deficiencies of teaching staff 55. Insufficient space /facilities 56. Lack of competitive strength 57. Behavior attitude 58. financial problem 59. Environmental surrounding problem 60. Lack of trained teaching staff 61. Insufficient facilities 62. Violation of rules 63. bb Use full future generation 64. External political favors 65. Insufficient fund 66. Poor environment 67. Union involvement 68. Proper place for highly skilled officers 69. Not optimal utilization of students moral 70. Self interest approach 71. Follow wrong instructions</p>
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	<p>72. No proper management</p> <p>73. Not working well as per designation</p> <p>74. Pay respects to others should be motto of organization</p> <p>75. Parents Lack of interest</p> <p>76. True selection and appointment</p> <p>77. Favoritism</p> <p>78. Cheating culture in exams</p>
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Policy Planning and Implementation Unit	
Strengths	Weaknesses
<ul style="list-style-type: none"> ✚ Working in the support and agile leadership of Secretary Education (Focal Person) ✚ Having permanent structure / staff both from education and management side in the government set up under direct supervision of Sec: Education ✚ Elaborated infrastructure, equipped and comfortable conference room ✚ Available technical and financial support ✚ expert opinion and expertise is available which increase motivational level of staff ✚ Serving as nucleus for peripheral implementation agencies in development education ✚ Providing platform to the thinkers of education department and relevant people to have a consensus opinion and formulation of policies ✚ Providing facilitation to coordinate between different segments of education to avoid duplication and get maximum output by streamlining and integrating all education intervention ✚ PPIU is a permanent organization having job security 	<ul style="list-style-type: none"> ✚ Over burdened in the face of numerous task and deficient/ low number of staff ✚ Staffing not fully aligned to the heavy mandate to be under taken due to capacity and requisite expertise, moreover the tasking is not adequate ✚ Not any clear guideline / ToRs for the work which ultimately affect on clear cut distribution of work ✚ Whole team is not on same wavelength and mostly the staff members came to know about the activities after the completion of activities ✚ Lack of certain policies planning and implementation unit ✚ Lack of required inputs (resource) to timely meet the objectives ✚ Disturbing/ noisy and unhealthy environment is not supportive for juniors for work, ✚ Issues in data collecting analysis and recording for decision making due to having no adequate expertise ✚ Low capacity of PPIU staff, finance planning and management ✚ Low capacity in understanding proper government development structure and work as training

<ul style="list-style-type: none"> ✚ Having qualified, competent and motivated human resource. ✚ Hard working, serene and cordial environment which leads to positive development. ✚ A different working culture of high standard introduced with supportive environment. ✚ It has delivered an action plan for education sector. ✚ Efficient working system based on IT unlike tedious filing system of govt. department. ✚ Provision of internet and materials (computer, printers, photocopier) are sufficient. ✚ Clear vision and mission ✚ Geographical location is easily accessible ✚ PPIU has advantage of consulting about education programs for a clear roadmap ✚ New unit with new vision so possibilities are endless. ✚ Attracting external funding. ✚ Consolidation of existing educational system ✚ Skilled enhancement programs ✚ Development of future with career policy makers capacity building 	<p>opportunities are insufficient which can enhance existing skills of staff to meet certain objectives And goal</p> <ul style="list-style-type: none"> ✚ Feedback and follow up mechanism of task is not there in the set-up so the activities are not time bound ✚ More coordination, communication, sharing, proper planning and teamwork within the organization is required ✚ Lack of action plan of PPIU on annual basis ✚ Areas of I.T and command over developing plans need attention ✚ Absence of mobility for hand holding and monitoring implementation ✚ Working in isolation ESP with lower tiers ✚ Lack of coordination with other department ✚ Dependent on donor support ✚ Given facility & pay structure is less as should be for the professional of required expertise ✚ Professionalism missing, principle of 6 rights not followed, no dedication regarding work ✚ Lack of career opening for the staff within the organization ✚ Staff engaged on transfer basis can be shifted back to their original positions and high staff turnover. ✚ Not using the modern technology red tropism ✚ If an individual gets capacity/ training what happens if he/she leaves? ✚ Lack of capacity in data collection and analysis and monitoring and follow up at ground level is a barrier and also lacks resource for monitoring purposes ✚ Maintenance of record not
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	<p>properly</p> <ul style="list-style-type: none">✚ Over dependence on leadership✚ Non-availability of transport✚ Newly established organization
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Annex 2: Trainings Imparted by BOC between 1998-2008

Category/ field	1998	99	00	01	02	03	04	05	06	07	2008
SST/pedagogy & content			201	220	340	131	400				
Teaching management					377						
Academic supervision					56						
Managerial training					60						
Teacher educator					44						
Profession development						860					
Methodology to primary teachers				960	1080	2100	1173				
Moualim ul Quran						121	49				
Arabic teacher							80				
Dini madaris teachers							61				
Mathematic SST/JET	528					80					
Mathematic college teacher					25		25				
Master trainer-Science English math				93	60	230	430				
Primary teacher capacity building					3213	629	320	200			
Lead master trainer Eng/Math					33						
Head teacher training					970						
Teaching English to primary and secondary						507		380	790	680	

teacher											
Teaching Eng to elementary college/lab school							25				
Training of college teachers in English & Mathematics					45	44	41				
Master trainer pool at district level in Eng								513			
Science at secondary level	328						744				
Science at middle level					702						
Lab maintenance				428							
Head teacher & Administrator training					460	510					
Empowerment of female teacher				25							
Population Education							64				
Human Rights							941				
Development linkages between private and public partners					50						
Role of NGOs					20						
Joyful learning					550	200	345	105			
Community mobilization								45			
Early child Education						300	400	100			
Mentor teachers					200	120	300	400	229		
Capacity building of teacher resource center						1138	1000				

Life skill training NCHD											
Computer literacy						240	243				
Workshop for mentees/ primary teacher						1200	1200				
Disaster management & psychology											62
in Service Training under PEACE 2004-08											
Assessment & development of question papers							30				
Assessment & development of question papers											
Administrators of national pilot testing											
Test administration in assessment											
Test administration in assessment											
Test administration for conducting National assessment teachers									200		
Item development on competency base									36		
Test administration for conducting Elementary Teachers Provisional									128		

assessment activities											
Test administration for conducting Elementary Teachers Provisional assessment activities										220	
Marking and coding for Urdu Teaches Achievement Test for Grade V											20
Test administration for conducting Teachers base line study in Urdu Math for Grade IV											220

Annex 2: 18th Constitutional Amendment

To be added

Annex 3: EFA Goals and Balochistan

(to be added)

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