The Role of NGOs in Basic and Primary Education in Pakistan

NGO Pulse Report

The Role of NGOs in Basic and Primary Education in Pakistan

NGO Pulse Report

LUMS-McGill Social Enterprise Development Programme

Gulzar H. Shah
Faisal Bari
Nadia Ejaz

The Role of NGOs in Basic and Primary Education in Pakistan

NGO Pulse Report

LUMS-McGill Social Enterprise Development Programme

Lahore University of Management Sciences, Sector U, D.H.A, Lahore Cantt, 54792, Pakistan

© Lahore University of Management Sciences, 2005

First published by the LUMS-McGill Social Enterprise Development Programme, 2005

This project is funded by SEDP through funds received from CIDA

Designed and printed in Pakistan at Versatile Printers, Lahore
13 Lake Road, Lahore Pakistan

Published by
Lahore University of Management Sciences
Sector U, D.H.A,
Lahore Cantt, 54792,
Lahore, Pakistan
Ph: 92- 42-572 2670-9
Fax: 92 42 572 2591-2
www.lums.edu.pk

Contents

Acknowledgments **vi**

Preface **viii**

Chapter 1

Role of NGOs in Primary Education in Pakistan: An Introduction 1
Faisal Bari, Nadia Ejaz, Adeel Faheem

Chapter 2
In-depth Interviews with Key Informants **15**
Nadia Ejaz

Chapter 3
Case Studies on Selected NGOs **21**
Case Study 1: Cooperation for Advancement, Rehabilitation And Education (CARE)
Faisal Bari and Adeel Faheem,

Case Study 2: SABAWON's Work in Hangu District of NWFP
Gulzar Shah,

Case Study 3: The Citizens Foundation (TCF)
Nadia Ejaz

Chapter 4
The Survey Findings: Education NGOs in Punjab **45**
Gulzar Shah

Chapter 5
Stakeholders' Workshop on the Role of NGOs in Primary Education: Findings from the Workshop **59**
Gulzar Shah

Chapter 6
Summary and Conclusions **73**
Gulzar Shah, Faisal Bari, Nadia Ejaz

Acknowledgements

This document was developed and prepared by:

Authors

Gulzar H Shah

Associate Professor, Social Sciences
Lahore University of Management Sciences, Pakistan
PhD, Utah State University, USA
MSS, Utah State University, USA
MSc Punjab University, Pakistan

Prior to joining LUMS, Dr Shah taught graduate and undergraduate level sociology and statistics courses at Idaho State University, Utah State University, University of Utah, and Steven-Henager College of Business in Utah, USA. He has also produced quality research on health care for the State of Utah Department of Health for over five years. Dr Shah's publications have appeared in top international journals of demography, including *Population Research* and *Policy Review*.

Dr Shah's research interests include: Demographic patterns and processes, including sociology of marriage and family; social problems perspectives with special emphais on gender issues, problems related to public healthcare and education, and child labor; methods of research, including survey design; data management and statistical analysis using SAS, SPSS and other statistical packages used in social sciences; and maternal-child health.

Faisal Bari

Executive Director Research,
Dr Mahbub ul Haq Research Center, Pakistan
PhD, (Economics), McGill University, Canada
MA, Oxford University, UK
MA (Philosophy) Punjab University, Pakistan
BA (Hons) Oxford University, UK

Dr Bari started his teaching career at Lahore University of Management Sciences (LUMS) in 1991. He has also taught at McGill University in 1995 and then again in 1997 for short spans. He left LUMS in 2003 to join the Mahbub ul Haq Research Center in Islamabad. Dr Bari has several research publications to his credit, and has presented papers in several international conferences.

Nadia Ejaz

Teaching Fellow, Department of Sociology
Lahore University of Management Sciences, Pakistan
MA, Social Anthropology, York University, Toronto, Canada
BA (Hons), McGill University, Montreal, Canada

In addition to her teaching, Nadia Ejaz has been a gender and equity consultant at the Centre for the Status of Women at York University, Toronto. She was also a research consultant for Kashf, a Lahore based micro-credit NGO for women. Nadia Ejaz was Assistant Editor, Canadian Asian News, Toronto, and Communications Officer at McGill's Development and Alumni Relations Office. In addition she was Assistant Editor for World Wide Fund for Nature, Pakistan. Nadia Ejaz has presented several

Acknowledgements

papers at conferences in Canada, and has written a number of academic papers.

Adeel Faheem

Research Associate
Dr Mahbub ul Haq Research Center, Pakistan
MPhil (Economics), Quaid-I-Azam University, IslamabadMSc (Economics), Quaid-I-Azam University, IslamabadBSc (Economics, Statistics, Mathematics), Forman Christian College, Lahore

Editorial Team

Aqila Zaman	Editor Materials Development, LUMS-McGill SEDP
Iram Nawaz Awan	Web Content Editor, LUMS-McGill SEDP
Saira Chaudhry	Research Associate, LUMS-McGill SEDP

The NGO Pulse Programme would like to thank the following organizations for sharing their photographs with us:

CARE, Children's Resources International, ITA (Idaaara-e-Taleem-o-Aagahi), Sudhar, BLCC, Child Care Foundation.

Preface

This report *The Role of NGOs in Basic and Primary Education in Pakistan* is a publication of Social Enterprise Development Program (SEDP). This CIDA funded project came into being through a collaborative initiative between Lahore University of Management Sciences and McGill University. SEDP's mission is to improve an understanding of the role of the non-government sector, and to strengthen the capacity of civil society organizations through training, research and consultancy services. NGO Pulse, one of the eight key components of SEDP, is primarily responsible for producing a series of research reports on selected themes.

Primary education, a basic human right, is universally recognized as being among the most critical life chances due to its functional importance. The situation of the country's basic or primary level education, as reflected in high levels of illiteracy and innumeracy, is a matter of grave concern. Pakistan has not been able to actualize the much desired targets concerning increase in primary level enrolment and decrease in drop out rates. Consequently, it is imperative to examine the alternatives to public education through the civil society, since the ability of NGOs to bring about social transformation through grass root mobilization is undoubted.

The NGO Pulse team would like to acknowledge CIDA's financial support of the program and McGill's role as an active partner in the entire SEDP initiative. The cooperation of NGOs during various data collection waves for this study, including the in-depth interviews, and the stakeholders' workshop is gratefully acknowledged.

We hope that this study will generate a valuable debate leading to more ideas regarding the role of civil society organizations in primary education through advocacy, service, research, innovation and partnerships with the public sector.

Zafar Iqbal Qureshi, PhD,
Project Director

Gulzar H. Shah, PhD,
NGO Pulse Task Leader



Role of NGOs in Primary Education in Pakistan: An Introduction

Faisal Bari, Nadia Ejaz, Adeel Faheem

Chapter 1

1. Introduction

Primary education has always been an important concern for society and the government. Universal literacy and the success of secondary and post-secondary education depend on how extensive and efficient the primary education system of a country is. Primary education is viewed as a service that must be provided to the populace, irrespective of affordability, and it is generally considered to be the responsibility of the state to deliver primary education. The public sector provision of primary education, like most other services delivered by the public sector, suffers from severe deficiencies in coverage, effectiveness and quality. This chapter introduces the reader to the state of primary education in Pakistan, the existing role of its public sector, and the role that the private sector plays in filling the gaps left by the public sector. It sets the scene for the following chapters on the roles of the private sector in general and non-government organizations (NGOs) in particular.

In section 2 some reasons why primary education is considered to be essential are examined. In section 3 we provide some indication of how Pakistan is performing in the area, and section 4 provides some details on the problems presented by public sector delivery of education. These problems include enrolment and dropout issues, quality of education and infrastructure, and issues of supply and demand. In section 5 we introduce some of the roles that the private sector in general and NGOs in particular are playing in the field of primary education. Many NGOs provide primary education directly in areas neglected by both the public and for-profit private sectors. They also provide support to the public and private sectors in various areas such as teacher training, curriculum development and informal education. Some of these interventions have the potential to alter the landscape of primary education provision in the country. The later chapters of this study will look at these opportunities in more detail.

2. The Importance of Primary Education

By primary education, we explicitly mean the first five years or grades of education, where the age of the child is between 5 to 9 years. In some countries there is a public examination at the end of the fifth grade when a completion certificate gives entry to higher level schools as well as an independent confirmation of the literacy of the child. Whether there is a public examination or not, we will take primary education to be the first five years of education for a child starting at the age of about 5 or 6 years and graduating from primary school at the age of 9 or 10 years.

The literature on education identifies a number of reasons why societies have focused on developing a network for primary education, on achieving hundred percent literacy for their populations, and on ensuring that a significant number of their populace goes beyond the primary level. Broadly speaking, the reasons fall into two categories.

2.1 The right to primary education

Access to primary education is taken to be a basic right of every citizen. All citizens need to be literate to function productively and to make their full contribution to society as well as to realize their own potential. Almost all countries hold the welfare of their citizens as the prime objective for their existence. The citizen is taken to be the end for which the state functions. If citizens are to be treated as an end, their needs and pre-requisites for a good life become part of the package of basic rights that are the foundation of a state or society. Given that, education becomes a pre-requisite for developing the full potential of a citizen and it becomes a prime concern for the state. It should be clear that the argument for basic rights does not depend on the question of the ability of the citizen or even of the state to pay for this education. It depends solely on the perception of the welfare of citizens and what is considered to be necessary to ensure this welfare.

The factors that are considered to be pre-requisites for the self development of citizens are of course not static. They have to be relative to the state of development of the society in question, as well as to other societies around it. They also have to be relative to the state of science and technology of the society. A more scientifically advanced society might require more education and training as a pre-requisite than a society that is less scientifically advanced. But for almost all societies now, primary education is considered to be a definite pre-requisite. Some, though not all, consider middle and secondary education to be necessary too, and Pakistan is moving in this direction.

Following from this concept of relative pre-requisites for societal development in different countries, Adam Smith had a very relative notion of what constitutes poverty. In his times, if a worker did not have a silk shirt he could not show himself in public with dignity. This was poverty for Smith. The same argument is used to justify both the importance of literacy in particular, education in general, and their connection with the state of society to justify how much education should be expected in this pre-requisite category.

Furthermore, at a current insititutional level the Constitution of Pakistan places the responsibility for basic education unambiguously on the State. This is reflected in the principles of policy in Article 37, which states:

"The State shall:
1) Promote, with special care, the educational and economic interests of backward classes or areas.
2) Remove illiteracy and provide free and compulsory secondary education within minimum possible period."

The second principle makes it clear that the Constitution places responsibility for the provision of free and compulsory primary and secondary education on the government. It should also be noted that the provision holds for all citizens of Pakistan, irrespective of race, colour, ethnicity, religion and gender. Furthermore, the first point emphasizes the increased responsibility of the state in offering education to backward classes or areas of Pakistan. This further strengthens the idea that access to education for all citizens is a basic right that they can and must claim from the state and society.

The responsibility for actual provision of education falls on the provinces, and the actual executing agency is usually the local government. All provinces have made primary education compulsory through appropriate legislation, or are working on such legislation. However, the implementation of this legislation remains uneven. The National Education Policy (1998-2010) also envisages universalization of primary education in Pakistan. It has ambitious targets, and if the government is able to achieve these targets most of the work of getting all children of the relevant age in schools would be completed. This will take us a long way in achieving universal literacy eventually.

2.2 Functional arguments for primary education

Traditional models of growth gave education some value, but investments in physical capital were considered more important.[1] The economy was seen in rather simplistic terms. It was assumed that the ample unemployed or under-employed labor in developing countries would automatically turn into industrial labor, as demand for labor in industry went up. Further, it was also thought that this labor would somehow, through the demand and supply framework, equip itself with the relevant skills and education required to work in the industry sector. Hence the prime concern, captured in these theories, was with finding ways to increase the investment and savings rates of the society.

Contemporary work has questioned this view and with sufficient contrary evidence. Both cross-sectional and longitudinal work in growth decomposition show that human capital generates a significant percentage of growth in societies. Investments in human capital, in terms of education and skill acquisition, not only increase the efficiency of production immediately, but also contribute significantly towards generating innovations in processes, products and ways of organizing events.[2] New growth theories, called endogenous growth theories in the literature on growth, point out the very strong connections between education and skills on the one hand and investment and innovation on the other.

In other words, provision of education and skills has positive externalities for the rest of society. Educated persons not only contribute to society by generating more income for themselves and their family, they also contribute to society by increasing the income of all. They provide higher levels of efficiency; increase innovation; and attract more investments in the productive sectors. This makes the case for free, universal primary education on functional terms. A society would like every citizen to contribute to its development. This would benefit all, since the contribution of individuals is not only restricted to them, but benefits others as well. As long as the total benefit of educating an individual is more than just the private return, then public return can be used as an argument for subsidizing education for those who cannot afford it themselves.

There are other public benefits to the spread of education, and especially of education for females. Education is one of the most powerful tools for poverty alleviation. It provides citizens with the ability to enter the productive sectors of society. There is evidence that suggests educated populations have a higher probability of migrating to urban industrial areas when opportunities arise as opposed to uneducated populations. Education, thus, raises the private returns to the general public. For developing countries like Pakistan, which face poverty rates of 30 percent or more in their populace, education can be the most powerful tool for poverty alleviation.

Education also has significant externalities for the political process and the social setup of the country. Pakistan has serious issues related to bonded labor, child labor, and forced labor in rural areas. It still has to deal with issues related to feudalism and extremely asymmetric power relations between people, especially in rural areas. Education can help to fight some of these societal evils.

Education also has strong connections with other social indicators. There is empirical evidence that shows significant connections between female education and population control, lower fertility, better health of children and mothers, better educational outcomes for children and improved habitat conditions. Educated women tend to have fewer children, who in turn will have a higher likelihood of surviving and enjoying better health. They also have a higher likelihood of being educated. Education

[1] Economic Development, 8th Edition. Todaro & Smith, p. 113
[2] ibid, p. 148

allows women to have alternate opportunities for work, apart from the domestic sphere, and it gives them opportunities to generate income which tends to balance power within the household. For societies like Pakistan where gender differences are large and where population control and health/education of children are major concerns, education helps to tackle some of these issues. It is therefore not surprising that society and the government of Pakistan are focusing so acutely on primary education.

3. The State of Education in Pakistan: A Historical Overview

In the light of the arguments above, it can be seen that education has never been accorded the kind of importance that it deserves. This is despite popular pronouncements made to the contrary in every government document of the last fifty plus years. Budgeted amounts for education have traditionally been lower in Pakistan as compared to other countries in the region or other countries at roughly similar levels of economic development. Even these budgeted amounts have not always been spent on education. Primary education has also been likewise neglected. The state of education in Pakistan is represented by Table 1 below:

Table 1 shows that not only is Pakistan's adult (15 years and above) literacy rate one of the lowest in South Asia, much more damagingly, its enrolment rates for primary education also lag behind, and by a large margin. This implies that even in the decades to come Pakistan's literacy rates will be unable to climb rapidly as too many children are being allowed to reach adulthood without literacy skills. The picture is further borne out when we look at the funds that are spent on education. Where other countries spend about 3 percent or more of their GDP on education, Pakistan spends only 1.8 percent of its GDP. The same relationship holds when we look at the education expenditure as a percentage of total government expenditure.

A caveat should be provided here. The expenditures stated above are of the public sector alone. If the private sector spends a lot on education, and if the private sector in education is larger in Pakistan than in other countries, the above numbers might not paint as gloomy a picture as they do. However, the problem is that although the private sector has entered the area of education in a sizeable manner, the effects are still not apparent in the enrolment rates. Furthermore, it should also be kept in mind that most of the private sector schools, barring NGO schools, are run for profit. They tend to serve those who can pay for the service. So they have limited impact on the vast lower-income population of Pakistan. One reason that the responsibility of primary education was given to the state, both in terms of the basic rights issue and on the basis of functional arguments, was exactly that: the state can subsidize education for those who cannot pay for it. So low expenditures on education, despite private sector expansion, remain a major concern for Pakistanis.

The concern is also reflected in Table 2 on the next page. The percentage of children who drop out of school before grade 5 is the highest in Pakistan, and apart from Bangladesh, we spend the least on education. The increase in enrolment rates over the last 30 years has not been enough to match the country's fast growing population, nor has Pakistan made the rapid progress that some of the other countries in the region have made. Pakistan's student-teacher ratios are on the higher side as well.

Table 1:A Comparative Picture of Education

Country	Adult Literacy Rate 2001	Primary Enrolment Rate (net) 1995-2001	Combined Enrolment Rate 2001	Public Expenditure on Education as percentage of			
				GDP		Total Govt. Expenditure	
				1990	1998-2000	1990	1998-2000
Bangladesh	41	79	54	1.5	2.5	10.3	15.7
Bhutan	47	53	33	N.A.	5.2	N.A.	12.9
India	58	89	56	3.9	4.1	12.2	12.7
Maldives	97	99	79	4.0	3.9	10.0	11.2
Nepal	43	66	64	2.0	3.7	8.5	14.1
Pakistan	44	46	36	2.6	1.8	7.4	7.8
Sri Lanka	92	97	63	2.6	3.1	8.1	N.A.

Source: Social Development in Pakistan: Annual Review 2002-03, *The State of Education, SPDC*, Karachi, p. 3

Table 2: SAARC Countries' Indicators of Education

Indicators	Year	India	Pakistan	Bangladesh	Nepal	Sri Lanka	Bhutan	Maldives
Adult literacy Rate (%)	1970	34	21	24	13	77	---	91
	1999	56.5	45	40.8	40.4	91.4	42	96.2
Primary Enrollment (%) gross	1970	73	40	54	26	99	---	---
	1999	100	74	92	113	109	73	131
Pupil-Teacher Ratio (Primary level)	1997-99	48.2	48.43	59.31	38	30	1.4	23.43
% of Children dropping out before grade 5 (1995-99)	1995-99	48	50	30	56	3	14	2
Public Expenditure on education (as % of GNP)	1970	2.3	1.1	0.6	0.4	3.8	---	---
	1999	3.2	2.7	2.2	3.2	3.4	4.1	6.4

Source: *Human Development in South Asia* (2001), Mahbub ul Haq Human Development Center, Islamabad

Almost every government education plan, starting from 1947 onwards has had universal primary education as a target, and all these plans have been quite ambitious. Table 3 on the next page provides the details on these plans. It is interesting to note that in most of these plans and strategies, the majority of the operational and managerial issues behind how to execute the plans have been ignored. The government has been more concerned about setting the right targets, but has not been very effective in ensuring that these targets are being achieved. It is also interesting to note that the issue of female education has not been mentioned before the 1972 Educational Conference. Table 4 on page 6 provides details of when the government was expecting to achieve universal primary education, and presents very clearly, how it has failed to achieve its targets.

The First Plan envisaged that Pakistan would reach universal primary education by 1975, as did the Second Plan and the Eighth plan which targeted the year 1998. The enrolment rates for 2001 are provided above. We will discuss enrolment rates at a provincial level later in the chapter. It will show that the overall rates hide a lot of regional and gender based diversity. So getting to the universal target may not be as easy as it looks through the gross primary enrolment rates provided in Table 3.

4. Major Constraints

Primary education in Pakistan faces a number of severe constraints which not only prevent it from reaching 100 percent enrolment, but also leads to high dropout rates and the provision of low quality education. These factors relate to the public sector to a large extent. We need to understand these aspects in detail before we can look at the role that NGOs can and are playing in the area of primary education. The next section looks at these impediments in detail.

4.1 Low-income households

Probably the most important impediment to the universalization of primary education in Pakistan is the low income and relative poverty of a large number of the target population. There is significant empirical evidence that shows a positive correlation between income and educational attainment, and income and primary enrolment. In other words, families in higher income quintiles have more children enrolled in schools than families in lower income quintiles. The government also estimates that 33 percent of the Pakistani population lives below the poverty line. Most of the poverty is in the rural areas. The family size amongst the poor and rural population is also higher on the average, as compared to higher income groups and city dwellers. This implies that many of our target group, children between the ages of 5-9, will make up the disadvantaged groups mentioned above. The chances of a female child from a poor rural household going to school, finishing primary education and studying further are very slim.

Analyzing the above, keeping in mind the supply and demand laws of economics, we can say the following: On the supply side we know that children in rural areas must, on the average, travel longer distances to get to school and that the physical infrastructure of schools in rural areas is deplorable. In addition, the quality of teachers is also poorer. This results in poor quality education. On the demand side poverty makes it difficult for parents to afford even the minimal fees

Table 3: Historical Review of Educational Policies and Targets

Policy	Targets	Strategies
1947 Pakistan Education Conference	Free and Compulsory Education UPE within two decades by 1967	• Free and compulsory • Levying a special tax to finance primary education. • Primary School Age Group between 6-11 years • Encourage the private sector to open primary schools
1959 National Education Commission	UPE within a period of 15 years by 1974	• Compulsory and Universal Primary Education • Compulsory religious education • Female teachers for primary education • Resource mobilization for additional funds
1970 The New Education policy	Universal Enrolment up to class V by 1980	• Attractive schools to eliminate drop out • Rapid expansion • Emphasis on female enrolment • Female teachers for primary education
1972 The Education Policy	UPE for boys by 1979 for girls by 1984	• Free primary education • Priority to rural areas • Emphasis on female enrolment • Standardized low cost school building.
1979 National Education Policy	UPE for boys by 1986-87 for girls by 1992	• Rapid expansion of female education, opening of mosque and mohalla schools efforts to reduce drop-outs
1992-2002 National Education Policy	UPE through community participation 100% participation by 2002 Restructuring the existing education system	• Training and recruiting new primary teachers. • Active participation of community for UPE • Special program to retain female students • Provision of special Federal Fund for Primary Schools
1998-2010 National Education Policy	Enhancing participation rate from 71% to 90% by 2003 and 105% by 2010 Reduction of disparities by 2010 Opening of 45,000 New Formal Primary Schools	• Revision of service structure of teachers • Uniform curricula for public and private • Political will for objective achievements and resource mobilization of primary schools • Free and Compulsory Primary Education Act shall be enacted and enforced in phased manner • Revision of the examination and assessment system

Source: Khawaja and Hussain, 2003

Table 4: Target Dates Set For Universal Primary Education

Plan	Target date
First Plan (1955-60)	1975
Second Plan (1960-65)	1975
Third Plan (1965-70)	1980
Fourth-Plan (1970-78)	1979 (boys) 1984 (girls)
Fifth Plan (1978-83)	1987
Sixth Plan (1983-88)	1988 (boys) 1992 (girls)
Seventh plan (1988-93)	1993
Eighth Plan (1993-98)	1998

Source: Khawaja and Hussain, 2003

Table 5: Primary Level Enrolment Rates

Years	Enrolment Rate Punjab			Enrolment Rate Sindh		
	Male	Female	Total	Male	Female	Total
1975	57.8	32.9	46.0	52.2	23.2	38.3
1980	54.5	34.1	44.8	58.2	25.5	42.3
1985	63.3	39.9	52.1	63.6	28.7	46.5
1990	74.1	53.8	64.3	63.7	20.8	42.9
1995	80.7	63.1	72.2	87.2	49.4	69.0
2001	86.1	71.2	78.9	73.4	50.0	62.2
	NWFP			Balochistan		
Years	Male	Female	Total	Male	Female	Total
1975	68.6	22.3	46.3	29.7	9.0	19.6
1980	89.9	20.5	46.1	30.7	8.0	19.6
1985	73.0	21.4	48.2	44.0	13.8	29.6
1990	93.9	27.9	62.1	59.9	19.9	41.2
1995	90.9	47.3	69.8	67.0	28.6	49.6
2001	100.1	60.9	81.3	65.4	47.8	57.6
	Pakistan					
Years	Male	Female	Total			
1975	56.6	27.8	42.8			
1980	56.2	28.5	42.8			
1985	63.7	32.9	48.9			
1990	73.7	40.0	57.5			
1995	82.9	55.6	69.8			
2001	83.9	63.5	74.2			

Source: Social Development in Pakistan: Annual Review 2002-03, *The State of Education, SPDC*, Karachi, p. 212

"...one in four children in the 5-9 years age group is still out of school..."

sometimes charged by public schools. Often, where explicit fees are not charged, the cost of books, uniform and other hardware can be prohibitive. Further, the time that a child needs to spend in school is sometimes too costly for parents to spare. When a child must stay home and look after siblings or do housework to help the mother, or do housework while both parents are out for work, the time away is far too costly.

The government has tried to address these issues through various schemes, but as the numbers above show success has at best been partial. The government has made primary education free, it has tried to experiment with informal schools to allow flexible timing arrangements, it has tried to provide books and other supplies free, and it has also experimented with paying students a stipend, provided they keep their attendance above a certain limit. But it is felt that the government is not the right channel for such micro initiatives. These require a more grass-roots presence, an area in which community groups and NGOs can excel beyond the abilities of governments. This is one place where NGOs clearly have a role to play. The theme is explored in more detail throughout the report.

4.2 Enrolment rates

Primary enrolment rates have grown significantly over the last 25 years, but they have yet to reach the 100 percent mark that Pakistan has committed itself to through legislation as well as promises made in its Constitution. Furthermore, there are significant differences across gender, and across provinces in enrolment rates as well as in the gains that have been made in these regions in the last two and a half decades. We need to look at these in more detail as they are important in understanding some of the problems that primary education faces in the country. Table 5 gives some of these details.

As shown in Table 5, the enrolment rates have grown impressively over the last 30 years but the overall primary level enrolment rate is still around 74 percent. This means that one in four children in the relevant age group of 5-9 years is still out of school. We can also see that there is still a significant gender gap that exists. Where 83.9 percent of boys of the relevant age are in schools, only 63.5 percent of the girls are formally enrolled.

Table 6: Total Enrolment in Private and Public Schools

Year	Public Schools			Private Schools			Grand Total	Growth Rate (%)
	Boys	Girls	Total	Boys	Girls	Total		
1993	7329739	3896447	11226186	800000	700000	1500000	12726186	
1994	7300545	4222760	11523305	933000	832000	1765000	13288305	4.42
1995	7617864	4731235	12349099	1008000	907000	1915000	14264099	7.34
1996	7736894	4713666	12450560	1088000	988000	2076000	14526560	1.84
1997	7468604	4606516	12075120	1770430	1549446	3319876	15394996	5.98
1998	7410259	4672670	12082928	2655645	2324169	4979814	17062742	10.83
1999	7424885	4208059	11632944	4294840	2241630	6536470	18169414	6.49
2000	7722844	4757622	12480466	4380737	2286463	6667200	19147666	5.38
2001	7540396	4889377	12429773	2701922	2004046	4705968	17135741	-10.51

Source: *School Education Statistics (1992-93 to 2000-01)*, Academy of Educational Planning and Management

There are significant differences in provincial achievements as well. Punjab has been able to raise enrolment rates, and to reduce the gender gap significantly. On the other hand the gender gap continues to be large for all the other provinces. Balochistan still has the lowest level of enrolment for both boys and girls. It has however, managed to reduce the gender gap significantly. This is interesting to note since Balochistan has a very traditional society with strong social and societal structures that do not allow women access to a public role on a large scale. It is also a society that maintains a strong tribal presence and control over social life. If the province can show such progress in 25 odd years, this bodes well for the future.

The enrolment numbers for boys in public schools has not changed by much in the last decade. There has been some growth in the number of girls enrolling in public schools, but the numbers are dwarfed, in growth rate terms, by the number of boys and girls enrolling in private schools. Over the 1993-2001 period, the total increase in public school enrolment has been 10.7 percent, where the growth in boys' enrolment has been 2.87 percent and the growth in enrolment for girls 25.5 percent. This is of course in line with the government objective to remove gender disparity and to encourage more girls to enrol. However, it also shows that over the decade the government has tended to neglect the issue of boys' enrolment. If the overall enrolment rates for Pakistan were very high one could argue that since most boys were already in school, the above trend is not a bad one. But since that is not the case, and the enrolment rates for boys also, are not close to 100 percent, Pakistan needs to lay more emphasis there too. The increase in the number of children, boys and girls, in private schools is more than 300 percent over the same period.

4.3 Dropouts

Not only are enrolment rates low for primary education in Pakistan, the dropout rates are also very high. Dropout is defined in terms of the percentage of students who, after enrolment, are not able to finish primary school. In 2001[3] only 45.3 percent of the children who enrolled in class I continued till class 5. 49.4 percent of the boys reached Class 5 and only 40 percent of the girls made it that far. The gender gap continues to exist in dropouts too. It is important to grasp the gravity of the situation here. We are not yet talking of the quality of education, we are still working with the number of students who make it to the final year of primary education. So out of 100 children, if 75 enrolled, and only 45 percent reach class 5 that means that out of the original 100 only 34 reached class V. If we add dropouts at the secondary and higher levels as well, one can see why the state of higher education, the quality of labor and the skill level of labor in Pakistan is so low.

Dropouts also tend to vary significantly across the provinces. For Punjab, again for 2001, the overall percentage that reached class 5 is 40.6 percent, where the male percentage is 46.8 and female is 34.1 percent. For Sindh the overall percentage is 43.8, male 42.5 and female 46.5. NWFP overall is 69.3, male 73.2, female 62.5. Balochistan overall is 40.9, male 39.6, and female 43.2 percent. So NWFP seems to be faring better than other provinces in retaining its students till class 5. A detailed study of the province may provide help to the rest also. Punjab and Balochistan seem to be doing the worst. But since Punjab has higher enrolment rates, on the whole it is doing somewhat better than Balochistan. It is also interesting to note that for both Sindh and Balochistan, girls are more likely to finish primary school when compared to boys. Rural Sindh and Balochistan are very traditional societies, so this seems to suggest that it is not only traditions that are at work, and that there are other factors also that might be even more important in explaining both enrolment rates as well as dropout rates.

4.4 Supply of schools and teachers

For the year 2001 there were 154 primary level children (aged 5-9) for every primary school available. Boys were relatively better off in terms of children to school ratio as there were 112 boys for every boys' school as compared with 257 girls for every girls' school. As with other statistics, there is significant variation across the provinces inthis respect too. Sindh has the most asymmetric distribution with respect to

[3]Social Development in Pakistan: annual Review 2002-03', *The State of Education, SPDC*, Karachi p. 214

gender. It has 119 children per school on the average, and there are only 74 boys per school, as compared to 374 girls per school. Clearly for Sindh, there is a need for more primary schools for girls. For all other provinces as well, the number of female children per school is larger than that of male children, but the asymmetry is not as stark as in the case of Sindh.

Whether the existing schools are functional or not is another issue that needs to be borne in mind. An interview with the Chief Economist of the Planning and Development (P&D) Department of the Government of Balochistan revealed that according to their estimates 1,200 schools were lying vacant across rural Balochistan. Further enquiries with NGOs and other specialists revealed that though a lot of these schools had most of the infrastructure, they were empty due to other problems. One commentator said that these were called minister schools as these schools had been built on the recommendations of ministers and other influentials but without taking into account strategic issues like distance from the population, the necessity of a school in the area, accessibility, availability of water and availability of electricity.

There is also the phenomenon of ghost schools in Pakistan. These are schools that exist only on paper. Money may have been released for their construction and some teachers may be drawing salaries against notified posts, but the school may actually not exist on the ground. Officials may have pocketed the money released for construction, and individuals may be getting a regular payment as salaries of staff. Surveys done in the Punjab about five years ago, with the help of the army, revealed a significant number of such schools in the province. Since then, there has been some check on schools but it is unlikely that the problem has been addressed fully as yet.

There were 40.6 students per primary school teacher in Pakistan in 2001. This number has been hovering around this level for quite some time. The highest student-teacher ratios are for Balochistan, where there were 62 students per teacher, with the following breakdown: 66.7 boys per teacher and 55.4 girls per teacher. This is clearly very high and points out the significant supply constraint, as far as teachers are concerned, in Balochistan.[4]

The ratio of population aged 5-9 per primary school teacher is of course much higher, and clearly points out the fact that if Pakistan wants 100 percent primary level enrolment, it needs more primary level teachers as well as teacher training for primary level teaching.



Children are busy in building a model of a school with wooden and pattern blocks in an activity related to their Urdu and Pakistan Studies Syllabus.

There were 55 children per primary school teacher in Pakistan in 2001. The number is much higher for Balochistan and the Punjab. For Balochistan we have only one teacher for every 108 children, and only one female teacher for every 116 females. In the Punjab the ratio is 63 children per teacher.

As with the earlier issue of whether schools are functional or not, here the issue is whether the teachers show up for classes or not. Since public school teachers are government employees and cannot be hired or fired by local authorities or parents of students, and they can only be disciplined by provincial departments, absenteeism of teachers is a major problem. According to NGOs interviewed, there are schools in rural Balochistan and other rural areas of Pakistan where the appointed teacher has not gone to the school for up to three years

4.5 Physical infrastructure

"A review of the physical conditions of public schools shows that 16 percent of them are without a building, 55 percent without a boundary wall, 79 percent without electricity, 44 percent without water and 60 percent without a latrine."[5]

Research also shows that availability of physical facilities including drinking water, electricity, boundary walls, toilets, furniture, playgrounds, libraries and dispensaries has a very significant positive influence on the performance of students and their achievement levels.[6] With a boundary wall, security levels are much higher. This is especially important for girls' schools, rural areas and traditional societies. Schools without buildings have to be operated underneath trees and in the open. The vagaries of weather

[4]In our interviews with education sector NGOs in Balochistan, reported in Chapter 2, this point is brought out by both NGOs. One said that they were bringing in teachers from the Punjab to deal with the situation, while the other said that they had to compromise and sometimes employ non-matriculate teachers, who were then given incentives to clear their matriculation examination within a period of two years.
[5]For details see: 'Social Development in Pakistan: annual Review 2002-03', *The State of Education, SPDC*, Karachi, page 16, Box 1.1.
[6]A Study on Comparing School Performance to Understand Which Schools are Doing Better by Assessing and Comparing Quality of Education", Academy of Educational Planning and Management, Ministry of Education, Islamabad, (2003)

is one factor contributing to low achievement and high dropout rates there. Lack of furniture forces students to sit on the floor, and sometimes the floors are uncovered. This too, for obvious reasons such as comfort, hygeine and distraction, does not help learning.

4.6 Quality of education

The quality of education in public schools, for reasons stated above, is quite poor. Even government conducted surveys[7] show that the quality of education imparted in public schools is poorer in comparison to NGO run schools and private schools. The quality is also poorer in rural areas compared to urban areas. Public sector students perform poorly in standardized tests; they perform poorly even in state conducted examinations, and they do very poorly in mathematics and English language. The elite private schools in urban areas set the standards in this regard, but even the non-elite private schools are, on the average, better than public schools. Given the issues, in the next section we look at the role of the private sector in primary education in a detailed manner.

5. Private Sector in Primary Education

5.1 Filling the gaps between supply and demand: the role of the private sector

The above discussion about the role of the government in providing primary education makes it abundantly clear that there are significant gaps between the demand and the supply of such services. In addition, there is a sharp discrepancy between the developmental needs of the country and the capacity of the state to deliver, both in terms of the quantity and the quality of primary education. These gaps exist despite constitutional pressures on the government, the demands of donor agencies which are setting pre-conditions to their funds, and the government's commitments in terms of some major international treaties signed by it. The latter include the Dakar Declaration, the Universal Declaration of Human Rights (1948), Convention on the Rights of the Child (1989), and the World Declaration on Education for All (1990).

5.2 A historical overview of primary education in the private sector

While considering these gaps between the supply and demand of primary education in Pakistan, it is important to bear in mind that these gaps did not appear overnight; rather they have existed in one form or another since Pakistan gained independence in 1947. Against this background, the private sector (for-profit as well as non-profit) has played an important role in bridging these gaps, though the nature and extent of their interventions has, of course, varied over time.



Children are learning math by using 'Base Ten' and 'Pattern' blocks (activites include the methods of addition, subtraction, multiplication and fraction etc.)

Before analyzing some of the prominent dimensions of this private sector, this section will briefly sketch its history in Pakistan.

According to Fayyaz Baqir (1998), a long tradition of community work in education has existed in the subcontinent. This traditional system tried to provide literacy to men and women in the villages and urban areas. He elaborates,

> "This system of […] literacy, based on the concept of voluntary work and self-help, was not then known as NGO work and was much larger in scale compared to present NGO initiatives."[8]

He identifies eight different kinds of schools at the time of British colonial rule: Pathshala schools, Chatshala schools, Gurmukhi schools, Sanskrit schools, Arabic schools, Persian schools, Quran schools, and special schools for the merchant class. These school types were, no doubt, diverse both in terms of the management of the schools as well as the different local contexts in which they operated. However, three main components acted as cross-cutting themes of these traditional schooling models: i) the local community was responsible for selecting and providing the site for the school as well as for financial support of the teacher; ii) permanent arrangements for financial support of local teachers through a variety of means, including allotment of plots for the schools, presents and gifts for the school teachers, creation of endowments for education, and provision of a share in the village crop; iii) teaching others as a moral responsibility of every educated person.

From the 1850s onwards however, this traditional system of community schooling began to decline, not the least due to the new policies of the British who had a different vision of modernization for the education of the 'natives'. Baqir notes, for instance:

> At the time of British annexation of Punjab, village tax collected from each village was used to cover the salary of three village functionaries: the lumberdar, the chowkidar, and

[7] A Study on Comparing School Performance to Understand Which Schools are Doing Better by Assessing and Comparing Quality of Education", Academy of Educational Planning and Management, Ministry of Education, Islamabad, (2003).

[8] 1998, p. 179, Fayyaz Baqir

> the school teacher. The British administration in the Punjab decided to continue the salaries of lumberdars and chowkidars [...] and discontinued the salary of local school teachers, diverting the funds to selected government schools in urban areas for providing 'modern' education. [...] As the source of support for the local school teacher from local resources was now blocked, community-based education system fell apart.[9]

Jumping ahead in time, during partition, the for-profit private sector was the largest in terms of the delivery of education in Pakistan. Table 7 reflects this trend.

Between 1947 and 1972, two new trends emerged. From a previously marginal position, the government became an increasingly important actor in terms of primary and middle education. One source suggests that before 1972, the government owned 93 per cent of primary schools and 88 percent of middle schools. At the same time, the role of local bodies declined significantly during this period and the share of educational institutions managed by them became less than 10 percent in the case of primary and middle schools.

The nationalization of educational institutions in 1972 further interrupted the role of the private sector. With the end of nationalization, however, the private sector resumed its function, so that by 1990, 5,000 educational institutions were being run by non-government enterprises and organizations to provide education from the primary to the university level in Pakistan[10] (Baqir 1998: 178).

While reviewing these historical trends, Andrabi, Das, and Khwaja (2002) remind us however, that little research was carried out on the role of the private sector in education after denationalization. Part of the reason for this was the lack of a population census in Pakistan between 1981 and 1998.[11]

5.3 The situation today

Research in the last few years, however, suggests a substantial growth in the private sector both at the primary level of education as well as at other levels. According to Andrabi, Das and Khwaja, more than 36,000 private institutions in Pakistan attend to the educational needs of 6.3 million children. In 1983 there were approximately 3,300 private primary and secondary schools in the four provinces. In 2000 the same four provinces had over 36,000 such schools, "an almost ten-fold increase in less than two decades."[12] Moreover, a private sector school survey indicates that out of the total private institutions, 66.4 percent lie in Punjab, 17.9 percent in Sindh, 12.3 percent in NWFP, 1.5 percent in Balochistan, 0.9 percent in FATA and 1 percent in Islamabad capital.[13] Overall 39 percent of the institutions are in rural areas and 61 percent in urban areas. This has led experts to suggest that "this rate of private school formation far exceeds the rate of population growth" in Pakistan.[14] Moreover, most of the enrolment in these private schools is at the primary level, accounting for 75 percent of the total enrolment in private schools.

This growth in the private sector reflects, in part, a wider paradigm shift within policy-making circles in Pakistan. Under the influence of recent decentralization in the country and the mounting recognition of the importance of civil society, there is a growing belief that the private sector is capable of providing social services that were traditionally associated with the government. That is, the government is becoming more receptive to the idea of sharing the responsibility of providing basic services to its citizens. Coupled with the fact that historically the government has been unable to fulfill the demand for education in Pakistan, there is now serious debate about how the government sector can provide an enabling environment for the growth of the private sector.

The pressure from international donors and funding agencies such as The World Bank to facilitate the private sector has also played a role in this paradigm shift. For example in its report on Pakistan entitled "Improving Basic Education" (1996), the World Bank expresses the following viewpoint:

> The most important requirement is to provide education of high enough quality that parents believe is worthwhile to send children to school. The public sector must help deliver such education but lacks the implementation capacity to do the job alone. The solution is to form partnerships between the government, parents, teachers, the private sector, and NGOs. Such partnerships can expand service delivery capacity and ensure quality, each partner contributing according to its comparative advantage.[15]

Table 7: Percentage Breakdown of Different Sectors in 1947

	Primary	Middle	High
Government (%)	4	3	9
Private (For-Profit) (%)	43	47	83
Local Bodies (NGOs) (%)	53	50	8

Table 8: Percentage Breakdown Before 1972

	Primary	Middle
Government (%)	93	88
Local Bodies (NGOs) (%)	> 10	> 10

[9] 1998, p. 182, Fayyaz Baqir
[10] Baqir 1998, p. 178
[11] Andrabi, Das and Khwaja, 2002
[12] Andrabi, p. 9
[13] FBS 2001
[14] Andrabi, p. 9
[15] *Improving Basic Education*, World Bank 1996

5.4 Acceptance of NGOs' role and public-private partnerships

There is a growing consensus in Pakistan that public-private partnerships may address key shortcomings within the country's public service-delivery system. More specifically, it has been noted that such partnerships would be better able to address issues of access, equity and quality in primary education.[16] The following sections will elaborate on some of these debates.

5.5 Bridging the funding and delivery gaps

A major reason for the growing acceptance of the private sector on the part of the government is its realization that there is a serious funding shortfall which the government cannot bridge on its own. There are several reasons for this shortfall. Budgetary constraints have already been alluded to in this report. In addition, the government's policy of heavy subsidization in public schooling and its politically motivated hesitation to revise fees structures has reduced its chances of cost recovery. Thus, the goal of universal access to primary education in Pakistan cannot be achieved unless the government takes on other development partners such as NGOs and the for-profit private sector. Such partners can play a crucial role in bridging this funding gap.

The Education Sector Reforms (ESR) 2001-2004, hope to increase the cross-country participation rate at the primary level by 4 percent annually.[17] A sum of Rs 6.324 billion was allocated for the ESR program during 2001-2004. Despite this allocation, it is estimated that the financing gap for the ESR Action Plan 2001-2004 amounts to Rs 0.84 billion for year one, Rs 9.33 billion for year two, and Rs 14.85 billion for year three.[18] The government needs other development partners in order to meet this funding gap which amounts to approximately Rs 25 billion.

In the light of this, the government has taken several initiatives. For example, it planned to contract out 10 per cent (this amounts to 16,000 schools) of its currently established, but under-utilized schools to the private sector/NGOs by 2004.[19] Several incentives were given to motivate the private sector to join such partnerships, such as the provision of free land, utilities such as electricity and sui-gas at concessional rates and the exemption of 50 per cent income tax for private sector institutions and their staff. In response, there has been significant growth in the share of education in the private sector, both in terms of the number of schools, as well as the proportion of children enrolled.[20] According to Andrabi, Das and Khwaja , this has led to substantial cost savings for the government, and has increased participation within the education sector.

5.6 Issues of equity

There is a lively debate about whether or not the private sector has certain features which allow it to provide more equitable primary education in Pakistan as compared to the public sector. In other words, many people have questioned whether public-private partnerships can also address equity issues, in addition to the funding issue discussed above.

In this respect, a key apprehension was that private schools may only cater to the rich urban classes in Pakistan. The government remains skeptical of the ability of the private sector to provide affordable education to the poor; and it remains wary of the profit-seeking motives of a private sector that it refuses to trust completely. The National Education Policy (1998-2010) goes so far as to argue that "The private sector lacks the dynamism to act as a cooperative partner in the policy formation, and often prefers to rely on the permanent crutches of the state subsidies for their survival."[21] Some research has supported this argument about equity by arguing that most of the NGOs in primary education were located in the urban areas of Pakistan (e.g., Baqir 1998).

However, recent research indicates that the expansion of the private sector precludes neither the rural areas nor the lower or middle classes in Pakistan. Building on some of the earlier research carried out by Jimenez and Tan (1985, 1987), Andrabi, Das and Khwaja (2002) point out that, while the majority of schools that existed before 1990 were urban, since then there has been an increase in the rural/urban ratio, suggesting that there have been greater absolute increases in the number of private schools in rural areas:

> While the rural-urban gap still remains, the growth trends showed a marked improvement in rural areas. Contrary to expectations, private schools are not an urban elite phenomenon. Not only are they prevalent in rural areas but they are also affordable to middle and even low income groups.

Elaborating on the issue of affordability, they argue that the strong growth of private schools and the subsequent competition between them has contributed to a restriction of increase in fees. Thus, from this point of view, one way to ensure the availability of private schooling to lesser income groups is through continued competition amongst private schools.

Another aspect of the equity debate relates to how participatory the private model is compared with the public model. That is, how much community participation does the private model allow, especially in terms of School Management Committees and Parent Teacher Associations. According to Shahrukh Rafi Khan, NGO schools have performed only marginally better than government schools in engendering participation.[22]

5.7 Issues of quality

Indicators for quality vary in different studies, and it is not always easy to compare institutions within the private sector since they follow different models of service delivery and management. Comparison between the private and public sectors may be even harder to make. A few indicators, however, do point to the better quality of education provided by the private sector, though experts warn that this should be seen as a relative term (this theme is elaborated in the following chapters).

---

[16] Andrabi, Das and Khawaja

[17] http://www.logos-net.net/ilo/150_base/en/init/pak _1 .htm#21

[18] Education Sector Reforms: Action Plan 2001-2004, p. 7

[19] Education Sector Reforms: Action Plan 2001-2004, p. 52

[20] Andrabi, Tahir and Khwaja, Asad, 2002, The Rise of Private Schooling in Pakistan, p. 4

[21] National Education Policy 1998-2010, Chapter 13, p. 107

[22] Shah Rukh Rafi Khan

Firstly, the willingness of parents to pay fees has itself been taken to indicate a better quality of education compared to the heavily subsidized or free public schooling. Speaking from his experience of the successful Orangi Pilot Project, Akhtar Hameed Khan (1998) suggests that when poor parents are convinced of the quality of education being provided they will scrape together the money to pay the fees and also be willing to forfeit their children's labor.

A second quality indicator is the comparatively low teacher-student ratio in private schooling. According to Baqir (1998), "The teacher-student ratio in these schools is mostly between 1:20 to 1:40, which is much better than the teacher-student ratio in most government schools."[23]

A third quality indicator is simply the examination results of comparable students. According to Kardar, "The performance of children from lower income households attending private schools with a fee structure that these households were willing to bear, was distinctly better than those from households in the same income bracket but in government schools."[24]

5.8 Problems of public-private partnership programs

While the above discussion casts a favourable light on the recent expansion of the private sector vis-à-vis primary education in Pakistan, the new trend of public-private partnerships also faces several challenges. Firstly, even though the nationalization of education institutions in Pakistan came to an end in 1979, the legacy of this policy continues to shadow the new phase of cooperation between the private and public sectors. For its part, private enterprise is unwilling to invest heavily in education fearing the withdrawal of the government's current policy. The government, at its end, has learnt to disregard the private sector, as a history of legislative turmoil has allowed the government to take over private schools as and when it pleases. Although much is being done to encourage investment in education and to provide the private sector with incentives to join it, complete faith is still lacking from both parties.

Secondly, many have argued that the current policy of decentralization has not achieved its goals of participatory development as local bodies have no constitutional support and they lack decision-making power. According to NGO practitioners, as detailed in the following chapters, local governments still do not seem to give education the significance that the center hopes they will. Each district, under the decentralization plan, deals with private schools in its individual manner, and poor planning and unclear contracts have become a serious impediment to the future growth of the schools there.

More specifically, in relation to public-private partnerships, there is a growing concern about the ambiguous nature of such contracts. Many NGO practitioners feel that a better legal framework is required in order to standardize and monitor such partnerships. As Hussain puts it:

> Although management is fully in the hands of the private sector, the government does not ensure sustainability of the project. Therefore, if the schools are not able to sustain the project's costs and the government ignores the issues, the school simply closes down and the education process for those enrolled comes to a halt.

Contractual clarity is therefore crucial to the success of these partnerships. Amongst other things, the private sector needs to know exactly how long this contract will last and under what circumstances the government can interfere in the management of the schools.

5.9 The role of NGOs revisited

In the end, it is also important to note the cautionary tone of many NGO managers who are optimistic about the current phase of cooperation with the government but who, at the same time, insist that the private sector cannot and should not completely take on the role of the government. The issue of the self-perception of NGOs and their self-appraisal is discussed in more detail in the following chapters.

6. Conclusion

Pakistan still does not have 100 percent literacy, and more damagingly, it does not have 100 percent enrolment for primary education for the relevant 5-9 year population. There is no doubt that progress has been made in the last few decades, but progress has been slow, and universalization of primary education still remains a relatively distant goal. There are also other issues that limit the progress that has been made. Enrolment rates vary significantly with the degree of urbanization, with provincial and district setting and with gender. In fact, in some areas the gender gap continues to be very large. Dropout rates are also too high, and most importantly, the quality of primary education given by the public sector leaves a lot to be desired.

The role of the private sector has increased tremendously in the last decade or so, but it is still small, and most of it tends to be in the for-profit market. With high poverty, universalization of primary education cannot happen through the for-profit sector alone.

NGOs have also expanded their role in the area of primary education. They have used some very innovative ways of reaching the public, dealing and collaborating with the government and the private sector to increase the reach and quality of primary education. But there is still a long way to go before Pakistan can boast a primary network that can cover the entire country.

The state and society in Pakistan have, in many ways, accepted the fact that they need the help of NGOs and the private sector to ensure better delivery. The experiments of today, and especially the successes of today, can thus act as guides for tomorrow. In the chapters that follow we have documented some of these experiments, discussed their strengths and weaknesses, and also pointed out directions in which the education sector can go. Our hope is that by sharing this information and analysis, which is based on the insight of many people in the area, with a wider audience, we will be able to learn from best practices and avoid some of the mistakes others have made.

[23] p. 178
[24] Kardar

References:

Academy of Educational Planning and Management, Ministry of Education, Islambad, 2003, *A Study on Comparing School Performance to Understand Which Schools are Doing Better by Assessing and Comparing Quality of Education*.

Andrabi, Tahir and Khwaja, Asad, 2002, *The Rise of Private Schooling in Pakistan*, pp. 4-9

Education Sector Reforms: Action Plan, 2001-2004

Fayyaz Baqir, 1993-1998, *Development of Grass-Roots Institutions: Experience of Life in Pakistan*, pp. 178-182

National Education Policy. 1998-2010. Ch. 13. pp. 107

Rafi Khan, Shahrukh, 1999, *Government, Communities and Non-governmental Organizations in Social Sector Delivery*', U.K.: Ashgate

Social Development in Pakistan: Annual Review 2002-03, *The State of Education*, SPDC, Karachi, pp. 212-214

Todaro, Michael P. and Smith, Stephen C, 2004, 'Classic Theories of Development: A Comparative Analysis', *Economic Development, 8th Edition*, pp. 113-148

World Bank, 1996. *Improving Basic Education*



In-depth Interviews with Key Informants

Nadia Ejaz

Chapter 2

The NGO-Pulse team conducted in-depth interviews with relevant NGO managers in Lahore, Karachi, Quetta, Peshawar and Islamabad. This method of data collection was adopted to supplement the other research components which included case studies and survey analysis. The format of the interviews was semi-structured and most of the interviews lasted one hour. Though we had specific questions in mind for each interviewee, we were open to discussing new insights and directions pertaining to primary education. In total, we conducted 28 interviews. This chapter looks at the role of NGOs in primary education through the lens of these interviews.

We have divided the chapter according to the salient themes that emerged during this process of data collection: the role of NGOs and the government; the challenges facing primary education; some issues that require debate; and important lessons learnt. Here, we would like to note that although we appreciated all the interviews, we could not represent them all equally due to the limited scope of this report. We have, for example, excluded some interview extracts to avoid repetition in terms of content, and we have included extracts relevant to the selected themes, keeping in mind that they should not be so specific to an NGO's own experience that their valence for a wider audience is lost. Thus, a balance had to be maintained between generalization and specificity.

Finally, though the chapter is organized around the four key themes mentioned above, each time a new interviewee is introduced we have provided the reader with a profile of his or her NGO in order to offer a better context for the interview.

A summary of key points will be presented at the end of the chapter.

1. Theme One: The Role of NGOs and the Government

One of the most prominent themes to emerge from the interview process was the perceived roles of NGOs and the government vis-a-vis primary education in Pakistan. Most interviewees spent considerable time articulating their views on this theme.

Profile A

Bushra Gohar is the Executive Director of the Human Resources Management and Development Centre (HRMDC), a Peshawar-based NGO that is involved with community-based schools. The schools are mostly operated in the afternoon and the teachers are recruited from the community primarily. The NGO employs a multi-grade system in the classes, and by and large, the emphasis is on the quantity of schooling and not on its quality.

According to Bushra:
Even though NGOs are playing a crucial role in the development of Pakistan, they cannot entirely rectify the low levels of education to be found in the country. All that the NGOs can do is to fill the gaps and, in fact, NGOs would be well advised not to overstep this role. Instead of focusing heavily on direct service delivery, NGOs need to step up their advocacy role. Most NGOs are not doing enough in this area. There is an over-emphasis on delivery mechanisms and implementation which sometimes detracts attention from the role of advocacy. In contrast, it is imperative that NGOs continue to act as a pressure-group with respect to the government, and lobby together for a more enhanced public education delivery system.

NGOs can make a positive contribution by providing the government with good models for the delivery and management of primary

schools. Since NGOs have a greater opportunity to experiment and carry out research, they can fulfil this important role. For instance, there is a common misperception amongst government officials that the NGO models of education are too expensive, owing to their overhead costs. But is this really true? NGOs must carry out research in this area to provide concrete evidence about the cost-effectiveness of their models so that the government has clear incentives for their replication or up-scaling.

Profile B

Muhammad Farooq is Project Director at the Social Action Bureau for Assistance in Welfare and Organizational Networking (SABAWON), a Peshawar based organization set up in 1994. The NGO works directly with rural communities in the following areas: education and literacy, health and hygiene, and water and environmental sanitation. It also promotes awareness regarding gender and child rights, food security and livelihood rights.

According to Farooq:
The role of NGOs is debatable. The role of the government, of course, goes back to the idea of the welfare state, and even though governments are currently on the retreat in several arenas, NGOs should not try to replace government initiatives. The NGOs' role should be to help the state build certain models and contribute towards the capacity-building of the government. No matter how many donors we have, we cannot dream of having the same resources as the government or of sidelining it. As for the government, it must play its part by providing the private sector with an enabling environment within which to operate. This issue is becoming even more important with the new trend of private-public partnerships.

According to Sajila:
NGOs do a disservice to their communities by becoming over-sympathetic towards them, or by overstepping their mandate. For example, instead of building the capacity of the government, we start building schools, we get directly involved in the implementation, we start hiring doctors and so on. Instead, we should be helping the government to achieve some of these goals. In short, NGOs should not try to present themselves as a parallel government but should only try to facilitate the government. The main goal of the NGO should be to identify communities and mobilize them.

Profile C

Sajila Sohail is Project Director at the Sarhad Rural Support Program (SRSP) which has been operational in the North West Frontier Province (NWFP) since 1989. The organization's focus is primarily in the areas of microfinance, promotion of small enterprise, capacity building and skills development. It strongly emphasizes education, health and gender equality. SRSP faces many challenges in mobilizing people due to the lack of infrastructure in most areas of NWFP.

Profile D

Edwin Samson works at the Adult Basic Education Society (ABES) which operates in Gujranwala, Rawalpindi and Swabi. The NGO runs non-formal schools at adult education centres. ABES funds its projects for three years while motivating the communities so that they are able to take over and run the schools after the organization withdraws from the projects.

According to Edwin primary education is the responsibility of the government. NGOs should complement this and not replace the government. They should be more focused on community organization.

Profile E

Ayub Qutub works at the Pakistan Institute for Environment-Development Action Research (PIEDAR) which was established in 1992. It focuses on the area of policy design in the fields of environment and development. PIEDAR works in the following sectors: irrigation and water management projects, waste management in low income urban and rural areas; enterprise development amongst the poor; and primary education for rural girls.

In response to the question, "What should NGOs be doing in primary education?" Ayub responded, "NGOs should raise awareness and increase demand. Their work should be focused on quality assurance".

2. Theme Two: Challenges to Primary Education

According to Bushra Gohar, HRMDC, some of the biggest issues faced by the private sector are sustainability, low attendance, poor quality, poor accessibility, absenteeism, lack of flexibility, and lack of political will.

Speaking from his experience, Muhammad Farooq from SABOWON said that good sanitation facilities seemed to play a crucial role in terms of enrolment and retention rates at schools. The lack of such facilities was a particularly big barrier for female students. SABAWON's project for the provision of sanitation facilities in Hangu district, NWFP (details in Chapter 3) gives a clear indication that such interventions can have a direct impact on enrolment rates.

Profile F

Mehnaz Akber Aziz works at the Children's Resources International (CRI). CRI assesses and monitors teachers' attitudes, and it takes student attendance as a critical indicator of the quality of schooling. The organization designs and implements early childhood education programs in Pakistan.

According to Mehnaz, the main problems that many government schools face are the non-availability of teachers, high student-teacher ratios, high dropout rates, low quality of education, outdated curriculum and the poor attitudes of teachers.

Profile G

Fawad Usman works at Sudhaar, an NGO that primarily runs non-formal schools in Lahore and neighbouring towns. In addition, it engages in the following activities: advocacy; the issue of child labour in Kasur and Sialkot districts; and health.

At the workshop Fawad Usman said, "NGO's need not be seen as a mere extension of the government's service delivery arm;

they can play a more active role in developing information, planning and monitoring systems to strengthen district education developments."

Profile H

Baela Jamil is the Executive Director at the Idara-e-Taleem-o-Aagahi (ITA) which was established in 2000. ITA operates both formal and non formal schools as homework study and literacy centres, and it also provides assistance in the area of health. The organization has taken over several public schools under the Adopt-a-School scheme and works mainly in Lahore, Sheikhupura, Nankana and Islamabad.

Both Fawad (Sudhaar) and Baela (ITA) commented on the specific challenges facing the Adopt-a-School Model, whereby an NGO adopts an under-utilized or poorly performing government school. According to them, this is an exclusionary school model because it does not allow one to reach out to those rural areas where government schools have not been established. They felt that it was ultimately not a sustainable model because of several sustainability issues such as frequent conflicts between government teachers and contracted teachers.

Ayub Qutub from PIEDAR had some specific concerns about dealing with the government:

Dealing with the Education District Officer has been difficult at times. There have been threats against schoolteachers as well as students, including threats of kidnapping. In addition, the transfer of students from NGO schools to government schools is hard. We have had problems when our students tried to get back into the government system as the government schools did not accept PIEDAR certificates. However, the situation improved after they saw the performance of the graduates from the PIEDAR program.

Ayub Qutub also reported some problems from the religious factions in his project areas. In particular, these factions raised objections about English language training and mixed gender workshops.

Bushra (HRMDC), expanded some of the key challenges her organization faces. She said that the government was of the view that NGO models were expensive and that their cost of delivery was huge. But she did not feel that this was the true picture. She said:

In fact NGOs spend 90 percent of their resources to benefit the program, whereas the government uses only 10 percent. The rest is spent on indirect costs. NGOs need to work on developing models that are even more cost effective. And if such NGO models are replicated or scaled up by the government, there would be a further reduction in cost.

Profile I

Sarwat Jehan is Gender Coordinator at Strengthening Participatory Organizations (SPO). This NGO engages in the areas of development planning and management, the strengthening of civil society networks and the promotion of gender programs. The organization operates in all the four provinces of Sindh, Punjab, NWFP and Balochistan.

Sarwat said:

There is a lack of cooperation from the government which is a major challenge for NGOs. Government bodies frequently cause problems as do Nazims and Union Council members. Sometimes there is poor coordination between them and conflicting instructions are issued by different offices. Under these circumstances, it has become even more difficult for NGOs to negotiate with the government, or to work in partnership with them.

Edwin Samson's (ABES) main concern was with the donor-driven agendas of NGOs. He said:

I feel that sometimes NGOs become too dependent on donor preferences. As these preferences shift, there is danger that a project will be abandoned. This not only affects the sustainability of projects, it can also compromise the NGO's reputation in a particular community. I have seen many schools shut down when support is withdrawn. The communities involved do not retain a very good impression about NGOs, and the next time they are approached by an NGO, they will be very sceptical.

3. Issues that Require Debate

According to Bushra Gohar, one of the main issues facing the education sector today is a lack of consensus regarding some very basic definitions and categories. She said:

We need a clearer definition of formal vs non-formal education and of functional literacy. There is currently much ambiguity regarding these terms. NGOs are operating with different assumptions about what counts as formal and non-formal education. This poses problems in terms of policy making at the national level. Even the collection of data becomes tricky. One source may count a model as formal and another source may consider it to be informal. We need guidelines and consensus on this issue. This would be the first step towards creating a dialogue and subsequently documenting the different sub-variations within the categories of formal and non-formal education. There is a need for open debate about the pros and cons of formal versus informal schooling. This would be really important in order to decide how best to channel the limited resources of NGOs as well as the government.

In this respect Mehnaz Akbar Aziz, (CRI) was quite categorical about her perspective on non-formal schools: "In my opinion, community schools do not work. Parents prefer formal schools, and though there are higher fixed costs for them, they are better. The non-formal schools are not really schools".

Profile J

Seema Aziz works at the Cooperation for Advancement, Rehabilitation and Education (CARE), established in 1988. The organization operates mainly in Lahore and its neighbouring towns. At present, CARE runs 185 schools providing education to 86,000 children. It aims to provide quality education at low cost, and also health dispensaries at affordable rates. It also runs an industrial home to provide income generating opportunities for women.

Seema had a similar approach towards informal schools. She said:

Informal education had no value because it slides into illiteracy. There are no checks

and balances to monitor the input of teachers or those who provide education services at home. I feel that if an NGO does get funds for primary education, these should be directed towards formal education.

A similar debate about the benefits of multi-grade versus single-grade methodologies emerged in the interviews. In this regard, Sarwat Jehan from SPO said, "One cannot categorically say whether one methodology is better than another. It really depends on the community". Once again, research would be needed to provide a concrete analysis of this issue.

4. Lessons Learnt

Profile K

Anila works at Khwendo Kor (KK), a non-profit, non-governmental and non-partisan organization striving for the development of women and children in NWFP. Khwendo Kor means "Sister's Home" in Pushto. The organization came into being in February 1993 and draws its strength from the active involvement of communities in need-driven development through a participatory development initiative. To date KK has 162 schools in NWFP.

Anila listed the following as some of the important lessons learnt by Khwendo Kor:

- The participation of parents is critical
- Work on the relationship between the government and NGOs is a must
- Community mobilization is the most important strategy
- There is a lack of progressive Islamic platforms
- Education should be taken as a process and not as a target
- Education should not be taken in isolation. The entire social and economic context of the community must be kept in mind
- A collective vision for education is needed, which means that the role of different stakeholders should be clearly defined
- The quality of education is the key to the success of a program

According to Farooq (SABAWON): An important lesson for all NGOs is to refrain from reinventing the wheel. Even now, there is lack of coordination between different NGOs. We do not know about the projects that other NGOs are running in the areas in which we operate. We are duplicating each other's work in many cases. And that means we are wasting our resources. If we are serious about achieving the Education for All (EFA) goals we need to reverse this trend. If another NGO already has a good base in a community why should we go in and start from scratch? Why not just assist them in some way such as picking up the cost of teacher training? I think that partnership between NGOs, as much as private-public partnership, is an issue.

According to Edwin (ABES), community poverty and misunderstandings within the community are the main causes for school shutdowns. In his view, the major lesson for NGOs is not to hurry through the initial phase of community mobilization, as this is critical to the ultimate success of the project.

Profile L

Irfan Kasi and Ikram Elahi work at the Taleem Foundation (TF) which was started in 1989 in Balochistan. TF promotes education and socio-economic development in under-privileged areas of Pakistan. The basic aims of the NGO include promotion of education and research, development of professional education, and enhancement of female literacy. TF has set up co-educational schools in some of the remotest, poorest and least educated districts of Balochistan.

A major lesson that emerged out of this interview was that there might be some misperceptions about the difficulty of working in rural areas such as those in Balochistan. For example, when Kasi and Elahi were asked if the presence of non-Balochi female teachers in their schools was a problem, Kasi replied:
Not at all. You have to understand the culture and tradition in Balochistan. Women are never harassed. Even if a woman is traveling alone, she has nothing to fear. In fact our master trainer, the principal at one of our schools, travels alone to all the other schools; she has even travelled alone at night. She has never had any trouble and it has never even been an issue. This suggests that at least in rural Balochistan, the recruitment of female teachers may not be as problematic as some might imagine.

Elahi reported:
Against conventional wisdom we offered coeducational facilities even in remote areas and this did not pose a problem for our NGO. This has not been a major issue. We have involved parents in the governance of schools through parent committees, so now parents come out and take a public stand on issues that can hurt the education of their children. They have very strong views about their rights and they fight for them.
This suggests that, provided an NGO has parental support, offering coeducation facilities might be feasible even in very isolated rural areas.

Similarly this interview suggested that the commonly accepted idea that local sardars (tribal leaders) are necessarily opposed to the spread of education in their areas may not be true. Kasi said, "We have a school in Sui, and we have schools in all of the areas that have such a reputation. These sardars not only support us, they want more schools. The only time anyone blocked my way, literally using a roadblock, was to ask me to open another school in the area!" Kasi and Elahi also provided a lesson with regard to the fee structures of a school. They advocated a diverse and flexible fee structure saying, "Our fee varies with gender (lower for girls), grade (higher for higher grades) and even area (Quetta has higher fees)".

Profile M

Irfan Ahmad Awan works at the Society for Community Support for Primary Education in Balochistan (SCSPEB). This NGO was established in 1993 and it operates in all 26 districts of Balochistan. Within the area of education, SCSPEB has helped to organize 3,300 formal groups, and to organize 16,500 villagers into committees. It has established 1,100 girls' primary schools, and was instrumental in increasing female enrolment in Balochistan by more than 100,000.

A similar lesson emerged from the interview with Awan (SCSPEB). He recommended the use of different models in different areas such as rural and urban areas. He emphasized that it is important to have variation in one's approach.

5. Summary

Based on the above discussion, several points may be summarized under each theme:

Theme 1: The role of NGOs and the government

- NGOs cannot be a substitute for the government
- NGOs must enhance their advocacy role
- NGOs can provide the government with good models and help build the capacity of the government

Theme 2: Challenges to primary education

General:

- Sustainability
- Absenteeism
- Low attendance
- Poor quality
- Poor accessibility
- Lack of flexibility
- Lack of political will
- Sanitation facilities
- Opposition from religious factions
- Donor-driven agendas

Adopt-a-School model and other forms of private-public partnerships:

- Clash between NGO and municipal teachers
- Clash between managements
- The government does not always accept the students from NGO schools, especially non-formal schools

Theme 3: Issues that require debate

- Clarification of definition of formal versus informal schooling
- Debates about the merits and demerits of formal versus informal schooling
- Debate about multi-grade versus single grade methodologies

Theme 4: Lessons learnt

- The participation of parents is critical
- Relationship between the government and NGOs must be improved
- Community mobilization is crucial
- There is a lack of progressive Islamic platforms
- Education should be taken as a process and not as a target
- Education should not be taken in isolation. The entire social and economic context of the community must be kept in mind
- A collective vision for education is needed, which means that the role of different stakeholders should be clearly defined
- The quality of education is the key to the success of a program
- Avoid reinventing the wheel
- Avoid misperceptions about rural areas
- Have a flexible fee structure
- Use different models according to the project area



Case Studies on Selected NGOs

Faisal Bari and Adeel Faheem, Gulzar Shah, Nadia Ejaz

Chapter 3

This chapter focuses on the different models of schooling that currently exist within the private sector. After outlining some of the major models identified by NGO managers themselves, we will go on to present three case studies:

- Cooperation for Advancement, Rehabilitation and Education (CARE)
- Social Action Bureau for Assistance in Welfare and Organizational Networking (SABAWON)
- The Citizens's Foundation

Each of these cases was selected because it helped us understand a particular schooling model in more detail, for instance, the case study on CARE highlights the example of a successful and fast-expanding public-private partnership. In particular, it helps us understand how the adoption of government schools by NGOs can be a successful endeavour, provided the NGO has some very strong management and monitoring capacities.

CARE also throws light on an exceptionally dynamic fund-raising system that could provide valuable tips to other NGOs. Lastly, as CARE plans to move beyond Lahore and its surrounding areas to other cities and provinces, it will remain important for us to see whether such an upscaling is possible without jeopardizing the NGO's key organizational strengths.

The case study on SABAWON also illustrates a public-private partnership, but this time in the context of rural NWFP. The study focuses on SABAWON's Water and Environmental Sanitation (W&ES) program for the primary schools of Hangu district. As such, it provides an important example of how NGOs can build the capacities of existing schools by strengthening them in one or two key areas, in this case the critical sanitation facilities which were directly responsible for low enrolment and retention in these schools.

SABAWON's study is also interesting as it gives details about the nature of this partnership – its success and its failures – between SABAWON, UNICEF, Union Council officials, elected representatives, local government officials, local Parent-Teacher Associations (PTAs), and local religious leaders. Finally, the case study reminds us that public-private partnerships may not address issues of gender equity; this will remain an issue that will require conscious and continued effort on the part of NGOs.

The last case study in this chapter is that of The Citizen's Foundation (TCF), a model very different from the ones discussed above. TCF is a purely private sector endeavour that stands out because of its high quality education and efforts at standardization.

In contrast to NGOs that use various models, or enter into partnerships with the government in select areas, all TCF schools are built by the NGO itself, using a standard architectural plan. Along with these purpose-built schools TCF also tries to promote a homogenous academic standard throughout its classes, so that on any given day all comparable TCF classes offer the same lessons. Their use of corporate management techniques and their success at generating funds from within Pakistan also offer instructive insights.

Case Study 1
Cooperation for Advancement, Rehabilitation and Education (CARE)

Faisal Bari and Adeel Faheem[25]

1. Introduction

CARE is primarily engaged in providing education to under-privileged communities of Pakistan. It builds schools and adopts government schools, and manages them independently. CARE-adopted schools are located within urban Lahore, while eight CARE-owned schools are located in rural areas within 50 kms of Lahore. CARE schools provide education up till Matriculation, after which deserving students are given scholarships for a college education. There are presently 86,000 students studying in 171 schools with 840 teachers. These include 140 government schools that have recently been adopted. CARE runs its own Teachers Training Centre in Lahore.

CARE was started in 1988 by Seema Aziz, its Managing Trustee. It has introduced a model for private-public partnership that seems to be working. CARE's rapid expansion, its method of intervening in education and ensuring quality, its strategy for raising funds, and its ability to work with the government, all therefore, need to be documented and disseminated.

In addition to providing educational facilities, CARE is also engaged in providing income-generating opportunities to women in rural areas. Women are taught skills with which they can make marketable crafts, which are bought by CARE. Handicapped children and impoverished families are also within CARE's focus of support. CARE is providing free ration to several families and it also helps out in providing basic expenditure for the marriage of needy girls. CARE Scholarship Program bears complete college expenses for over 80 deserving CARE graduates.

CARE is still a lean organization. Its Board of Trustees comprises four members only, and its management expenditures are less than one percent of CARE's budget. CARE provides free books and notebooks, and charges a fee of Rs 50 per month only from those who can afford to pay. The fee is charged to give the students and parents a sense of participation in education. CARE covers the remaining expenditures. CARE is funded by private donors: 99 percent donations are from within Pakistan; overseas donors provide the remaining 1 percent of the donations.

CARE IX, the newly constructed school in Ichra, Lahore is intended to have an Industrial Home within the premises. Another Industrial Home is planned for in a new CARE school, which is being constructed on Multan Road.

After stating the CARE philosophy in section 2, we narrate the CARE story in section 3. Section 4 will discuss some of the more salient contributions of the organization to the field of education, and specifically in the areas of organizational structure and management, monitoring, fund-raising and structuring private-public sector interaction.

2. Mission and Philosophy

It is CARE's endeavor to provide a marketable, quality education to all to build a base for a civilized society, with the welfare of the child at the core. CARE views its work as nation building: by empowering children with a solid education, CARE hopes to make them better, more productive members of society. CARE hopes that one day these children will help build a more prosperous Pakistan (Source: CARE Brochure). CARE believes that education holds the key to a better tomorrow and is the most powerful tool available to break the vicious cycle of poverty.

The salient features of CARE's philiophy are: vision of empowerment, generation of resources through self-help, and organizational and managerial developments in running schools.

3. Historical Background 1988-2003

CARE emerged as a consequence of the devastating floods of 1988, which affected regions around Sheikhupura. Because of the floods several under-privileged communities were left without food, shelter and medical facilities. Seema Aziz, was disturbed by the extent of human misery and the lack of resources available to help the victims. On her own initiative, she decided to work towards rehabilitating the affected community. Her brother, Hamid Zaman, and other family members and friends shared her perspective and contributed by supplying food, medicines and potable water to the flood victims.

By 1989, seventy-five families had been rehabilitated. During her frequent visits to the affected regions Aziz's extended interaction with the community, who were unable to communicate their needs to the apathetic government officials, made her realize that their problems were rooted in their illiteracy and their inability to fight for their rights.

Her realization led to the conception of the mission of CARE: to provide quality education for the children of the area. She began work to establish a schooling system in the region affected by the floods. Her plan received negative response from the majority of her friends, who believed that education was not a priority for the under-privileged. They supported their arguments by quoting low enrolment figures in government schools. Aziz and a group of energetic optimists managed to convince members of the business community, family, friends and philanthropists to help her build a school. A philanthropist, Dr Javed Iqbal, donated a six kanal[26] plot of land, fifteen kilometres off Sheikhupura Road. A leading architect, Wassif Ali Khan, drafted the architectural plans.

CARE was legally formalized as a welfare trust in 1989. Funds collected by the trust were used to construct the first CARE school in 1990. The community responded positively to the co-educational institution, CARE I, and 250 students enrolled on inauguration. A token fee of Rs 10 was charged in order to prevent CARE institutions from being labeled as charities and to preserve the self-esteem of the students. In time, the school

[25]The description was written to bring out the salient features of CARE, to emphasize the main contributions of CARE in the area of education in general, and private-public sector partnerships in particular. The case is based on material from public sources on CARE, and on material gathered for two cases on CARE that the first author has been involved in

[26]A kanal equals exactly 605 square yards or 1/8 acre; this is equivalent to about 505.857 square meters



CARE School

began to accept high school students in response to the request of the community.

A trust fund was established to ensure prompt disbursement of staff emoluments. Recurring expenses, such as electricity, water and gas bills were managed through donations received from people who shared the vision of CARE.

The need to construct a new school became apparent very quickly as a result of high enrolment. However, scarcity of resources prevented the CARE management from taking any immediate action. Eventually donations were collected, primarily by word-of-mouth, to cover basic expenditures for a second institution, CARE II.

CARE II High School became functional in 1995. By 1998 CARE had built and was managing seven schools based on the model of CARE I. Aziz trained the principals of each new school to work effectively. The principals reported through an organized system to keep the head office of CARE informed about the progress of the schools. Over the years, 1998-2003, seven additional CARE schools were established.

In a parallel development, CARE also became a partner with the government in the area of education. In 1998 the CARE management was requested by Metropolitan Corporation Lahore (MCL) to adopt twenty of its schools. CARE and MCL formed a partnership, based on the private-public principle[27], to uplift the standard of education in nine schools. The schools adopted by CARE required immediate attention. The high student-teacher ratio and lack of basic facilities such as potable water, electricity, science laboratories, libraries, restrooms and furniture were factors that hampered a congenial learning environment for the children. Moreover, the indifferent attitude of the government teachers had resulted in a very low pass percentage and high dropout rates.

By the end of 1999 CARE had adopted nine more schools. An agreement, signed by both parties required CARE management to provide teachers, libraries, science laboratories, computer labs and furniture for the adopted schools. CARE was also expected to train staff members and monitor the facilities provided to the schools. In order to meet these demands, Aziz requested family and friends to sponsor schools, classrooms, teachers and children.

In 2003 City District Government (CDG), Lahore, invited CARE to replicate its School Improvement Program in 140 CDG schools located in Ravi Town, through the private-public partnership. CARE conducted a survey of the schools to estimate the financial requirements based on its School Improvement Program. CARE took over the schools, but with the understanding that the CDG and Citizen Community Board (CCB) would help raise some of the funding to improve these schools.

CARE today has more than 170 schools, 86,000 students and over 840 teachers working with it. It has made a significant contribution in the areas of financing, organizational design, and monitoring and evaluation. These should be of interest to other NGOs as well, and are hence discussed in some detail below.

4. Important Issues

A deeper conception of literacy has given a broader meaning to the agenda of CARE: empowering communities by ingraining the idea of self-help in them. In this regard awareness was raised in communities that by helping themselves through education, they would be able to raise their living standards. Apart from education, CARE has been a source of income for a number of households. One of the ways to provide for these people was by setting up industrial homes in CARE schools. This connects education with livelihood directly through vocational learning. Here, women from the local area are trained in a number of skills, ranging from household maintenance to vocational training for self-employment, home-industry-oriented entrepreneurial work or take-home.

CARE has had a very pro-growth strategy throughout. Aziz believes[28] that the education problem is very large and urgent and requires sizable interventions. So CARE has tended to take most opportunities for growth that have come their way. But this requires finances, and it requires a monitoring, evaluation system, and organizational/management structure to ensure that quality can be maintained while operations are scaled up rapidly. CARE has successfully handled these issues. The following sub-sections discuss these points.

[27] Private/public partnership was based on the view that the private sector would take charge of government projects and institutions under state supervision. The private sector was responsible for improving existing systems to manage these institutions and supply funds for their maintenance. A Memorandum of Understanding (MOU) was drafted and signed by both parties

[28] Interview of Seema Aziz



MCL/Govt. school before adoption.



MCL/Govt. school after adoption.



CARE school library.

4.1 Financial resources

Initially CARE funds were generated primarily by word-of-mouth. CARE held regular coffee mornings, initiated in 2002, to promote its cause. Friends, relatives and acquaintances of the Managing Trustee were invited to attend such functions and were briefed on CARE projects. Friends of CARE volunteered to organize annual fund-raising events, and market CARE products, such as greeting cards, cushion covers and envelopes for cash gifts. These products were sold locally, and were also exported to the USA, United Arab Emirates, Canada and UK to advertise CARE as an organization working to uplift the quality of education in Pakistan. Sponsors from these countries were invited to visit CARE schools where they were briefed about CARE projects. Donors and Sponsors who witnessed the progress of the organization contributed more willingly.

CARE had also organized annual fund-raising events since 1993. These included Casino nights, balls, dramas and fashion shows. The organization also initiated a buy a brick campaign—donors bought bricks for the construction of the building by purchasing token tickets worth up to fifty rupees. There were special prizes for people who sold a complete booklet of tickets.

Fund-raising was also facilitated through the CARE website[29] which provided information on current CARE activities. Expatriates, who wished to contribute to the development of their country, approached CARE via e-mail.

Furthermore, sponsors and donors were also approached via mail. Pledge Forms were posted to donors urging them to sponsor children, teaching staff, classes and schools. Letters were mailed to donors in the month of Ramadhan[30], requesting them to allocate their Zakat[31] funds towards CARE projects. Regular reports were also sent to sponsors updating them on the progress of the schools and informing them about expenditures incurred.

[29] www.care.org
[30] Ramadhan is the holy month of fasting for Muslims
[31] Zakat is charity payable by Muslims at the rate of 2.5 % on amounts held for a year

4.2 Organization and management of schools

CARE aims to bring about revolutionary changes in education through organizational and managerial change in its schools. So far organization and management were not considered innovative processes, but were taken to be already discovered areas with no innovations possible. Paisey (1990)[32] suggests:

> The organization is the people involved in an enterprise – their numbers, their characteristics, and their capabilities. Management is the human process among such people by which objectives are established and developed, work is accomplished and desired and results are actually achieved…. It has also been recognized that once these areas were incidental but now they are instrumental, once they were implicit but now they are explicit, once they were a low profile consideration now they are high profile.

On the other hand Everard (1990)[33] argues that the aim of organizational and managerial development is to improve the effectiveness and efficiency[34] of the institutions. He also set out a mechanism to deal with obstacles, which inhibit the efficiency of the institutions.

The key ingredients of the organizational and managerial set up of CARE can be seen through the checklist for principals and teachers given in Appendix 1. The attention to detail in managing the educational process, and the learning environment, is clear from the list. The principals and teachers are trained by CARE to follow this checklist. Furthermore, the internal and external checks, through coordinators, volunteers as well as checking personnel from the head office, ensure that the training is actually put into practice.

CARE also feels that its organizational structure, given in Appendix 2, allows it to expand substantially and replicate its school structure quite easily. Appendix 2 shows that CARE school principals have a fair degree of independence, and given that CARE has only nine of its own schools, selection and training of CARE school principals could be done carefully enough to allow the system to ensure that competent principals are put in place. The direct reporting route also allows for a fairly regular contact between Aziz and the principals, and this acts as a good check on the work of the principals and the school teachers. Of course, as numbers increase, CARE could introduce a coordinator for its own schools as well. The number of coordinators, as well as the staff under them, could also be easily developed to take care of any increase in adopted schools.

Similarly the method of internal and external coordinator for the private and public schools also exemplifies the extra care of CARE for education. In the following paragraphs a short description is given of its monitoring and control system.

4.3 The monitoring system

CARE practiced a two-pronged monitoring system. The first level of monitoring was carried out within the school. The Internal Coordinators (ICs), volunteer teachers who coordinated between the CARE Head Office and the school administration, attended weekly meetings with the Managing Trustee. The ICs also ensured implementation of CARE directives, appraised the teachers and reported to the Head Office.

The second level of monitoring was executed by the External Coordinators, volunteers from the community (Appendix 2 gives the organizational structure of CARE). They were responsible for monitoring and visiting schools on alternate days. The External Coordinators also provided financial assistance, purchased stationery and covered other miscellaneous expenses of the schools allocated to them.

As the CARE system expanded, this level of monitoring was modified and replaced by a team of professional monitors who were employed for the purpose of staff appraisal and training. They regularly visited the schools to ensure implementation of the prescribed rules and to appraise the CARE teaching staff. The evaluation grades given to the teaching staff by the three monitoring bodies were reflected in the contents of the Teachers' Annual Performance Report. The annual increment of the teachers was based on this report.

4.4 Management structure of the adopted schools

The principals and teachers in the adopted schools had been appointed by the government (agreement between MCL and CARE is given in Appendix 3). The government staff continued to work after adoption. They collected monthly fees of Rs 18-20 from the students and deposited the money in government accounts. The principals were also responsible for managing routine affairs of the schools, such as admissions and time-tables. They maintained the discipline and monitored the activities of the teaching staff. In addition to the government teachers, CARE also recruited teachers to improve the student-teacher ratios in the adopted schools. Selection and placement of the CARE teaching staff was decided by Aziz herself.

CARE trained and monitored its hired teaching staff. The teachers were required to cooperate with the principals and maintain effective daily routines. They were also instructed to report irregularities and breaches of predetermined rules that were mutually agreed upon by the government, the principals and the Managing Trustee.

5. Future Projects and Aspirations

Recently, CARE finished the construction of another high school, CARE IX, in Ichra, in the heart of Lahore City. It is the first school of its kind under CARE, as none of its own high schools were located within Lahore. This 19-room school is in a densely populated area, which ensures competition and hopefully a better quality of education for the deserving children.

Another school is being planned, 50 kilometers outside Lahore on Multan Road,

---

[32] Paisey, A. (1990) "Primary Education", Chapter 4.7 of *Handbook of Educational Ideas and Practices*, (Ed.) N. Entwistle, Routledge Press

[33] Everard, B. (1990), "Management and Organization", Chapter 4.13 of *Handbook of Educational Ideas and Practices*, (Ed.) N. Entwistle, Routledge Press

[34] Here effectiveness deals with the degree of success with which targets are achieved, whereas efficiency deals with the degree of success with which targets are achieved in relation to limited resources



MCL/Govt. school before adoption.



MCL/Govt. school after adoption.

near Dina Naath village. The project is expected to be completed in four to six months and is planned to be initially a primary school as well as an industrial home. This school will be equipped with all the facilities of a primary school, including a library. In the long run, it will be converted into a high school.

For recently adopted schools, CARE has formed a Citizens' Community Board with the help of the government. There are plans to build 80 new class rooms, out of which 40 were completed in the last three months. A Polytechnic center for CARE graduates is also in the planning phase. This will help the students to get suitable placements in the job market.

Presently, CARE is geared towards tackling the literacy issue in and around Lahore City. In the long run, CARE plans to expand as much as possible all over Pakistan. The ideology of CARE underlines that quality education should be made available for all, and no one should be deprived of this basic right on the basis of location, status or economic conditions. This is why CARE is supporting some of the students' families financially, so that income is not a hurdle in the pursuit of education.

Some observers of CARE have expressed concern over the rapid pace of expansion in the NGO. In just 15 years, CARE has gone to 86,000 students and 750 teachers. This is no mean achievement, but it also raises questions about CARE's ability to gear up its systems and manage the processes and issues mentioned above. It remains to be seen what happens next in this story, but clearly the CARE model, if one can call it that, has stood up to the pressures so far. Apart from the strengths in organization and management that we have mentioned, CARE has also shown itself to be a learning organization. If it continues to exhibit that trait, it might still come out ahead and stay ahead.

6. Conclusion

CARE is a unique experiment. It clearly shows how the dedication of a few people at the top, especially the leader, with innovative systems in monitoring, evaluation and replication, and fund-raising can make an impact in the area of education. CARE is no longer a small experiment. It is making a significant contribution to the education scene in and around Lahore. It has also shown how the same factors can be crucial in improving the quality of education in state institutions as well. The experiment needs to be studied to see how it can be enlarged further, and how it can be replicated by other organizations and in other regions.

References

Everard, B., 1990, "Management and Organization", Chapter 4.13 of *Handbook of Educational Ideas and Practices*, (Ed.) N. Entwistle, Routledge Press

Paisey, Alan., 1990, "Primary Education", Chapter 4.7 of *Handbook of Educational Ideas and Practices*, (Ed.) N. Entwistle, Routledge Press

Appendix 1

Checklist for School Principals

1. Only registered students are allowed to sit in the class.
2. Timetable will be made within the first two weeks of the new term in coordination with CARE. Subjects will be distributed according to the qualification and ability of the teachers and will not be altered unless absolutely necessary.
3. The timetable will be displayed on the wall in each classroom. Each teacher will also have his/her own copy of the timetable.
4. One library period per week for each class must be incorporated into the timetable.
5. One activity period per week per class must also be included. This period may be used for creative handicraft activities or for debate/quiz or other general activity e.g., English conversation class.
6. Two 40-minute periods – the first period and the first period after recess, and six 35-minute periods plus a 30-minute break will make up the school day.
7. For the first two periods in the morning and one period after break, students are not allowed to leave the classroom to drink water or to go to the toilet etc.
8. No free periods for teachers from class 1-5. Teachers of senior classes may have up to one free period per day. This free period is to give them time to check student work in school.
9. Teachers must make monthly as well as weekly work plans. Daily Diaries must always be in order and should be checked regularly.
10. Teachers should conduct monthly tests for each subject and maintain a test register.
11. Children must be given detailed marks in each subject and a complete report sheet must be prepared for every student.
12. One weekly meeting of the school staff with the Principal is important, preferably on Friday or Saturday after school. This is to discuss administrative as well as educational problems and find solutions.
13. Morning Assembly time must be restricted to a maximum of 15 minutes daily.
14. All teachers must be present during Morning prayer otherwise they will be marked absent.
15. Teachers will not get personal work done from children (paying bills, buying groceries or running any other errands).
16. Children will never make tea for teachers or their guests. Children will not serve tea to teachers or visitors and will not ever wash the teacups etc.
17. Physical punishment and verbal abuse is not allowed. If CARE receives any complaint of such violation, the teacher may be terminated upon investigation.
18. Outside neutral invigilators will supervise exams whenever possible.
19. Class teachers will not mark examination papers for their own class.
20. During December Test, classes will continue as normal after the end of the test papers every day.
21. Teachers will not be disturbed during class. Any discussion will be done during recess or after school or in a free period.

22. No visitors of teachers must ever walk into the classrooms. Teachers will not entertain guests during school hours (even in the office) except during recess or in a free period.

21. All administrative and register work will be done after school or before school or during recess.

22. Parents of the students are not allowed to go to the classes for discussion, for fee paying or any other reason. Parents' access to school must be restricted to the office only.

23. Teachers should not be sitting in the office when they have a scheduled class on the timetable. Also, teachers should not be sitting in the office if there is any class without a teacher in the school, due to the absence of a teacher.

24. Movement register of teachers should be up to date and can be checked at any time.

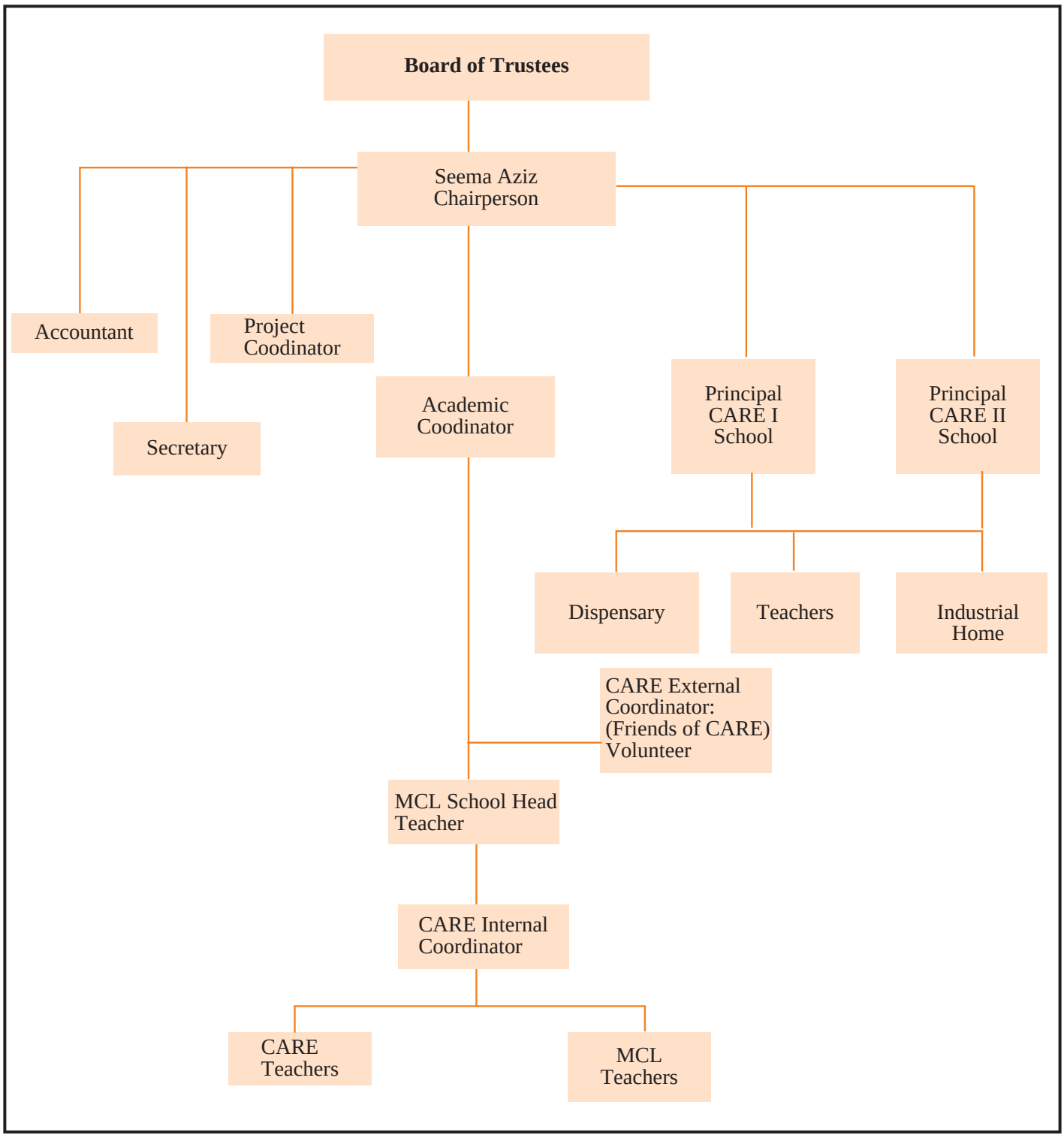
25. Guide Books and Helping Books must not be used in school. Students must be encouraged to think for themselves and write original answers and essays. No guidebook can be a better guide than the teacher present in the school.

26. The duty hours for the school watchman will be 24 hours

Source: CARE Records

Appendix 2

Organizational Structure



Source: CARE Records

Appendix 3

Cooperation for Advancement, Rehabilitation and Education (CARE)
Proposed Contract between MCL and CARE:

This agreement made on this ___ day of September 1998 between the Metropolitan Corporation Lahore through its Administrator (hereinafter called the CORPORATION) which expression, wherever the context allows, includes his assignees, executors, successors and attorney etc.
M/S Cooperation for Advancement, Rehabilitation and Education, 49-Main Gulberg Lahore, through Mst. Seema Aziz, its Chairperson (here-in-after called the CARE) which term whereever the reference allows shall include their assignors, successors, executors and attorney etc.
AND WHEREAS the CARE is a philanthropist Non-Governmental Organization aimed at uplifting the standard of Education.
AND WHEREAS the CARE in furtherance of its commitment expressed its willingness to the Corporation for Voluntarily adopting the following schools for operation:-

Girls High School Kot Khawaja Saeed
Boys High School Kot Khawaja Saeed
Boys High School Walton
Boys High School Township
Boys High School Rehmanpura
Girls High School Rehmanpura
Junior Model School Main Market Gulberg II
Boys Primary School Shibli Road
Girls High School Chungi Amer Sidhu
MCL Boys High School Jehangira

AND WHEREAS the CORPORATION has accepted the proposal on the terms and conditions mentioned hereunder. Now this agreement witnesses as under:

1. That the CORPORATION shall deliver complete and habitable schools in accordance with mutually agreed criteria and the CARE shall adopt the aforesaid schools with effect from ___ September 1998 initially for a period of ten (10) years, whereafter this agreement shall automatically stand terminated. However, the term of agreement can be extended or reduced with mutual consent of the parties. If any party desires to rescind before the expiration of the tenure of agreement, that party shall serve six months notice in this respect to the other party.

2. The status of CARE will be only that of a volunteer, engaged to uplift the Education standard and stimulate moral values in the students. The adoption of the aforesaid schools shall not in any way create any title, right legal or otherwise in favour of CARE over the property of the Schools including land, building structures, existing furniture and other paraphernalia etc, except those items of inventory provided by CARE. They shall remain vested in the CORPORATION as their exclusive owners.

3. The rate of fees and other funds being charged by the CORPORATION from the students at the time of adoption shall not be enhanced by the CARE later. Neither the CARE shall claim any donation from the students nor burden them with any additional financial liability under any head whatsoever.

4. That the CARE shall not make any addition or alteration in the existing structure of the schools nor shall it raise any fresh construction except with the prior permission of the CORPORATION.

5. That the CARE shall neither allow any third party to interface in any manner whatsoever in the administration possession or proprietary rights of the schools being adopted by it, nor shall it open any office etc, for itself within the school premises except that considered necessary for the school administration but that too shall be subject to the prior approval of the CORPORATION.

6. The Services of the school staff posted by the CORPORATION in the adopted schools shall continue to be administratively governed under the Punjab Local Government Act, 1996 and Rules framed thereunder.

7. That the CORPORATION shall not be liable to any financial liability except the payment of emoluments of the MCL staff posted in the adopted schools as permissible under the law.

8. That the management and other affairs of the schools shall be supervised by a Committee consisting of six members, two each from the CARE and the CORPORATION while the other two will be nominated from amongst respectable citizens residing in respective vicinity of each and every school.

9. That if the CARE of its own accord engages any additional staff it shall be at the risk and cost of CARE. In this connection, the CARE shall not be entitled to claim any compensation from the CORPORATION.

10. The utility bills shall be paid from the school funds according to the prevalent practice. However other miscellaneous expenses incurred on purchase of registers, blackboards, chalk, dusters and any other paraphernalia shall be borne by the CARE.

11. The new rooms required in each and every adopted school shall be constructed/ provided by the CORPORATION whereas the entire furniture requirement shall be met by the CARE from their resources.

12. The provision of fully equipped science laboratories and libraries within each and every adopted school shall be the responsibility of the CARE. Any such item of inventory so introduced by the CARE shall be marked as "Property of CARE" and the CARE shall be responsible for its maintenance and upkeep.

13. That the annual repairs and whitewash of the adopted schools shall be undertaken by the CORPORATION.

14. That any shortfall of furniture shall be met by the CARE from their own resources. Necessary repairs of buildings, shall be the responsibility of the CORPORATION whereas repairs and replacements of installations and fixtures shall be made by the CARE from the school funds according to the prevalent practice.

    Management of the entire affairs of the above referred schools shall exclusively vest to the CARE (through the committee constituted under clause VIII above) subject to overall supervision and control of the CORPORATION within the formalities of this agreement.

    Both the CORPORATION and the CARE shall take all such steps, including the execution of further agreement, as may be necessary for the purpose of ensuring that CARE and the Committee are able to perform their functions envisaged under this agreement effectively and properly.

    The CORPORATION acknowledges that the CARE shall be taking steps and incurring expense and outlay on upgrading the schools and therefore shall retain, through the Committee, management of the affairs of the schools in accordance with the terms of the agreement.

15. IN WITNESS WHEREOF the parties have put their respective signatures.

Administrator
Metropolitan Corporation Lahore
Chairperson
Cooperation for Advancement
Rehabilitation and Education
WITNESS 1._____ 2._____

Source: CARE records

Case Study 2
Public-Private Partnership in Promoting Primary Education: SABAWON's Work in Hangu District of NWFP

Gulzar Shah

In the development world, public-private partnership has recently emerged as the key ingredient in the success of recent interventions to bring about social changes and improvements. A new concept in the development environment of Pakistan, it has brought a new vision in terms of greater efficiency, cost sharing and sustainability. It has given hope and dimension for transforming societies, and implementing social change at the grassroots level. This report showcases a success story of a public private partnership forged by an NGO to improve the enrolment in schools and to curb the dropout rate through their Water and Environmental Sanitation (W&ES) program for the primary schools of Hangu district of NWFP. It walks the reader through project details and challenges, and lists lessons others can benefit from.

1. Introduction and Background

1.1 SABAWON

SABAWON was established in 1994 when, Muhammad Tariq, left a lucrative job with the Asian Development Bank to work for the social empowerment of the deprived and marginalized communities of Pakistan. He later invited other development professionals, who shared his passion, to join SABAWON. At the start, SABAWON's Board of Directors provided the strategic vision, following aspirations of social activism and professional competence (see Annexure I). They also provided the seed money to run the organization.

1.2 SABAWON's role vis-à-vis the situation of education in Pakistan

Realizing that the state of education in Pakistan was characterized by low literacy rates for males and even lower rates for females, SABAWON took up education as one of the primary areas of its concern. Tariq Khan, Program Manager, SABAWON said:

> Education development clearly appears in need of civil society's help given the fact that Pakistan has developed a National Plan of Action for Education for all for 2000-2015. In this plan, Pakistan intends to achieve universal primary education by 2015, and to achieve close to universal literacy (86 percent) by the same year. Besides, under the New Education Policy the government has announced its commitment to eliminate illiteracy from the society and to provide basic education to all children, youth and adults by the year 2010. However, realization of these targets is a daunting task which depends on a number of factors such as the existence of cost-effective schools, better curricula, involvement of the community, public-private partnerships and blending functional literacy with technical skills.

This generic context provides the framework in which SABAWON is operating in rural areas of NWFP and Punjab. SABAWON is using innovative partnership mechanisms and teaching methodologies to attract more children, particularly girls, into the classroom for the first time in many villages.

1.3 Public-private partnership: What does it mean?

The term public-private partnership is a new catch phrase used to describe the emerging paradigm that is revolutionizing government from the local to the global level. This highlights the potential for innovative partnerships between the government, the people and the private sector institutions in terms of contribution of time, resources and expertise to implement social change at the grassroots level. In nations around the world, governments are turning to the private sector for help to accomplish what they lack the political will or capital to do alone.

Forging useful partnerships is indispensable in bringing positive social change at the grass roots level in the new world. Governments are no longer in a position to hold the vision for the future of society, and to continue solitary advocacy to improve living conditions of people, nor can they provide the means to do this. In addition, real power should, in principle, be exercised by people who manage the world's wealth. The wealth generators are the key holders of power, not of office, and the real power holders must be partners in shaping the future if it is to be sustainable. These are the key concepts of public-private partnership which SABAWON claims to promote in Hangu district, while working to promote primary education. Mr Fayyaz, the Head of Research and Policy at SABAWON said:

> We, at SABAWON, trust that the real objective of public-private partnership is to make full use of the decisive and growing role of communities in social transformation on one hand, and the specific know-how of development organizations on the other. Local governments benefit from improving the overall socio-economic environment, while the development organizations take advantage of the social capital as a driving force for the betterment of livelihood conditions of the partner communities.

As noted later in this study, collaboration between the district government and SABAWON offered both the partners an opportunity to achieve their respective goals more efficiently and rapidly and at a lower cost in Hangu District.

2. The Project and Partnerships

2.1 Project Objectives

'A school is a building that has four walls with tomorrow inside'. This was the conviction that inspired the Chief Executive of SABAWON, Mr Muhammad Tariq and his team to initiate the Water and Environmental Sanitation (W&ES) program for the primary schools of Hangu district of NWFP. The program started in September 2002 with the support of UNICEF (Peshawar) to achieve three key objectives:

- To improve the quality of the education services for primary children focusing

on female children through promoting interactive teaching methodologies

- To strengthen the local bodies' structures to help communities rehabilitate existing water and sanitation related infrastructure
- To mobilize communities and spread awareness on health and hygiene especially targeting vulnerable groups such as women and children

The W&ES program in Hangu focused on children as the main target group to bring about social change in the society.

2.2 The Partners, the Partnership, and its Justification

Uncoordinated public, private, and civil society efforts may bring individual results but they are destined to be ineffective at times. They result in duplication of effort in some areas while leaving others altogether uncovered. Given the importance and difficulty of the undertaking, the SABAWON team knew that a partnership with the concerned public agencies and the proposed beneficiaries would be a prerequisite for the successful implementation of this project. Program ingredients and socio-economic conditions were just right for fostering public-private partnership in the education sector in the backdrop of the newly decentralized administrative structure of the government.

In order to build desired capabilities to create change at the grass roots for desired societal transformation, the project engaged the following partners in Hangu district:

- The civil society, represented primarily by the NGO, SABAWON and UNICEF Peshawar, the government sector, including Union Council officials, elected representatives, and local government officials
- The community, the Parent Teacher Associations (PTAs) and local religious leaders, i.e., *ulemas*

In addition, other private sector development institutions were also engaged for capacity building and creating synergies in raising awareness on health and hygiene. The child was used as an agent for social change, and roles and responsibilities were designated to Parent Teacher Associations (PTAs) and W&ES Committees. Participatory learning methodologies were employed to promote joyful learning in the classrooms.

For teacher training and improvement of W&ES infrastructure at schools, SABAWON worked closely with the District/Tehsil/Union Council officials and elected representatives of the area to create a sense of ownership at the decentralized levels in support of public-private partnership. The District Coordination Committee was constituted to coordinate project related work in the target Union Councils of Hangu. At the provincial level Local Government and Rural Development Division, Education Departments, UNICEF, Sarhad Rural Support Program (SRSP) offices and key personalities including political representatives were engaged to tap administrative and programmatic support required for the successful implementation of the project activities.

SABAWON worked for the activation of PTAs around primary schools which is a social infrastructure left by different organizations previously working in the field of education in NWFP. Benefiting from the social capital that already existed, SABAWON organized three training sessions for Hangu district to use PTAs in sanitation promotion at the local level. PTAs are reported to have the skills required to spread awareness on health and hygiene and installation of water infrastructure at schools.

The ulema proved important allies. Ulema were sensitized about water-borne diseases, construction of cost effective latrines and adoption of hygienic practices in daily life through ten orientation workshops. During the workshops the ulema agreed to spread awareness on these issues through their public interaction, including Friday prayers.

2.3 Project Steps and the Role of Various Partners

The following sub-sections show project details by listing various steps in order to encourage project replication.

2.3.1 Selection of the Union Councils and Schools

Ten Union Councils of Hangu were selected by SABAWON in consultation with UNICEF, district administration, government education/ health officials and political representatives of the area. The selection was based on well-set criteria i.e., relative poverty level of the area, non-prevalence of basic social amenities in primary schools, and the willingness of the community and the Union Council administration to participate in the project interventions. Schools were then identified for the installation of W&ES facilities using baseline information available with the government Education Department and Tehsil Municipal Administration (TMA).

2.3.2 Project Inception Meetings

Two orientation workshops were organized at the project inception stage to apprise all stakeholders about project goals and planned activities. District Coordination Officers (DCO), District Nazims, Town Nazims, other government education/ health officials, Union Council Nazims and Naib Nazims and Councillors of the select Union Councils were involved in these workshops. These workshops clarified the roles and responsibilities of different stakeholders regarding project execution in Hangu district. At a different level, religious leaders of the area were also taken on board vis-à-vis improvement of the W&ES infrastructure at schools. Locally, ulema possess great influence over public actions, hence they were considered important stakeholders to promote education in the target area.

2.3.3 Involving parents and the community

Parent-Teacher Associations were formed and mobilized around primary schools in order to ensure that the community played an active role in the execution of project activities. Three training sessions involving 75 community activists were organized for their capacity building and strengthening. PTA proved to be an important vehicle to spread awareness on health and hygiene, and to instal W&ES infrastructure at schools. In addition, W&ES Committees were organized to promote public awareness about proper sanitation facilities and to disseminate health and hygiene messages to the local communities.

These committees also helped in the execution of hardware project activities mostly in the form of labor. A total of 18 Union Council level W&ES Committees (45 percent women) were organized in Hangu district. Eight training sessions were organized for their capacity building and further strengthening. To ensure sustainability, members of these W&ES Committees were linked with the Union Council Nazims, Town Nazims and District Nazims for the execution of any future water and sanitation related projects in their Union Councils.

2.3.4 Strengthening W&ES Infrastructure at Schools

A total of 100 primary schools were covered for the installation of hand-pumps and construction of latrines with a special preference for girls' schools. SABAWON/ UNICEF provided 50 percent of the cost, 30 percent came from the Union Council administration, while PTA donated 20 percent of the total project cost. The Tehsil Municipal Administration was actively involved in the implementation process which included technical support for PC-I (Planning Commission) preparation and execution. The District Executive Officer (Education) helped SABAWON at the school identification stage and provided baseline information for resource mapping and allocation. Operation and Maintenance (O&M) training was imparted to the identified PTA members to ensure sustainability of the project interventions.

2.3.5 Training in Child-to-Child Approach

Child-to-Child (C-to-C) approach is used by SABAWON as one of the means to promote interactive learning methods and prompting children to learn through making discoveries. Twelve training sessions were organized for the primary school teachers from both girls' and boys' schools in C-to-C approach, which benefited 500 teachers (60 percent women).

After the training, both teachers and students were found to be more aware about their roles and responsibilities. The trained teachers formed Student Environment Committees in a hundred schools. The Student Environment Committees proved to be a catalyst for keeping the environment of the schools clean and hygienic. They were reported to have regularly organized speeches and sessions on the importance of adopting healthy practices in their daily lives. It was for the first time in Hangu district that children were engaged in the social development of their areas. Regular follow-up reports revealed that teachers and children were not only benefiting from the skills acquired at the family level but were also educating their neighbourhoods.

2.3.6 Best school competitions

Within three Union Councils of district Hangu, competitions were launched for the selection of best schools with regard to health and hygiene and students' awareness about health and environmental sanitation. In each Union Council, a Teachers Committee was formed to inspect schools in their area, and following an agreed criteria, select the best school for the award. Debates were organized on issues related to community health and hygiene to check awareness level of the students. As an award, educational material such as copies, pencils and dictionaries, were given to the schools.

2.3.7 Credit program for Sanitation Promotion

SABAWON initiated a credit program for sanitation promotion in four select Union Councils of District Hangu for which Union Council administration also provided matching grants. This credit pool was regularly recharged to provide credit facilities to the communities on soft terms i.e., 5-7 percent, using social collateral. To ensure the program's success, trainings were imparted to build management and financial capacities of the credit pool maintainers at the Union Council level. The credit amount per Union Council was Rs 25,000 of which 50:50 matching contributions were made by SABAWON/UNICEF and Union Council administration. A formal MoU was signed between SABAWON/UNICEF and the Union Council administration, in this connection. A select community group availed the credit facility.

3. Outcomes and Intervention Strengths

A flexible program approach was employed while implementing the subject project in ten Union Councils of Hangu district based on the principle of 'learning by doing'. SABAWON was well aware that in the long-term it was only the interest of the community and the innovativeness of the approach employed, which could ensure continuity and sustainability of the project interventions.



A school using SABAWON's innovative teaching methodologies to attract more children

3.1 Project outputs

The following are the main outputs accomplished during the project execution:

Performance Indicator	Cumulative Achievement (2002-2003)
1. Training of primary school teachers in Child-to-Child approach (# of teachers)	500
2. Parent Teacher Associations formed and strengthened (# of PTAs)	150
3. Water and Environmental Sanitation Committees formed and strengthened (# of W&ES Committees)	18
4. Community training in water and environmental sanitation (# of persons)	450
5. Installation of hand-pumps in primary schools (# of hand-pumps)	100
6. Community training in maintenance of hand pumps (# of persons)	100
7. Construction/rehabilitation of latrine facilities in primary schools (# of latrines)	200
8. Orientation sessions organized for ulema and community members (# of sessions)	10
9. Best school competitions (# of competitions)	50

Project activities were focused on three key areas i.e., increasing in enrolment, decreasing child drop out rates, and providing quality education to primary school children. A total of 100 schools were covered under the project in ten Union Councils of Hangu district. For the same number of target schools, public-private and public-community partnerships were fostered through the formation of PTAs and W&ES Committees.

3.2 Project Impacts and Outcomes

Preliminary impacts and outcomes of the project interventions are summarized as under:

3.2.1 Increase in Class Room Attendance

Using innovative partnership mechanisms and teaching methodologies, SABAWON was able to attract more children, including a large number of out-of-school girls, into the classrooms. Field reports reveal that improved W&ES facilities at schools led to more than a 30 percent increase in the classroom attendance.

PTA/W&ES Committees remained instrumental in spreading awareness about health and hygiene at the family, *mohallah* and village levels. They also proactively worked to foster links between communities and the government line agencies responsible for delivering water and sanitation services under the newly institutionalized Devolution Plan.

3.2.2 Decrease in Child Dropout Rates

Presently in Pakistan, two-thirds of children not in school are girls. Drop out rates for girls are higher than for boys, and girls are less likely to go on for higher education. If such trends continue, the next generation of illiterate adults, like the last, will be predominantly female. To address the issue of drop outs, particularly of girls, two strategies were used, namely, improving the classroom/school environment and making it more attractive and joyful for the child, and sensitizing communities/parents about long-term benefits of education for the family and society as a whole. Employing this two-pronged mobilization approach, SABAWON was able to control drop out rates. In a few villages the drop out rate was reduced from 70 percent to 10 percent with the help of the community and the teachers.

3.2.3 Teacher Training And Quality Education

By investing in teacher training, and through changes in teaching methodology from the traditional approach to that of 'joyful and activity based learning', SABAWON was able to improve the quality of education for the rural areas of Hangu district. Moreover, it was demonstrated that teacher and child absenteeism could be reduced to as low as 10 percent with the active participation of the community and district administration. This was because of a heightened sense of participation and accountability to the community.

4. Operational Difficulties, Lessons Learnt and Recommendations

4.1 Value of primary education

SABAWON's experience in the education sector vis-à-vis Hangu interventions demonstrates that low enrolment and low retention rates are a reflection of the poor quality of education offered. Parents do not consider it worthwhile to send their children to school if they are not learning anything. Children's time is considered better used in chores at home or in income earning activities. Since the opportunity cost of educating poor children is high, the quality of education also has to be high, in order to convince parents of the value of sending their children to school. Millions of poor families in Pakistan want good schools for their children. They demonstrate this demand enthusiastically when they are assured that the education received is worthwhile.

4.2 Absenteeism

Teacher and child absenteeism is a serious problem facing primary education in Pakistan. SABAWON has practically demonstrated in Hangu district that teacher and child absenteeism can be greatly reduced by creating an improved sense of participation and accountability in the community. Further, with the involvement of the district administration, outreach and quality of the education services is ensured through monitoring and regular inspections. These innovations and the new sense of public-private partnership have enabled SABAWON to attract more children into the classrooms, for the first time in many cases.

4.3 Capacity building of the partners

To make the education system more effective at the federal, provincial and district levels, SABAWON believes that it is imperative to mobilize and reorganize the administrative and implementation capacity of the government. Training of education administrators, teachers and school leaders is essential. Closer cooperation between schools and the community must be fostered. There is a great need not only for the government, but also for NGOs, CBOs, (Community Based Organizations) and other private sector providers to take part in motivation and mobilization campaigns for mass education. Experience from other developing countries shows private sector organizations will not succeed in their roles unless the government is an active leader.

4.4 Lessons learnt and recommendations

SABAWON's experience offers a wide array of lessons. Some of these were learnt during the field implementation, while others were learnt in the course of managing this multi-stakeholder project. A list of selected lessons follows:

Forging partnerships, like the ones highlighted in this case, is rewarding. Impacts were multiplied and results proved more sustainable when project activities were carried out in consultation with the local government institutions and area activists. Community participation made project interventions cost-effective, interactive and sustainable, fetching greater spin-off effects.

Ulema (religious leaders) have great influence over public actions, hence they were considered important stakeholders to promote education in the target area. While implementing W&ES activities in Hangu, SABAWON was initially hesitant in engaging ulema. However, during project execution it was realized that ulema could influence public attitudes and they were instrumental in raising awareness about health and hygiene.

PTAs are important allies in combating problems surrounding primary education including student and teacher absenteeism.

Mobilizing women to attend training events and to participate in the project activities proved much more challenging and difficult in the Union Councils where there were no elected women Councillors. For such constituencies, the help of male Councillors was sought which affected the quality of women's participation in project initiatives.

Due to social taboos and cultural constraints, women's mobility between Union Councils remained below optimal, and so women's participation in the program events organized for more than one Union Council remained an issue throughout.

At the Tehsil level, there is a need to further strengthen the link between political representatives and the bureaucratic machinery. Liaison between Tehsil Municipal Officer (TMO) and Tehsil Nazim needs to be improved in order to successfully run program components through TMAs and SABAWON.

While implementing the project's hardware activities, such as installation of hand-pumps, and construction of latrines, Members of the Provincial Assembly (MPAs) and Members of the National Assembly (MNAs) should also be kept in the loop as this yields better results. In actual practice this is carried out through TMAs and Union Council administration.

Following rigid program approaches may work in a specific context with a given set of audience, but this is not recommended generally. SABAWON's recommendation is a process approach. Development is a process for mutual learning by the organizations and the community.

SABAWON's experience of working with the community and local governments demonstrated that improving W&ES infrastructure at schools is just the start of a process. For social change and transformation, and a new outlook to the state-citizen relationship, citizen groups such as PTAs and W&ES Committees will have to be strengthened so that they can play an effective role in the acceleration of education. In this way an enabling environment can be created for the citizen partnership and community empowerment. This realization has guided SABAWON's work in the field vis-à-vis teacher training and PTA/W&ES Committee mobilization and capacity building.

5. Conclusion

Through improvement of the W&ES infrastructure in schools, SABAWON was able to demonstrate more than a 30 percent increase in classroom attendance. Following the spirit of public-private partnership, W&ES facilities were installed with the active involvement of the local government officers and the political representatives,



"A school is a building that has four walls with tomorrow inside"

which created ownership and a sense of belonging to the schools. Parents and communities were also involved in the decision-making process, and Operation and Maintenance training was imparted to ensure sustainability of the project interventions. All these factors contributed in creating an alternative institutional model of education through public-private partnership.

Public-private partnership is a new concept in the development environment of Pakistan. It has brought a new vision in terms of greater efficiency, cost sharing and sustainability. Throughout the world, governments are turning to the private sector to achieve prosperity for nations. It has given a new hope and dimension for transforming societies, and implementing social change at the grassroots level.

In Pakistan, the concept of public-private partnership is being tried out in almost all dimensions of development ranging from primary health care, infrastructure development, institutionalization of devolution reforms, to enhancing child participation in primary schooling. SABAWON has used the concept in the education sector, and has received very encouraging results. Education is a key focus area of SABAWON's program, as the organization believes that education is a prerequisite for changing societies, and the key to socio-political empowerment.

By forging public-private partnerships to further education, SABAWON has practically demonstrated that child enrolment can be increased, dropouts can be significantly reduced and quality education can be imparted through engaging local communities, parents, ulema, political representatives and administrative officials of local governments. Key investments made by SABAWON were in improving W&ES infrastructure at schools, teacher training in interactive child methodologies and engaging community and parents in matters related to school management and improvement.

Teacher and child absenteeism is a serious problem facing primary education in Pakistan. Changing the method of teaching from the traditional approach to that of 'joyful and activity based learning' and involving the community and the district administration in the management and development of schools can make a difference.

While working at the school level in Hangu district, SABAWON employed interactive teaching and learning methodologies, for which various innovative tools and techniques were used such as essay writing and cooking competitions, painting exhibitions, best school competitions and work presentations, which helped in achieving minimum learning achievements (MLA) and promoted personal expression of learning and self up-gradation. In this way SABAWON has promoted critical thinking, and liberated dialogue among children, which presupposes action at the early childhood stage. The inherent synergy of the process further fostered the channels of change.

SABAWON presents a success story in public-private partnership. Achieving quality education for all children of Pakistan requires innovative strategies such as the ones show cased. Such partnerships with government and other key players, including civil society organizations, teacher training institutes, educationists and owners of private educational institutions can play a pivotal role in improving the state of education in Pakistan.

Public-private partnership has brought a new vision in terms of greater efficiency, cost sharing and sustainability in the development environment of Pakistan.

ANNEXURE 1
About SABAWON

SABAWON's Vision

'To work for the creation of a society based on the principles of social justice and gender equality'

Mission Statement

To contribute towards development of the local communities, with a focus on providing enabling environment to the marginalized and deprived groups to access and utilise social sector services'

www.sabawon.org

Social Action Bureau for Assistance in Welfare and Organizational Networking (SABAWON) is a non-governmental organization created in 1994, and works directly with the communities at the grassroots level in Pakistan with an upfront social change agenda. The program portfolio of the organization includes interventions in education and literacy, health and hygiene and water and environmental sanitation. Promoting gender and child rights, food security and livelthood rights, and networking and linkages development are part and parcel of the implementation strategy and remain cross cutting themes of the overall SABAWON's work in the field. Institutional donors of SABAWON include UNICEF (Peshawar), National Commision for Human Development (NCHD), Ministry of Women's Development (Islamabad), Aga Khan University (Karachi) and National Education Foundation (NEF), SABAWON is registered with the government of Pakistan under Societies Act of 1860 and with the Federal Ministry of SAFRAN. For more information about the organization, please visit its website www.sabawon.org

Key Program Objectives

- To establish and foster a network of community-based organizations for better planning, management and utilization of resources
- To build capacities of communities and local institutions for optimal resource management at the decentralized levels
- To bring marginalized communities, especially women and children, into the mainstream of development through improving their social and economic condition and status
- To undertake development initiatives to promote gender equality and protection of the rights of children

Annexure 2

SABAWON: Development through Empowerment. SABAWON was established in September 1994 when a group of development professionals organized five thematic workshops on the issue of child labor in Peshawar. It has been involved in the implementation of nine projects in NWFP and Punjab with the assistance of the Government of Pakistan, UNICEF (Peshawar), Save the Children (UK), National Commission for Human Development (NCHD), Aga Khan University (Karachi) and National Education Foundation (NEF). SABAWON currently maintains a staff fleet of 182 members, of which 50 percent are women.

SABAWON is a civil society organization of Pakistan, registered with the government under the Societies Act of 1860, and also with the Federal Ministry of SAFRAN. The Program Coordination Office is based in Peshawar, and it runs various social development projects in the urban and rural areas of NWFP and Punjab covering development aspects such as health, education, and water and environmental sanitation. Field management of SABAWON's operations is ensured through seven Regional Offices based in NWFP and Punjab. The organization is headed by a Chief Executive, who reports to a seven-member Board of Directors.

SABAWON is working for a society free from all kinds of discrimination and providing an enabling environment to poor communities to ensure sustainable livelihoods. Motivated by concern over increasing poverty levels in the country, SABAWON's mission is to provide the community easy access to primary education, and basic health and sanitation facilities through building dynamic partnerships with the people and state agencies. SABAWON's core values of programmatic work include building long-term partnerships with the community, finding solutions collectively, bringing real change at the grass roots and making sustained impacts in the field.

SABAWON considers interventions in the social sector essential to reduce poverty and ensure gender balanced sustainable development. All SABAWON projects are based on the principle of community participation, and activities largely revolve around sensitizing the community, forming and strengthening community based organizations especially women groups, teachers' training in Child-to-Child approach, formation and strengthening of Parent-Teacher Associations/ W&ES committees, installation of water and environmental sanitation facilities, and facilitation of linkages between CBOs and government line agencies. It has plans to scale up its operation throughout Pakistan including Federally Administered Tribal Areas (FATA), Federally Administered Northern Areas (FANA), and Azad Jammu and Kashmir. SABAWON is also working to strengthen devolved structures at the Union Council, Tehsil and District levels and is providing support on a regular basis for the capacity building of Tehsil Municipal Administrations (TMAs).

Program Strategic Framework

Program interventions of SABAWON draw inspiration from the Organizational Vision, which is 'To work for the creation of a society based on the principles of social justice and gender equality'. SABAWON's Mission Statement, its raison d'etre, denotes a part for the organization to play in achieving the vision. The statement clearly outlines SABAWON's role 'To contribute towards development of the local communities, with a focus on providing an enabling environment to the marginalized and deprived groups to access and utilize social sector services'. Beneath the organizational mission, are the Key Program Objectives providing the operational guidance. These include:

- To establish and foster a network of community-based organizations for better planning, management and utilization of resources
- To build capacities of communities and local institutions for optimal resource management at the decentralized levels
- To bring marginalized communities especially women and children into the mainstream of development through improving their social and economic condition and status
- To undertake development initiatives for promoting gender equality and protection of the rights of children

Program Achievements

SABAWON's work is rooted in social development and empowerment of the local communities living in rural and urban areas. Its most important achievement has been the development of a social capital which is aware, sensitized and capacitated enough to carry forward the mandate of SABAWON. With the support of various donor agencies operating in Pakistan, SABAWON has successfully implemented nine different projects in NWFP and Punjab.[35]

To date, the main program achievements of SABAWON include training of over 2,000 primary school teachers in Child-to-Child approach and participatory appraisal methodologies; imparting skills to 1,100 community partners covering subjects like water and sanitation and primary environmental care; and formation and strengthening of 300 Parent Teacher Associations and 18 Water and Environmental Sanitation Committees. Besides, with active support from UNICEF, 350 hand-pumps have been installed at community places in the program areas and 70 latrines have been constructed to provide basic sanitation facilities for school children. To foster public-private partnerships, 8 District Coordination Committees have been formed and 18 Task Forces organized at the Council level to ensure efficient delivery of municipal facilities to the rural and urban settlements of NWFP and Punjab.

[35](see SABAWON wevsite www.sabawon.org under section Inventory of Projects)

Case Study 3
The Citizen's Foundation

Nadia Ejaz

1.1 Objective

The objective of this case study is to describe the main organizational features and delivery mechanisms of The Citizen's Foundation (TCF), an NGO dedicated to the provision of formal education at the primary level, to marginalized communities in Pakistan. In addition, the case study highlights some of the main strengths and weaknesses of the NGO.

1.2 The Citizen's Foundation

The organization's main focus is on primary education. It is a professionally managed, not-for-profit organization that was formally incorporated in August 1995 by a group of citizens concerned with the dismal state of education in Pakistan. TCF both builds and maintains schools, and its primary mission is to provide quality education to less privileged areas.

TCF's headquarters are based in Karachi and its initial project also started out in the slums of Karachi, in those peripheral zones that were beyond the reach of either government initiatives, or other NGOs.



The organization's logo, a green leaf, attests to this underlying premise of hope and progress.

1.3 Background

TCF started as a private initiative by a handful of well-connected industrialists in Pakistan. According to Mr Saleem, one of its pioneers, the idea of TCF sprang from their personal misgivings about the state of education and the low level of social development in Pakistan. Against this background, they felt embarrassed by their own lack of contribution in these areas.

Prompted by a sense of civic duty and moral responsibility, they decided to take their concerns beyond drawing room conversations. This impetus was realized in the shape of TCF a couple of years later. During an interview, Mr Saleem agreed that TCF's founders could have chosen other areas to focus on as well: "Even as we were setting out we knew that there were many other pressing issues that were also in dire need of attention". However, ultimately they felt that the field of education was the most deserving since it seemed to lie at the root of many social issues in Pakistan. Mr Saleem said:

> If you drive around Karachi, you will notice hundreds of poor children roaming the streets, begging, or doing odd jobs. I asked myself, "What is their future? Will these children ever see the inside of a classroom?" Such questions have also helped shaped the underlying mission and philosophy of TCF: "For the young child there is no second chance. Investment in human capital in the form of basic education cannot be postponed. It either takes place at an appropriate age when the need is present, or it does not."

To begin this initiative Mr Saleem and his partners decided to first invest their own money to run a pilot project for TCF. Five purpose-built schools were established by the directors themselves. They wanted to ensure that they had a well-functioning, feasible project and education model before inviting other organizations and individuals to contribute towards their cause. By 1995, their experiment was successful and TCF was formally registered as a non-profit organization that was ready to expand its financial base and organizational structure.

2.1 Quality Checks

The important elements of quality control are teacher training, guide-lessons, teacher's daily diary, regular monitoring and bi-annual evaluations. To ensure transparency of TCF operations, the Board has constituted an Audit Committee of the Board comprising three board members. The aim is to provide an independent, objective assurance function, to add value, improve operations, and to maintain the effectiveness of internal controls. On the whole, it attempts to bring a systemic, disciplined approach to improving the effectiveness of the control and governance process. The committee operates within the framework of an Internal Audit Charter adopted by the Board.

2.2.1 Management structure

TCF is incorporated as a company limited by a guarantee, under the Companies Ordinance1984. It is headed by a Chief Executive who reports to the Board of Directors. Under the Chief Executive there is appropriate professional staff for different functions such as Education Planning, Training, Administration, Donor Relations and Finance.

2.2.2 Finances

School fees:

School fees are based upon a 'pay-as-you-can-afford' system, as are costs for uniforms, books and stationery. TCF offers financial aid from 5 percent to 95 percent depending on the income level of the family. The aim is to make education affordable for each student. Books and tuitions are heavily subsidized and provided on easy instalments.

How a dollar received is invested:

TCF administration costs are not more than 5 percent of the collection and 95 percent is invested on schools and / or granting scholarships.

TCF: Hope and Progress

The Education Program of TCF is entirely funded by donations:

To build a school:	
Primary	Rs 3,300,000
Secondary	Rs 6,000,000
Build a classroom	Rs 450,000
To support a school:	
Primary	Rs 600,000/year
Secondary	Rs 1,000,000/year
Educate a child	Rs 6000/ year
Education Fund	No Limit
Zakat Fund	No Limit

3.1 Prominent Features of the Organization

i) Architecture:

A trip to TCF's school in Mocha Colony, Karachi revealed several features. Amid the debris, open sewage, unpaved roads, and low-income housing, the TCF school building appeared to be a sign of sanity and development. TCF is committed to building purpose-built schools, and as a result all their schools follow a standard architectural plan.

Neelam, Donor Relations Director said:

> TCF does not believe in acquiring old buildings. There are certain requirements that we believe each school should have and if we were to adopt other schools we might not be able to do justice to those requirements.

ii) Gender aspects:

There are two features of TCF schools that bear relevance for gender empowerment. Firstly, TCF maintains a coeducational philosophy. When interviewed, most of the teachers were of the opinion that TCF's coeducational policy has been very positive and that in general their experience with a mixed student body has been problem-free.

"But some people say that students get distracted and that one should only follow a single-sex policy, especially after a certain age," I commented to Fatima, one of the teachers. But she insisted that this was not true in her experience. According to her:

> Students learn a lot from being in a co-ed scenario. I think that the boys learn to respect the girls. They see that they are learning the same thing as them; that they too can be intelligent and responsible. The girls overcome their shyness and they become more confident. I think it will help them deal with life outside the classroom as well.

A second aspect of TCF that relates to gender empowerment is the fact that their teaching staff consists entirely of women. There are several reasons for this: a) the fact that women are generally marginalized in terms of employment opportunities in Pakistan, b) since TCF is a co-ed school, having male teachers could pose a problem for some of the female students as their parents might be averse to having their girls interact with male teachers.

iii) Community response:

According to the principals interviewed, the community response to the TCF schools has generally been very good. They pointed out that they encountered problems in the beginning, as some community members were quite suspicious about the school. However gradually, most members of the community have come around. Currently, they said, they had far more requests than capacity.

Elaborating on this point, some teachers pointed out that in terms of the acceptance of TCF, the women in the communities tend to be more in favour of sending their children to school than their male counterparts. According to one principal, many women had fought with their husbands to send their children to school. Often, the men prefer that the children work for a living, whereas the mothers tend to give more preference to the potential benefits of schooling.

iv) Extra-professional interventions:

TCF's success and low drop-out rate may also be attributed to the fact that their teachers and principals often go beyond the call of duty to understand the situation of their students and their families and to help them. The following story is only one example of such extra-professional interventions narrated by one of the principals:

> We had a girl in our school who had reached class nine. You know such students are a real asset for us because we see them as someone in whom we have invested for years. Well, she was a bright girl but when she joined class nine there was talk of her marriage. Her parents wanted her to get married and to drop out of school. When we found out we had a meeting with the parents but we couldn't convince them. They were adamant that she should leave school and get married that year. So finally this is what we did. We went to the fiancé of that girl and convinced him to let her matriculate after marriage and we were successful in getting her back.

Such stories are not rare. The teaching staff at TCF often goes beyond the call of duty to sustain students. According to the principal of Mocha Colony, the staff is often seen as a confidante of the family. She maintained that through the years, the principal gets to know the family background of each child in the school. This knowledge is indispensable in dealing with the children and preventing dropouts as they are able to work around the family circumstances of each child. So, for example, if a child is taken out of school for some time due to economic pressures or the child's employment, teachers may be able to give the child lessons to take home, arrange for homework to substitute

for class-work, rearrange exams and so on. In addition, if a teacher finds out that a student's financial situation is extremely bad they deal with it on a case-by-case basis and may request the head-office for extra financial aid on behalf of the student.

The philosophy of education at TCF also goes beyond the class curriculum. There is great stress on the moral and civic development of students. For example, students are taught to be careful about hygiene and instructed to use school toilets with care. TCF teachers insist that such lessons should not be underestimated. One teacher said:

> Most of these students have never been inside a proper washroom and no one has ever taught them about hygiene. What they learn in school will improve their lifestyle and raise their awareness of the value of cleanliness.

v) Special facilities:
TCF provides several special facilities to its students in order to realize its objective of quality education. In terms of curriculum, TCF follows the government board, but where deemed necessary it bolsters the curriculum by including extra books and expertise. Especially, in the higher classes, TCF has added some 'O' level books to its curriculum in science, mathematics and English.

The TCF curriculum development strategy is particularly keen to give students a good grounding in English and science. Consequently, they have made arrangements for fully equipped science laboratories in each school. According to one teacher, they are "trying to give them the facilities that even some private schools cannot provide." In recent years, TCF has also given importance to computer education and most TCF secondary schools offer a basic computer education alongside the rest of the curriculum.

3.2 Interesting innovations

According to the TCF staff interviewed, some of the following innovations have contributed to the success of their organization:





Children learning how to use computers.

i) Wide-based volunteering system:
Supporters of TCF, (STCF), are a vibrant and dedicated group of volunteers, who have worked tirelessly to raise funds and awareness. STCF has independent chapters in Karachi, Lahore and Islamabad who have also shown splendid organizational abilities by successfully managing fund raising events on their own.

ii) Teacher transport:
TCF arranges for the transportation of teachers in case it is not able to recruit them from the community. According to them, this has helped TCF recruit the best possible talent as teachers really value this service.

iii) Outreach program with LUMS:
TCF has also shown some forward thinking by establishing an outreach program. Currently it has linkages with LUMS and the National Outreach Program of the government.

3.3 Strengths of the organization

In the light of the above, some of the following factors and features can be identified as contributing to the strength and success of TCF:

i) Emphasis on quality:
The most outstanding feature of TCF's philosophy is its emphasis on quality. Unlike some other education models within the NGO sector which emphasize quantity in terms of student enrolment or number of schools, TCF believes in maintaining a high quality of education even if this means that they have to compromise on the number of students that they can enrol. In one TCF worker's words:

> The idea is not simply to get to as many young children as possible but to be able to do justice to each school and each student; not just to give them an education but to give them quality education.

ii) Standardization:
Related to the above point, is TCF's heavy emphasis on standardization in terms of the quality of teachers, lesson plans, school architecture and facilities, and the number of students in a class. According to a teacher, "On any given day TCF students in one province, will be studying the same lesson as students in another province."

iii) Personal attention:
As mentioned above, students receive a lot of personal attention from teachers who pay heed to the particular social and financial circumstances of each student. This prevents drop-outs and also contributes towards the success of TCF's program.

iv) Teacher training program:
The teacher training program also contributes to the quality of the teachers and ensures standardization of teaching styles and methodology.

v) Transportation for teachers:
As mentioned before, this enables TCF to recruit the best talent possible from outside the community if need be.

vi) Outreach programs:
These provide a channel for students for future educational opportunities as well as for employment which adds to their motivation.

4.1 Main Concerns

i) Land:
Since TCF builds its own schools, acquiring the right size of land can sometimes pose a problem.

ii) Expansion in NWFP:
TCF aspires to be a national level organization, but it is yet to open a school in NWFP. This is an area in which they are planning to expand in the future.

iii) Finding the right teachers:
Despite the transportation facility it remains a challenge to recruit good teachers.

5. Conclusion

According to Ahsan Saleem:

> We do not want to go out there and tell others how to run their NGO or to claim that ours is the best model. I believe that everyone has their own goals and mission and should develop whichever system suits them best. We, at TCF, have tried to develop a system that suits us best in terms of our goals. We would be happy to share our model with others, but we are not here to dictate to others or to assume an air of superiority.

Mission and philosophy of TCF:
"For the young child there is no second chance. Investment in human capital in the form of basic education cannot be postponed. It either takes place at an appropriate age when the need is present, or it does not."

Appendix 4

Institutional Set-up
Board of Directors
Mr Ahsan Saleem - Chairman
Mr Arshad Abdulla
Mr Ateed Riaz
Mr Haamid Jaffer
Mr Mushtaq Chhapra
Mr Rashid Abdulla
Lt General Sabeeh Qamar uz Zaman, (Retired)

Chief Executive
Mr Ateed Riaz

Deputy Chief Executive
Mr Moiz Ahmad

Chief Operating Officer
Rear Admiral Anis ur Rehman HI (M)

Company Secretary
Syed Qaisar Hussain Rizvi

Auditors
Taseer Hadi Khalid & Company
Chartered Accountants

Appendix 5

The Citizens' Foundation

	Present	2004
Primary School Units	100	132
Secondary School Units	40	48
Teacher Training Centre	1	2
Student capacity	25,000 +	32,000 +
Employment	1,700 +	2,200 +

Areas Covered

Islamabad Capital Territory: Islamabad, Rawalpindi

Punjab: Sheikhupura, Faisalabad, Lahore

Sindh : Karachi, Daharki , Hub, Mangowal, Shahpur , Jauharabad, Khushab, Jaranwala, Bhaipero, Thatta Gurmani, Bhalwal, Dichko

Chapter 4

The Survey Findings: Education NGOs in Punjab[36]

Gulzar Shah

1. Introduction

A consensus seems to be emerging in the government and in large segments of civil society that the provision of primary education cannot remain the sole preserve of the government. NGOs have a significant role to play in the education sector through experimenting with innovative models and approaches, voicing the needs and concerns of disadvantaged groups, and attempting to fill the void left by the government's efforts in providing this basic necessity. As NGOs embark on this ambitious venture, a closer and more systematic scrutiny of their capacity, resources, and developmental infrastructure is clearly warranted.

In recent times, civil society in general and the non-government sector in particular have manifested a heightened understanding of their roles and responsibilities in the field of education. NGOs are increasingly confronting the challenge of coordinating their efforts to improve the access to and quality of basic primary education. Their ability to facilitate this coordination compels a thorough understanding of the nature and scope of their activities, sources of funding, the size and quality of their personnel, and the nature of their intervention strategies.

The ability of surveys to generate standardized qualitative as well as quantitative information is well acknowledged in the research community. Acquiring such information through a systematic survey of NGOs seemed a plausible option for the NGO Pulse publication. To this end the Pulse team finalized a survey design including the instruments to be used for data collection before learning that Society for Higher Education (SAHE), a Lahore-based NGO was also conducting a survey of NGOs in an attempt to answer essentially the same research questions. To prevent duplication of effort, SAHE data was acquired. The data collected in the survey aimed to identify trends regarding the functioning of education NGOs across the Punjab, the spectrum and scope of their activities, the mode of partnership and the sources of support. In addition, the findings will help identify areas for more intensive research urgently needed to address issues of capacity, sustainability and efficacy. Measuring the impact of the work of NGO was not among the objectives of the survey. We have also avoided looking at the few large or better known NGOs about which information is more generally available through studies such as those conducted by the NGO Resource Council (NGORC). This chapter presents findings from the survey.

2. The Survey Methodology

As stated in the previous chapters, the survey is one of the four sources of information for this report. The other three are the in-depth interviews with key informants, a consultative workshop with stakeholders / key informants, and the desk review of pertinent literature. The purpose of the survey was to collect quantifiable information on education NGOs in Punjab. Given the objectives of the research the target population is NGOs, instead of their beneficiaries. NGOs are generally able to handle paperwork and are responsive to requests for information. The survey design was a mail in survey. Later events demonstrated that additional telephone and field follow up was required to obtain a higher response rate, and this strategy was consequently adopted. Teams of young university graduates in one of the social sciences were recruited for this purpose. SAHE staff provided rigorous training to

[36]This chapter is based on the SAHE Survey Data and the report on *The Status and Role of Education NGOs in the Punjab* by Fareeha Zafar and Abbas Rashid, December 2003. The author acknowledges the valuable review and feedback by Dr Saeed Ghazi, Assistant Professor at LUMS

these field workers on the purpose of the study as well as on effective survey follow up techniques.

3. Sampling Design and Population

The geographic coverage of this survey is the province of Punjab. Given the objective of the study – an understanding of NGOs' role in primary education, including the scope of work, the geographic coverage and nature of their activities – individual NGOs seemed an appropriate sampling unit. There are over 20,000 large and small NGOs estimated to be working in the education sector in Pakistan. A comprehensive survey was not feasible considering the scope of the study and time and cost limitations.

The sampling frame for the study was created by SAHE in an attempt to update their directory of NGOs working in the field of education. This directory was first compiled in 1997, and was updated in 1998 and then in December 2001.

The updating of the sampling frame for this study involved verification from different sources including the Department of Social Welfare, Punjab Literacy Commission, Punjab Education Foundation, and other NGOs including Bunyad Literacy Community Council (BLCC). Field visits were made wherever possible and the telephone was used. The list of organizations that have adopted schools was also updated.

A purposive sample of 260 NGOs was selected ensuring that NGOs of significant size were all included.

1. Organizations on the list provided were contacted for verification and for information relating to other NGOs
2. District EDO (Education) was contacted for information on NGOs
3. District EDO (Social Welfare) was contacted for information on NGO
4. Questionnaire 1 was used to collect data from all organizations identified
5. Questionnaires 2-5 were used to collect data from two organizations that were the main players in the district based on: annual expenditure/budget, number of staff, outreach of program (number of schools etc)
6. All multi-district NGOs were included

4. Collection

Five standard questionnaires were sent to 260 organizations in all districts except the district of Attock. In order to assure reasonable response rate, the following process was followed in the districts:

Data collection was done in phases, starting with contact with organizations on the list provided for verification and for information relating to other NGOs. To ensure greater accuracy, Executive District Officers (EDO) of Education, and of Social Welfare were also contacted for information on NGOs. Information generated in this round of investigation was used to select and revisit one to two organizations identified as the main players in the district. Of the NGOs visited in the districts in the initial round more information was available for 233 organizations (Appendix 6). Module-1 was used to collect information from them and short list the NGOs (Appendix 7).

Out of this group, 67 or 28 percent were selected for a second visit. In the interest of cost and time, a large number of NGOs were selected from Lahore, as the technique employed was purposive sampling. In instances, where the contact person of a specific NGO was unavailable, the next NGO on the list was selected.

5. Findings

This section of the report provides findings from the survey data. The entire section is divided into two subsections.

- General findings from all 233 NGOs
- Findings from selected 67 NGOs

5.1 General findings (all NGOs)

An array of indicators reveals the general health of the education NGOs. For instance, analysis of NGOs since the time they were established may be indicative of their specific strengths and weaknesses, including accumulative experience, networking, and openness to new ideas. The following section presents findings related to those general indicators.

5.1.2 Time since established

The growth of the NGO sector is relatively a recent phenomenon spanning the last couple of decades. This is clear from the data presented in Table 9, which indicates that nearly 84 percent of the surveyed NGOs were established after 1980. The 1990s witnessed the fastest growth of NGOs and 52 percent of the NGOs included in our study were established during this period.

The rapid growth of NGOs in the last two decades is not coincidental. The government's inability to meet the vast challenge of providing basic education throughout the country facilitated the entry of NGOs in this sector. The fortuitous merger of the primary and literacy sectors under the Prime Minister's Literacy Commission in 1995 released resources and led to the establishment of hundreds of literacy centers focused on imparting condensed primary education.

The development orientation of NGOs has placed a premium on access to project funding and donors. The establishment of NGOs in the federal capital Islamabad since 1990 (headed largely by development professionals and retired government officials), stands in contrast to the 54 NGOs surveyed with head offices in Lahore. Of these, seven were established prior to 1975 and 28 by 1990.

5.1.3 Legal status

Over 80 percent of the NGOs are registered under the Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961. This finding comports with expectations as the focus is on district based organizations which find it easy to interact with the district Social Welfare Department. Most of the others i.e., 15 percent are registered with the Registrar Joint Stock Companies under the Societies Registration Act XXI, 1860. Only 4 percent are registered as Trusts and one organization is registered under the Companies Act. NGOs not responding to registration inquiries were excluded.

5.1.4 Geographic location

The location of the head office was used to designate the geographic location of an NGO in this study. The greatest proportion of NGOs have their head offices at district level (Table 11). A significant number are also operating in tehsils and villages of the

districts. Quite surprisingly the study also identified 29 or 10 percent of the NGOs as village based. Most of these have been set up by retired or even serving educationists, District Education Officers DEOs), Assistant Education Officers (AEOs), principals, headmasters and teachers, who live in the village and work in offices and institutions in the nearby town. Retired civil and army personnel are also prominent in NGOs. Northern Punjab has a higher percentage of village based NGOs attesting to the higher development of the region.

5.1.5 The outreach

Data in table 12 reveals that less than 9 percent of NGOs operate at the national level. 54 percent of them have a single district outreach. Only 7 NGOs, constituting 3 percent of all studied, claim to have a provincial outreach, and nearly 11 percent are working in more than one district. Almost a quarter of the NGOs see themselves as community organizations working for communities even if they are not located in them. Most NGOs located at the district headquarters conduct activities in the main tehsil of the district, but a sizeable number provide access to communities spread throughout the district. Almost a quarter of the NGOs consider themselves to be community organizations, national, provincial, multi-district or community.

Table 9: Establishment of NGOs

S. No	Establishment date	Total (percentage)	Selected	Non-Selected
1.	Before 1980	39 (16.7%)	9	30
2.	1981-1990	55 (23.6%)	15	40
3.	1991-2000	121 (51.9%)	40	81
4.	Since 2000	16 (6.9%)	3	13
5.	NR	2 (0.9%)	-	2
6.	**Total**	**233(100%)**	**67**	**166**

Table 10: Registration Status of NGOs

S. No	Registration	Total (percentage)	Selected	Non-Selected
1.	Societies Act 1860	35 (15.0%)	11	24
2.	Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961	187 (80.3%)	52	135
3.	Cimpanies Act	1 (0.4%)	-	1
4.	Trust	10 (4.3%)	4	6
5.	Total NGOs	233 (100%)	67	166

Table 11: Location of NGOs' Head Offices

S. No	Location	Total	Selected	Non-Selected
1.	Federal capital	4 (1.7%)	1	3
2.	Provincial HQ	54 (23.2%)	12	42
3.	District HQ	87 (37.3%)	30	57
4.	Tehsil	59 (25.3%)	19	40
5.	Village	29 (12.5%)	5	24
6.	**Punjab**	**233(100%)**	**67**	**166**

Table 12: Qutreach / Area of Operation

S. No	Area	Total	Selected	Non-Selected
1.	National	20 (8.6%)	7	13
2.	Provincial	7 (3.0%)	3	4
3.	Multi-district	25 (10.7%)	9	16
4.	District	125 (53.7%)	44	81
5.	Community	56 (24.0%)	4	52
6.	**Total**	**233(100%)**	**67**	**166**

5.1.6 Activities: service delivery

Delivering social services is the primary function performed by a large majority of non-governmental organizations. The services provided include setting up schools of various kinds, including formal schools, non-formal education centers, and home-based schools/centers, literacy centers for children, women and men. Some NGOs primarily targeted the working population by establishing literacy centers and non-formal education schools for child laborers working in various industries, technical training centers, skill development centers, and vocational training centers. Others provided advanced education through computer centers and colleges.

In addition to establishing schools and education centers, NGOs are also supporting the government education system through various other program components such as training of government teachers, Government School Improvement Programs, Adopt-a-School program, Community Public Partnership program, Activating School Management Committees, and Developing District Education Plans.

Provision of training in gender, women's empowerment, human rights, political education are all part of the education agenda of NGOs.

5.1.7 Advocacy

Advocacy is recognized by NGOs as an important part of their mission. NGOs are generally well aware of the issues deserving their advocacy. Education-related issues on which advocacy has been provided at the community, district, provincial and federal levels include:

- Universal primary education (UPE)
- Quality of education
- Child labor with reference to the Convention on the Rights of the Child
- Free education
- Women's literacy
- Adult literacy
- Community participation through SMCs/PTAs
- Curriculum and better textbooks
- Education for All (EFA)
- IT Education
- District Education Plan

To provide advocacy for these issues, NGOs adopted a variety of strategies, including lobbying with communities, district/provincial and federal government and other relevant bodies and institutions. They also conducted meetings and door to door campaigns, awarded prizes to students, hosted conferences, seminars and meetings and organized walks. Their publications include brochures, pamphlets and newspaper articles.

Preference and primacy of service delivery over advocacy is evident from the distribution of NGOs by the type of activity presented in Table 13. Most advocacy organizations are large and they are located in urban centers. Although the majority of smaller organizations are involved in the delivery of education and literacy, those working for child labor also perceive their role of be one of advocacy. Approximately half the NGOs surveyed are conducting both service delivery and advocacy, followed by 42 percent which are only providing services. Only 12 percent of the NGOs perform multiple roles like service provision, advocacy and support, but they form 15 percent of the selected NGOs, indicating the more complex nature of the larger organizations. Most of these NGOs are located in northern Punjab.

Table 13: Number of Organizations and Program Focus

S. No	Activity	Total	Selected	Non-Selected
1.	Service delivery	91 (39.0%)	20	71
2.	Advocacy	5 (2.2%)	-	5
3.	Umbrella/support	2 (0.9%)	-	2
4.	SD+A	121 (51.9%)	37	84
5.	SD+A+U	14 (6.0%)	10	4
6.	**Total NGOs**	**233 (100%)**	**67**	**166**

Two distinct models have emerged in the organizations delivering education. One based on a centralized approach functioning through branch offices, and the other working as umbrella organizations partnering other local organizations. In the latter model the umbrella organization has a clearly defined advocacy role, while in the first model only the head office is likely to have assumed that function.

5.1.8 Activity Focus

Forty-five percent of NGOs operate in two social sectors, usually education and health while 42 percent focus exclusively on education. In central Punjab more NGOs tend to focus on education, while in the northern and southern parts of Punjab NGOs provide education and health services. About 20 percent of the organizations in the north extend micro-credit in addition to other services. In the Lahore region about half of all organizations fall into this category. One possible explanation for this could be that the older NGOs are perceived as enjoying greater credibility and are consequently invested with additional responsibilities.

5.1.9 Projects

About 70 percent of NGOs reported that they had conducted up to four projects over the last five years, while 20 percent had implemented 5-8 projects. Of the selected NGOs the highest percentage, 36 percent had conducted between 3-4 projects. As expected, the selected NGOs had initiated more projects. With several NGOs adopting a program approach, almost half the projects started by them were ongoing.

5.1.10 Innovative initiatives

A few NGOs have developed innovative programs. These include developing an array of training modules, teaching-learning materials and manuals, and a variety of publications. New approaches to addressing the education of working children, strengthening government programs and partnering with the community for a community based school program are also the outcome of NGO initiatives.

5.1.11 NGOs' staff and employment of women

The distribution of various types of jobs by gender categories shows that most NGOs are sensitive to the need for greater involvement of women in the workforce.

Fifty-five percent of NGO personnel are women. A significant number of women are in management and other executive positions that were once monopolized by men. The NGO sector has opened up employment opportunities for women at management level (27 percent), in the field of development (34 percent), as trainers (50 percent) and as community workers (43 percent). Many of the teachers who provide non-formal education to girls and women are also female (>60 percent). The pool of volunteers however continues to be overwhelmingly male. Younger volunteers, despite the transient nature of their commitment, provide a significant pool of workers for organizations in the districts.

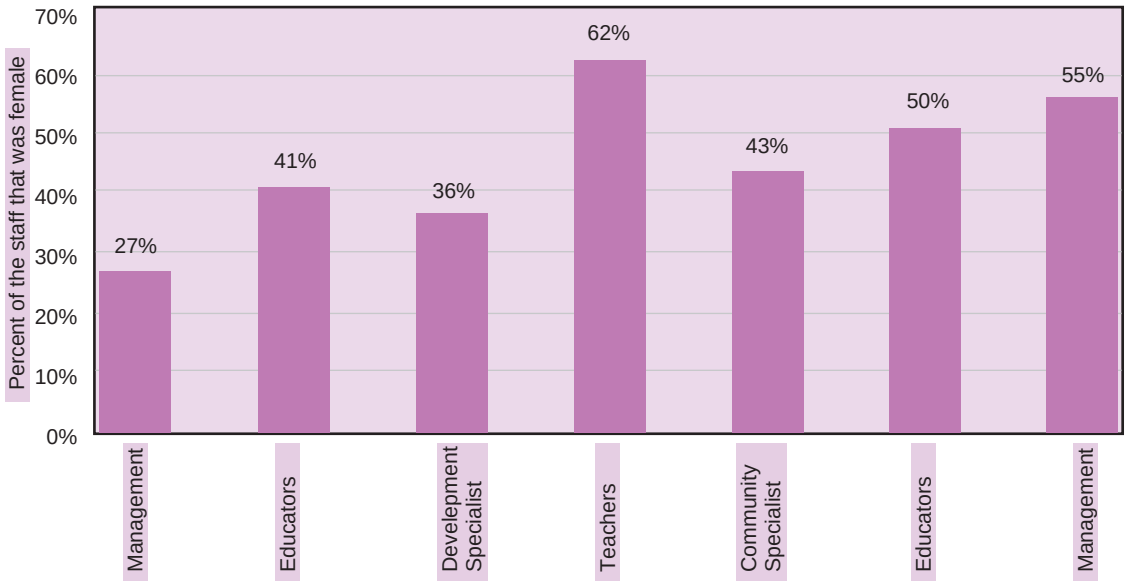
Table 14: Activity Focus of NGOs

S. No	Focus	Total	Selected	Non-Selected
1.	Singel	97	25	72
2.	Dual	104	28	76
3.	Multiple	29	14	15
4.	NR	3	-	3
5.	**Total NGOs**	**233**	**67**	**166**

Table 15: Number of Projects initiated by NGOs

S. No	No. of projects	Total NGOs	Selected NGOs	Non-Selected NGOs
1.	1-2	76	15	61
2.	3-4	86	24	62
3.	5-6	34	14	20
4.	7-8	13	7	6
5.	9-10	4	3	1
6.	>10	11	4	6
6.	**Total**	**233**	**67**	**166**

Figure 1: Female Staff as Percentage of Total NGO Staff



5.1.12 Budget/expenditure

Information relating to income, expenditure and budgets was difficult to access. NGOs have a varied support base including funds collected from the members of the organization; the community where they are located or through their activities; the general public; the government; donor agencies; and through consultancy services. Personal membership is the most important form of support. Community support is rated second, while donors and the government play a critical role in the support portfolio of organizations receiving funds from them. As a proportion of the total budget, funding provided by donors or the government accounts for 40-60 percent of the total support of the recipient NGO.

Taking the budget as an indicator of size/capacity, in general, large organizations are more common in Lahore, Rawalpindi or Islamabad. More medium sized NGOs are likely to be found in the north and eastern districts and smaller NGOs in the central and southern districts. Of the 16 organizations with budgets greater than Rs10 million, 14 are located in Lahore and two in Islamabad. NGOs with budgets between Rs 7.5-10 million are six, of these four are Lahore based.

Table 16: NGOs Personnel by Category and Gender

S. No.	Personnel	Total			Selected		Non-Selected	
		M	F	Percent F	M	F	M	F
1.	Management	1425	534	27%	444	198	981	336
2.	Educators	333	236	41%	143	89	190	147
3.	Development Specialists	296	166	36%	137	87	159	79
4.	Community workers	1299	968	43%	456	263	843	705
5.	Teachers	6306	10133	62%	4606	6443	700	3690
6.	Trainers	258	259	50%	119	117	139	142
	Total	**9,917**	**12,196**	**55%**	**5905**	**7197**	**4012**	**4464**

Table 17: Annual Budgets of NGOs

S. No	Rupees	Total N	Percent	Selected	Non-Selected
1.	<250,000	46	25.4%	6	40
2.	250,000-500,000	31	17.1%	9	22
3.	500,000-1,000,000	22	12.2%	7	15
4.	1,000,000-2,500,000	32	17.7%	16	16
5.	2,500,000-5,000,000	22	12.2%	14	8
6.	5,000,000-7,500,000	6	3.3%	2	4
7.	7,500,000-10,000,000	6	3.3%	3	3
8.	>10,000,000	16	8.8%	8	8
	Total	181	100%	65	116
	NR	52		2	50

5.2 Findings from Selected 67 NGOs

This section deals with capacity, partnerships and sustainability. It is based on data gathered from a smaller number of NGOs selected for the second visit, using Module 2 through Module 5. These modules sought information regarding some finer issues such as capacity of programs, perception of partnerships and priorities/needs for expansion and sustainability.

5.2.1 Capacity

The size of NGO's existing programs is a plausible quantitative indicator of the capacity of organizations. In terms of services provided, the leaders can be classified into the following categories:

5.2.2 Establishing New Schools

Of the NGOs surveyed, the largest players in setting up formal schools include the Ghazali Education Trust (270 schools) and Hira Taleemi Mansooba (217 schools).

5.2.3 Non-formal Education Schools/Centers

NGOs working in Non-Formal education include Institue of Labor Management (ILM)(1,100 NF centers), SEHAT in Layyah district (421 NF centers) and BLCC under the support strategy (550 NF centers). Taking the one-teacher one-class model of community schools providing education up to primary level, the number of schools managed by an NGO is 130 (SAHE).

5.2.4 Strengthening Government Schools

Many NGOs are beginning to take on strengthening the existing public education sector as a strategy to improve quality and monitoring of the public school system. The leader in terms of the number of government schools strengthened by an NGO is Sudhaar with 400 schools, while the maximum number of government schools adopted by any one organization is 167 (Care Foundation).

5.2.5 Female Literacy

Women literacy centers (WLC) are a way to empower women by imparting basic

Table 18: Capacity Determinants (Budget and Program Size of the Selected NGOs)

S. No	Budget and (No. of NGOs)	Formal Schools	Adopt/ Support GOP Schools	NFE Centers	Women's Literacy Centers	Men's Literacy Centers
1.	<250,000 (6)	53	0	65	165	24
2.	0.25-0.5 million (9)	232	0	164	98	14
3.	0.5-1 million (7)	9	0	171	20	6
4.	1-2.5 million (16)	30	0	496	410	42
5.	2.5-5 million (14)	133	20	608	475	33
6.	5-7.5 million (2)	0	0	921	0	0
7.	7.5-10 million (3)	0	0	1365	40	0
8.	>10 million (8)	331	573	1301	238	0
	Total	**788**	**593**	**5091**	**1446**	**119**

literacy skills, mostly coupled with income generating skills. NGOs providing literacy to women include Social Team for Education and Environment Prosperity in district Khanewal (250 women literacy centers) and Decent Welfare Society in district Gujrat (204 WLCs).

5.2.6 Teacher Training/Resource Centers

Teacher training/resource centers set up by NGOs range from 3-8 depending on the degree of management involved, for example, AIE (8).

5.2.7 Outreach as capacity indicator

While examining capacity in terms of outreach, two models seem to emerge. The first is that comprising NGOs operating from a head office with a network of formal schools and non-formal centers in several districts. The second is of NGOs working through district offices. In the latter category no organization at present has more than three sub-offices. However, all organizations stated expansion of programs and outreach as desirable but contingent on resources, both human and financial. In their choice of outreach strategy, NGOs such as CARE, ILM, Tameer-e-Millat and ABES are operating from the head office. Others such as BLCC, SAHE, Sudhaar, and ITA, are providing services in districts through district offices as well as a network of smaller NGOs.

5.2.8 Budget as a capacity indicator

If the budget is taken as a criterion of capacity, then of the selected NGOs one, a small organization, has a budget of Rs100,000 (this however, does not include program costs), 14 are of medium size with budgets between Rs 2.5 to 5 million, three have budgets between Rs 7.5 and 10 million, while eight have budgets of more than Rs 10 million.

The selected NGOs also present a varied picture in terms of the strategies and options employed and programs initiated. NGOs whose focus is only on education are 25, education plus one other, mostly health are 28, and multi-focus are 14. The larger organizations with their head offices in Lahore, Rawalpindi/Islamabad, by and large, focus only on the provision of education.

A range of educational services is being provided by the selected NGOs. For example Child Care Foundation and ILM are only providing non-formal education, Hira Taleemi Mansooba, Ghazali Education Trust and TCF (though not covered in this study) are providing formal education, as is SAHE under a different model. Some, like CARE, provide formal education and have also adopted schools. Yet another variant is a mix of non-formal centers and strengthening government schools, an approach followed by Sudhaar. Adopting and strengthening government schools only is a more recent strategy that is being followed by Idaara-e-Taleem-o-Aagahi (ITA).

It is evident that the size of the budget and capacity/size of programs as well as type of programs are interrelated. Depending on the fee structure of the not-for-profit organizations, NGOs with small budgets can support a large number of regular primary schools. It is also possible to provide non-formal education and literacy with a small budget. However, it is not possible for an NGO to extend support to government schools, especially in the case of adoption of schools, to provide this service without substantial resources.

5.2.9 Partnerships

Partnership is not just a new catch phrase in the world of development. Most NGOS seem to understand the importance of partnerships as a majority of the 67 organizations are working with one or more partners (87 percent). The most common form of partnership is with a government body as the only partner (24 percent), and as one of multiple partners (69 percent). With the majority of organizations delivering one service, the community is the obvious partner in most cases with support from the government (10 percent), NGOs (2 percent) and multiple partners (52 percent). Partnering with other NGOs is also relatively common (42 percent). The private sector has yet to make its mark although it is a player in a combination (10 percent). Only nine organizations stated that they were working entirely on their own.

Table 19: Percentage Distribution of Selected NGOs by Type of Partnership

Partnership Categories	Total	Percentage
Community	6	9
NGOs	1	2
Government	16	24
Community + NGOs	5	7
Community + government	7	10
Community + government + private sector	1	2
Community + NGOs + government	10	15
Community + NGOs + private sector + government	6	9
NGOs + government	4	6
NGOs + government + private sector	2	3
No partnership	9	13
Total	67	100

There is need for caution while analyzing the data on the basis of whether the partnership is formal or informal, as it was not possible to conduct detailed discussions on the issue. Neither the community nor the private sector are viewed necessarily as formal partners. The former is seen as a beneficiary as well as a contributor, and the latter as a member of the community, and as giving donations in monetary or material terms.

Partnership with the government is evident in the case of non-formal programs supported by the Pakistan Literacy Commission. The main issue identified in partnerships with the government especially in non-formal programs is the failure of the government in timely disbursal of funds for teachers' salaries and in some cases provision of books and other school equipment. Communities are showing a preference for regular schools with buildings instead of home schools, although at the same time appreciating that education for girls is available near their homes in the non-formal model.

5.2.10 Funding and Sustainability

In all 20 NGOs out of 67 selected NGOs are more dependent on donors while 41 get some support from donors; 13 depend largely on the government for their programs. Seven NGOs rely on the community for support, two NGOs are sustained by personal membership and only one by public support that includes the private sector.

For NGOs with budgets of Rs 7.5 million plus per year, donor dependence is marked in the case of four organizations. Three rely on the community, one depends on personal membership and one on the government in this category.

While the southern cluster of districts has no NGO in the two highest budget categories, it does have three NGOs in the next category of Rs 5-7.5 million. The other three NGOs in this group are located in Lahore. With the exception of one organization all the others are dependent on donor support.

In Islamabad all four NGOs have budgets of more than Rs 2.5 million. Lahore has NGOs in all categories, but 14 out of 43 have budgets of more than Rs 10million. Central and Southern groups of districts have the largest number of smaller NGOs and the Northern Group of districts have the most NGOs with budgets between Rs 1-5 million.

Recently a few NGOs have added provision of micro-credit to their existing portfolio of services. The number of such organizations is more in the northern and eastern part of Punjab as compared to the south. As poverty alleviation programs gain momentum, micro-credit is likely to be accessed more by NGOs in northern and central clusters.

NGOs are addressing the issue of sustainability by setting up commercial ventures in the form of computer centers, private schools and provision of health facilities at rates lower than the market, thus providing access to lower income groups in districts and tehsils. A few are beginning to market trainings but these do not raise any substantial resources.

The rapid growth of NGOs in the last two decades is not coincidental. The government's inability to meet the vast challenge of providing basic education throughout the country facilitated the entry of NGOs in this sector. The development orientation of NGOs has placed a premium on access to project funding and donors.

Appendix 6
Non-Selected NGOs

S. No.	Location	Acronym	Name
1	Bahawalnagar	ASB	Anjuman Samajee Behbood Chak 54/F Chistian
2	Bahawalnagar	ASBC	Anjuman Samajee Behbood Chistian
3	Bahawalnagar	SWS	Sir Syed Welfare Society
4	Bahawalpur	ACDO	Al-Aziz Community Development Organization
5	Bahawalpur	AIRD	Association for Integrated Rural Development
6	Bahawalpur	ITC	Ijtamaee Taraqiati Council
7	Bahawalpur	POB	Peace Organization Bahawalpur
8	Bahawalpur	RWDO	Rural Women Development Organization
9	Bhakkhar	PWS	Phyze Welfare Society
10	Bhakkhar	RWS	Rehmat Welfare Society
11	Chakwal	ABWS	Al-Badar Welfare Society
12	Chakwal	FJUWO	Fatima Jinnah Unique Welfare Organization
13	Chakwal	HWC	Hope Welfare Council
14	Chakwal	PWC	People Welfare Council
15	Chakwal	PWCK	People Welfare Council Khairpur
16	DeraGhazi Khan	FOT	Al-Falah Organization Taunsa
17	Dera Ghazi Khan	JWS	Jinnah Welfare Society
18	Faisalabad	BWO	Al-Bari Welfare Organization
19	Faisalabad	CAP	Community Action Program
20	Faisalabad	MPWS	Muhammadia Public Welfare Society
21	Faisalabad	SPFES	Saint Paul's Forward Education Society
22	Faisalabad	TRP	The Reformer Pakistan
23	Gujranwala	AHEWS	Asian Health and Education Welfare Society
24	Gujranwala	NWS	National Welfare Society
25	Gujranwala	OPD	Organization for Participatory Development
26	Gujranwala	PDOHR	Prima Development Organization for Human Rights
27	Gujranwala	SWS	Student Welfare Society
28	Gujranwala	WFP	Al-Watan Forum Pakistan
29	Gujrat	KWD	Kawish for Women Development
30	Hafizabad	AIM	Anjman Islah-ul-Muslimeen
31	Hafizabad	RWDO	Al-Raheem Women Development Organization
32	Hafizabad	SDWC	Sub Divisional Welfare Council
33	Jhang	AH	Anjuman Hussainia
34	Jhang	OCLS	Orial Computer Literacy Society
35	Jhang	PWS	Psychological Welfare Society
36	Jehlum	AFS	Anjuman Falah-e-Saroba
37	Jhelum	ARA	Anjuman Refah-e-Aama
38	Jhelum	CDC	Community Development Council
39	Kasur	AFB	Anjuman Falah-o-Behbood
40	Kasur	AI	Anjuman-e-Islam
41	Kasur	AIWS	Allama Iqbal Welfare Society
42	Kasur	AMWS	Al-Mustafa Welfare Society
43	Kasur	AMWS	Al-Mustafa Welfare Society (tebsil based)
44	Kasur	ANWS	Al-Noor Welfare Society
45	Kasur	ARA	Anjuman Refah-e-Aama
46	Kasur	ASA	Awami Saqafti Anjman
47	Kasur	AWS	Adnan Welfare Society
48	Kasur	BSWS	Baghdad Social Welfare Society
49	Kasur	IF	Ittehad Foundation
50	Khanewal	AFB	Anjuman Falah-o-Behbood

51	Khanewal	PIEDAR	Pakistan Institute for Environment Development Action Research
52	Khanewal	PTES	People Technical and Educational Society
53	Khanewal	YWS	Yasir Welfare Society
54	Khushab	AFT	Anjuman Farogh-e-Taleem Piplan
55	Lahore	ABT	Anjuman Barai Taleem
56	Lahore	AFE	Awaz Foundation For Education
57	Lahore	AII	Anjuman Ikhwan-ul-Islam
58	Lahore	AIM	Anjuman Islah-ul-Muashra
59	Lahore	AL	Alif Laila
60	Lahore	ANCE	Association of Network for Community Empowerment
61	Lahore	ASW	Al-Falah Social Welfare Organization of Pakistan
62	Lahore	CFP	Cathe Foundation Pakistan
63	Lahore	CPL	Caritas Pakistan Lahore
64	Lahore	CRC	Child Rights Commission
65	Lahore	CSC	Community Support Concern
66	Lahore	CWCD	Centre for Women Co-operative Development
67	Lahore	DAMEN	Development Action for Mobilization and Emancipation
68	Lahore	DTC	Dehi Taraqiatee Council
69	Lahore	EF	Education Foundation
70	Lahore	GODHL	GODH Lahore
71	Lahore	GWA	Gulberg Welfare Association
72	Lahore	HEAL	Health Education and Literacy
73	Lahore	HHE	Happy Home Foundation
74	Lahore	IF	Insan Foundation
75	Lahore	ILM	Institute of Leadership and Management Lahore
76	Lahore	IMT	Institute of Management and Technology
77	Lahore	IWS	Iqra Welfare Society
78	Lahore	MES	Meeran Education Society
79	Lahore	MHRD	Movement for Human Resource Development
80	Lahore	MWS	Manawan Welfare Society
81	Lahore	NCCL	National Council for Civil Liberty
82	Lahore	OPE	The Organization of People Empowerment
83	Lahore	PACADE	Pakistan Association Adult/Continuing Education
84	Lahore	PASS	Pakistan Academy of Social Science
85	Lahore	PGGA	Pakistan Girl Guides Association
86	Lahore	PILER	Pakistan Institute of Labor Education and Research Karachi
87	Lahore	PREP	Pakistan Rural Education Program
88	Lahore	QAMEF	Quaid-i-Azam Memorial Education Foundation
89	Lahore	QEWS	Quaid Educational Welfare Society
90	Lahore	SAP-PK	South Asia Partnership-Pakistan
91	Lahore	SHE	Self Help Entrepreneur
92	Lahore	SOS	SOS Child Village of Pakistan
93	Lahore	SPARC	Society for the Protection and Rights of the Child
94	Lahore	SWRPC	Simrogh Women's Resources and Publication Centre
95	Lahore	SWSM	Social Welfare Society Mughalpura
96	Lahore	WSSO	Women Social Service Organization
97	Layyah	ASWS	Al-Shaikh Welfare Society
98	Layyah	AWS	Awami Welfare Society
99	Layyah	PPWS	People's Welfare Society
100	Lodhran	AFBD	Anjuman Falah-o-Behbood Dunyapur
101	Lodhran	CFDO	Christian Farmers Development Organization
102	Lodhran	FDO	Farmer Development Organization
103	Lodhran	KSO	Kisan Sanjh Organization
104	Lodhran	PWO	Public Welfare Organization

105	Lodhran	SBS	Samajee Behbood Society
106	Lodhran	YWS	Young Welfare Society
107	Mandi Bahauddin	HRWS	Human Rights Welfare Society
108	Mandi Bahauddin	KWA	Khawateen Welfare Society
109	Mianwali	AMWC	Al-Mujahid Welfare Council
110	Mianwali	SWDF	Saiban Welfare and Development Organization
111	Mianwali	TWDO	Takmeel Welfare and Development Organization
112	Mianwali	WWC	Women Welfare Council
113	Multan	ACD	Awami Committee for Development
114	Multan	AFP	Awaz Foundation Pakistan
115	Multan	AMA	Anjuman Muffad-e-Aama
116	Multan	AWA	Anjuman Welfare Aama
117	Multan	CIB	Council for Insani Behbood
118	Multan	HWS	Hadi Welfare Society
119	Multan	IAS	Ilm-o-Addab Society
120	Multan	PTF	Pakistan Teacher's Forum
121	Multan	SPF	South Punjab Foundation
122	Multan	SWS	Shoaib Welfare Society
123	Muzaffar Garh	ADO	Al-Nisa Development Organization
124	Muzaffar Garh	AO	Aims Organization
125	Muzaffar Garh	DTSW	Dehi Taraqiatee Society for Women
126	Muzaffar Garh	IDC	Insaf Development Council
127	Muzaffar Garh	JWS	Jinnah Welfare Society
128	Muzaffar Garh	MWS	Muhammadi Welfare Society
129	Muzaffar Garh	PWC	People's Welfare Council
130	Muzaffar Garh	PWC	People's Welfare Council (tehsil based)
131	Muzaffar Garh	RDO	Rural Development Organization
132	Muzaffar Garh	WSO	Women Social Organization
133	Okara	MPWS	Muhammadia Public Welfare Society
134	Pakpattan	ATBA	Anti TB Association
135	Pakpattan	IWDF	Iraj Education and Development Foundation
136	Rahimyar Khan	AWS	Al-Khidmat Welfare Society
137	Rahimyar Khan	KFWS	Khawaja Fareed Welfare Society
138	Rahimyar Khan	SWS	Social Welfare Society
139	Rajan Pur	AAI	Anjuman Al-Islam Kot Mithan
140	Rajan Pur	AMWS	Al-Muslim Welfare Society
141	Rajan Pur	AYW	Anjuman Young Welfare
142	Rajan Pur	JWS	Jinnah Welfare Society
143	Rajan Pur	RDO	Rohi Development Organization
144	Rajan Pur	WRDO	Women Rural Development Organization
145	Rawalpindi	AFDO	Al-Falah Development Organization
146	Rawalpindi	CSC	Christian Study Center
147	Rawalpindi	DEWS	Dews Educational Welfare Society
148	Sargodha	AFD	Anjuman Falah-e-Dahi
149	Sargodha	SWS	Social Welfare Society
150	Sialkot	CDC	Community Development Concern
151	Sialkot	CSDO	Child and Social Development Organization
152	Sialkot	FTT	Falahi Taraqiati Tanzeem
153	Sialkot	PCSWHR	Pakistan Council for Social Welfare and Human Rights
154	Toba Tek Singh	ASWS	Al-Madni Social Welfare Society
155	Toba Tek Singh	KWDS	Kamalia Women Development Society
156	Toba Tek Singh	SF	Sultan Foundation
157	Toba Tek Singh	SHWS	Student Health Welfare Society
158	Toba Tek Singh	SWS	Social Welfare Society

159	Toba Tek Singh	SWSP	Social Welfare Society Pirmahal
160	Vehari	DAWS	Disabled Welfare Society Burewala
161	Vehari	MSWS	Mailsi Social Welfare Society
162	Vehari	SEP	Society for Empowerment of People
163	Vehari	WCWA	Women and Child Welfare Association
164	Islamabad	CDF	Cavish Development Foundation
165	Islamabad	PIEDAR	Pakistan Institute for Environment Development Action Research
166	Islamabad	SPO	Strengthening Participatory Organization

Appendix 7
List of NGOs Surveyed
Selected NGOs

S. No.	Location	Acronym	Name
1	Bahawalnagar	AWS	Al-Badar Welfare Society
2	Bahawalnagar	MWS	Mumtaz Welfare Society
3	Bahawalnagar	SMWS	Sultan Memorial Welfare Society
4	Bahawalpur	AFDO	Al-Fatah Development Organization
5	Bahawalpur	AWS	Adam Welfare Society
6	Bhakhar	ASWS	Al-Noor Social Welfare Society
7	Bhakhar	QF	Qadir Foundation
8	Chakwal	JWSM	Jinnah Welfare Society Malikwal
9	Chakwal	SWCD	Social Welfare Society Dulmial
10	Dera Ghazi Khan	ADO	Al-Asar Development Organization
11	Faisalabad	ARA	Anjman Riffah-e-Aama
12	Faisalabad	SSF	Sar Sabz Foundation
13	Gujranwala	AI	Anjman-i-Idressia
14	Gujranwala	JWS	Jinnah Welfare Society
15	Gujrat	DWS	Decent Welfare Society
16	Hafizabad	DTC	Dehi Taraqiatee Council
17	Jhang	AKWS	Al-Hina Karim Welfare Society
18	Jhang	POAB	Pakistan Association of the Blind
19	Jhelum	ARAP	Anjman Riffah-e-Aama Pind Dadan Khan
20	Kasur	PF	Pukar Foundation
21	Khanewal	STEP	Social Team for Education and Environmental Prosperity
22	Khushab	SHERD	Society for Human Empowerment and Rural Development
23	Lahore	AIE	Ali Institute of Education
24	Lahore	BLCC	Bunyad Literacy Community Council
25	Lahore	CCF	Child Care Foundation
26	Lahore	CCHD	Citizen Commission for Human Development
27	Lahore	CF	Care Foundation
28	Lahore	EF	Escorts Foundation
29	Lahore	GET	Ghazali Education Trust
30	Lahore	HTM	Hira Taleemi Mansooba
31	Lahore	ITA	Idara-e-Taleem-o-Aagahi
32	Lahore	SAHE	Society for Advancement of Education
33	Lahore	SDR	SUDHAAR
34	Lahore	WWS	Women Welfare Society
35	Layyah	PWS	Pakistan Welfare Society
36	Layyah	SEHAT	Society for Education, Health, Environment, and Training
37	Lodhran	SSCD	Social Service Committee Dhanot
38	Lodhran	YWO	Youth Welfare Society
39	Mandi Bahauddin	ABK	Anjuman Behbood-e-Khawateen

40	Mandi Bahauddin	MYMWS	MYM Welfare Society
41	Mianwali	AFT	Anjuman Farogh-e-Taleem
42	Multan	BDO	Berti Development Organization
43	Multan	ROM	Roshni Organization Multan
44	Muzaffar Garh	AFB	Anjuman Falah-o-Behbood
45	Muzaffar Garh	SYCOP	Social Youth Council of Patriots
46	Narowal	NRDP	Narowal Rural Development Program
47	Narowal	READ	Rural Education and Development Organization
48	Okara	ABK	Anjuman Behbood-e-Khawateen
49	Okara	AKRA	Anjuman Khuddam-e-Rasool-ul-Allah
50	Pakpattan	SWS	Student Welfare Society
51	Rahimyar Khan	MWS	Anti TB Association
52	Rajan Pur	AFB	Anjuman Falah-o-Behbood Kotla Naseer
53	Rajan Pur	DSTC	Dehi Samaji Taraqiatee Council
54	Rawalpindi	ABES	Adult Basic Education Society
55	Rawalpindi	ILM	Integrated Literacy Movement
56	Rawalpindi	PLEWS	Pak Land Educational and Welfare Society
57	Sahiwal	PWS	Public Welfare Society
58	Sahiwal	SAIL	Social Awareness for Integrated and Leadership
59	Sargodha	NOW	Nobel Welfare Organization
60	Sheikhupura	RCDS	Rural Community Development Society
61	Sialkot	BAIDARIE	Baidarie
62	Sialkot	SAHES	Society for Advancement of Education Sialkot
63	Toba Tek Singh	ABMS	Anjuman Behbood Mazooran-e-Saamaat
64	Toba Tek Singh	YPS	Young Pioneers Society
65	Vehari	BWS	Burewala Welfare Society
66	Vehari	SWCDS	Social Welfare and Community Development Association
67	Islamabad	TMF	Tameer-e-Millat Foundation

Stakeholders' Workshop on the Role of NGOs in Primary Education

Findings from the Workshop

Gulzar Shah

Chapter 5

1. Background and Introduction

Pakistan measures up poorly on a variety of human development indicators, and education is no exception. In 2002, Pakistan ranked 142nd among 177 countries of the world on the Human Development Index, depicting a bleak situation of the country's overall human development (United Nations Development Program, 2004). With a perpetual military intervention being the most conspicuous feature of the state (Rizvi, 2004), defense is a budget-hog item, leaving very little for areas targeting human development, including education. This is evident from the fact that a meager 1.8 percent of the GDP was allocated as total of public expenditure on education, only a portion of which was for primary education. It is no surprise that the Adult (age 15 and above) Literacy Rate is still at 41.5 percent, with that of females being at a low of 28.5 percent in 2002. Gross combined enrolment rates at all three levels (primary, secondary, and tertiary) were 31 percent and 43 percent respectively for males and females for the year 2001-2002 (United Nations Development Program, 2004).

Population growth, though relatively curbed, overshadows the growth in schools, teachers, and other infrastructure (Ali, 2003). Poverty is another, and perhaps the strongest limiting factor to attaining desired outcomes concerning primary education in the country. Although the recent Economic Survey of Pakistan has reported a substantial decline in the percent of people below the poverty (Pakistan, 2004) roughly one-third of the population was below poverty line in 2002 (United Nations Development Program, 2004). According to this recent survey, nationally 23.10 percent people live below poverty with the higher prevalence of poverty in the rural (28.35 percent) rather than the urban (13.6 percent) areas (Pakistan, 2004). With the public sector still struggling to achieve desirable levels of quality, access, and affordability of primary education, involvement of NGOs seems not only justifiable but extremely desirable. The primary research question for this study then is concerning the nature of NGO involvement, various intervention strategies, their strengths, weaknesses and lessons learnt.

This chapter is based on the Key Informants' and Stakeholders' Workshop conducted on April 17, 2004. The participants of this workshop included personnel from various Non Government Organizations (NGOs) based in Karachi, Peshawar, Lahore and Islamabad. In addition, members from the Village Education Committees (VECs), the Family Education Committees (FECs) and children attending non formal schools attended the workshop.

The workshop was one of the four instruments used in this report. Focused primarily on the role of NGOs, information was collected through discussion, consensus and patterned differences of opinion amongst the participants. The main objective of the workshop was to gain a qualitative understanding of how NGOs have evolved, and subsequently the role that the organizations have assumed in the area of service delivery of education in the light of the government's failure to provide education to all citizens.

2. Themes

The participants shared their experiences by highlighting their respective intervention strategies in diverse social structures, ranging from inaccessible communities in remote geographical locations to urban areas. Other topics included forms of public-private partnerships, challenges faced in forming partnerships and the need to create stronger networks amongst the NGO community.

The basic themes covered during the course of the workshop were:

1. The evolution of the role of NGOs in the primary education sector and the factors that played a contributory or enabling role in the growth of such organizations, and the current constraints faced by NGOs in providing primary education

2. The ways in which NGOs address the social needs of communities in which they operate, including the intervention models and strategies employed by them. The strengths and weaknesses of the models were also touched upon

3. The concept of pubic-private partnership under current policy frameworks such as the Adopt-a-School policy initiated by the Sindh Education Foundation in 1997, and adopted by many other NGOs. Discussions were directed towards the need for public-private (civil society) partnership on the one hand, and the factors that hinder the growth of such arrangements, on the other

4. Accounts of various experiences from different organizations with respect to indicator-based impacts in the realm of primary education, lessons learnt thereupon, and future objectives

5. Accounts from various stakeholders, and their perception of the challenges facing primary education in the country. These included school children as direct recipients, and parents as indirect beneficiaries of the service. The latter pointed out the need for, and limitations in, community participation. School teachers also presented their views on the nature of teaching under the present circumstances

6. Gaining insights into strategies used by NGOs in promoting primary education in the country, partnerships formed for their accomplishment, challenges faced in forming partnerships, and future directions were the other objectives

3. Methodology

In exploratory studies such as this, a triangulation of various data collection procedures including information from key informants and stakeholders gathered in a variety of ways is considered crucial (see, e.g., Flower and Wirz, 2003). This report too employed triangulation of qualitative and quantitative methods, of which the discussion-based workshop was one. Stakeholders/key informants' workshops on public issues are used commonly as a research tool in a variety of fields (Burkhalter, Gastil, and Kelshaw (2002).

3.1 Participants

As mentioned earlier, the participants represented various categories of stakeholders. The list included decision makers from NGOs, program managers, field monitors, community mobilizers; school teachers; children attending non formal NGO schools; and members from Parent Teacher Associations (PTA), Village Education Committees (VEC), and Family Education Committees (FEC). A total of 45 participants were present at the workshop (see Appendix 7 for a list of NGOs).

3.2 Format

The workshop had the following three components:

1. Individual presentations by four different organizations

2. Small group discussion followed by presentations

3. Large group discussion amongst all the participants

The workshop began with a brief description of the purpose of the workshop and the introduction of all the participants. The first session consisted of four individual presentations by SABAWON, Child Care Foundation (CCF), Idara-e-Taleem-o-Aagahi (ITA) and Bunyad Literacy Community Council (BLCC).

The second session consisted of group work, wherein the participants were divided into nine groups of four to six people each. The five groups consisting of NGO representatives were assigned separate discussion rooms and were given the same set of questions to discuss the themes mentioned earlier. The other four groups consisting of school children, teachers, male members of VECs and female members of FEC were also assigned questions. The group members noted the salient points that emerged from their discussion and a representative from each group presented the findings to the wider audience.

The final session was to elicit information from a large group discussion. Facilitators probed and led the discussion where necessary.

4. Findings from Presentations and Large Group Discussions

4.1 How has the role of NGOs evolved?

It was pointed out that prior to the formalization of education as a service, it was the primary responsibility of the society to enhance teaching and learning. Welfare societies such as Anjuman-e-Himayat-Islam were engaged actively in the field of education before the creation of Pakistan. Contributions by individual philanthropists and religious and / or charitable organizations which aided in setting up trusts to provide education to the poor dated back to the 1920s. After Independence, the number of organizations escalated during the late 1970s and 80s. Such a traditional role of NGOs drew its strength from indigenous socio-cultural values. Within a larger framework, NGOs have evolved as part of a global movement as well.

4.1.1 Funding

The 1980s and 1990s witnessed a mushrooming growth of NGOs as a result of donor and government funding. The debate on whether the activities of NGOs should be funded by indigenous resources or via foreign funds still continues. Though greater availability of funds has no doubt facilitated NGOs to increase their capacity, at times the organizations have felt constrained by the demands of the donors. This is particularly the perception about some foreign donors whose priority is sometimes detached from local realities and needs.





Key Informants' and Stakeholders' Workshop conducted on April 17, 2004 at the LUMS-McGill SEDC Programme (NGO Pulse)

4.1.2 Quality and access gap

Access to education is one of the basic rights of all citizens and the government is primarily responsible for its provision. Nationalization of the education sector in 1972 shifted the responsibility of its provision further to the state. Over time, because of poor school management the condition of public schools deteriorated. In addition, public schools are characterized by poor monitoring, low budgets and lack of maintenance. Additional problems include teacher absenteeism, obsolete curriculum, unfriendly environment for girls, low enrolment and low retention rates. This created a void which civil society organizations have stepped forward to fill. NGOs realize that they can contribute significantly towards improving the quality of education and access to it through both advocacy and service delivery.

It is widely recognized that lower literacy rates arise because low income communities cannot afford education due to inaccessibility (financially, geographically, or both). The cost of education is perceived to have two components: direct cost is associated with the spending on education services, whereas indirect cost is associated with foregone wages as a result of sending children to school. Although the government has taken initiatives to attract a larger number of students by distributing free books and waiving fees in public schools, reasons abound for people to remain sceptical about the prospects of such an attempt. School management is hardly ever in line with policies at the top level. It was pointed out that children in most public schools are forced to contribute to a variety of funds, which makes education hardly free. Opportunity cost associated with children's schooling is an important deterrent to formal schooling among financially marginalized parents. With rampant poverty, as described earlier, sending children to formal schools may mean foregoing income, which is sometimes absolutely necessary for basic life chances such as food, clothing and shelter. For this reason, many non-formal education schools established by NGOs are popular among working children.

4.1.3 Government initiatives

Perhaps in recognition of its failure to provide education, the government launched the Nai Roshni program in order to promote non-formal education in the mid 1980s. During the last decade, the Pakistan Literacy Commission promoted community based large organizations. The National Commission on Human Development was founded in June 2002 as a public-private partnership under the directive of the President to promote development in the fields of health, education and microfinance. It aims to provide education directly and through NGOs.

4.2 The Current Nature of NGOs

NGOs are very clear about their role in socioeconomic development in general and education in particular. The NGO sector has not been able to create an absolutely desirable image since 20-80 principle (20 percent people doing excellent and 80 percent doing suboptimal work) also applied to this sector. NGOs definitely have more credibility than the government as they invest time and

resources in social mobilization and forging community level partnerships. Many NGO representatives admit that they have not achieved the credibility enjoyed by NGOs in other countries. Their credibility is partially hampered if their primary sources of funding are foreign donor agencies and government initiated programs. For this very reason, people become wary of NGOs' own hidden agendas. Such suspicion is not totally unsubstantiated, as research elsewhere corroborates this public perception that NGOs play a crucial role in the process referred to as 'governmentality' by the famous Post Modernist, Michel Foucault (1991). Fueled by funds from international donors and government agencies, NGOS serve a latent function of re-socializing indigenous people to internalize state control through self-regulation, which, in turn triggers social change in the direction desired by the government (Bryant, 2002).

Based on the presentations of the participants, the principal role expectations associated with the NGO sector are as below:

4.2.1 Service delivery

Many NGOs consider advocacy as their primary role. However, NGOs, both large and small tend to engage in the delivery of education. The services delivered range from setting up formal and non-formal schools, providing teacher training, encouraging community participation, and improving access to both formal and non-formal education in rural areas for girls. In sum, provision of need-based education is their role.

4.2.2 Advocacy

Advocacy is seen by many NGOs as a primary role. Even small organizations perceive their role to be one of advocacy. Voicing concerns of the underprivileged, and motivating and encouraging communities towards education with respect to a variety of education related services constitutes advocacy for these NGOs.

4.2.3 Ensuring quality

Consistent with their position that advocacy is their central role, NGOs generally take the stance that their role is not to replace the government but to ensure that the government is effectively covering educational needs and doing so while maintaining quality. Attracting more children to schools and experimenting with ways to retain them are among the roles identified by NGOs.

4.2.4 Networking and mobilization

Most NGOs recognize that projects requiring community mobilization are doomed to failure in the absence of effective grass root mobilization. The public sector lacks community trust and is hence ineffective in accomplishing such tasks. Government initiated projects lack credibility in Pakistan particularly because the prevailing political instability, fragmentation of political process, and perpetual military influence are reasons to question the states' independence and sovereignty (Rizvi, 2004).

NGOs know that bringing the community and schools together is a better way of ensuring success of projects aiming to improve accessibility and quality of education. Research elsewhere substantiates this point of view considering the involvement of parents and communities as an absolutely essential step in improving quality, affordability, and accessibility of primary education in Pakistan (Mirza, 2003). Viewing education as a process of holistic development is the way to success. Community involvement and social mobilization are the NGOs' strengths that ensure positive community transformation.

4.2.5 Innovation

NGOs tend to believe that the government lacks the structure and the will to innovate. Creating innovative models is often a pre-requisite for social transformation. NGOs have both the capacity and the will to conduct innovative social experimentation.

A variety of innovative learning and school management and surveillance models have been tried by various NGOs that have been successful in accomplishing goals set for those models. For instance, Sudhaar, Bunyad Literacy Community Council, and Child Care Foundation have successfully developed and replicated models of non-formal community schooling for children working in carpet manufacturing and other industries. Many other NGOs, including the Sindh Education Foundation, Idara-e-Taaleem-o-Aagahi (ITA), and Centre for Advancement, Rehabilitation and Education (CARE) are involved in an initiative called Adopt-a-School, representing the best public-private partnership effort. NGOs involved in this initiative take over public schools for a specific period and provide them with missing facilities and/or essential management, training and surveillance mechanisms. Once these schools are rehabilitated and the contract expires the schools will be returned to the district government. Through this initiative, NGOs have been successful in decreasing the dropout rate and increasing enrolment in those adopted schools.

4.2.6 Capacity building for the community and the government

Building the capacity of various stake holders in education is an important role taken up by NGOs. NGOs have also helped build organizational capacity at the local level as evidenced by the fact that there are hundreds of Community Based Organizations (CBOs), Village Education Committees (VECs), and School Management Committees (SMCs) in the districts, working with financial support and under guidance from various umbrella organizations. The capacity building of the government is done in a variety of ways, including teacher training, surveillance models, and Adopt-a-School programs. These are evidence of the NGOs' assumption of the capacity building role.

4.2.7 Research analysis

In their efforts to innovate, NGOs, particularly large ones, have the capacity to do research and analysis with the objective of creating replicable models. This facilitates the government's work as it can learn through such research findings and lessons learnt.

4.2.8 Future role

The future role of NGOs is going to be much more dynamic. NGOs are playing an important role in networking and creating partnerships, and their supportive role will grow. The chances of the success of ongoing public initiatives can be improved through the involvement of NGOs in such issues. Other roles will include the following: a) Working together with the government

as a partner to promote awareness about the value of education, and to improve the quality of education and its availability
b) Strengthening government education institutions by providing training and teaching models and sharing monitoring responsibility through grass root community mobilization
c) Support in addressing access / demand issue
d) Developing cost effective sustainable models
e) Joining hands to achieve the Education for All (EFA) objective by 2015
f) Influencing policy to restore equity and quality in education
g) Increasing participation. The current contribution of NGOs is in the right direction but is not sufficient to meet the need
h) Once the access issues are taken care of, shifting to better quality in education would be an important step
i) Shifting towards formal education from the current predominantly non-formal education focus
j) Increasing involvement in both elementary and secondary education





4.3 Intervention Models and Strategies Used by NGOs

Working towards a common goal of improving the situation of primary education among the country's populace, NGOs use a variety of intervention models and strategies. Such variation is both a source of strength and weakness of the NGO sector. It presents strength in that the variety in their interventions is usually a direct result of their desire and ability to design their interventions according to local needs and indigenous resources and realities, which they tend to be better aware of than the government. Secondly, freedom in design results in a greater ability for innovation and research. The downside of such variation, however, is that it leads to fragmentation of efforts and ad hocism, rather than standardization and uniformity. This may render the effect of such efforts relatively invisible, and their cost relatively greater.

Education NGOs use one or more of the following intervention models to address social needs in the primary education sector:

- Public-private partnership
- Teacher training
- Family literacy
- Community participation
- Child centered methodology
- Community supported schools
- Infrastructure improvement
- Adopt-a-School
- Fellowship school
- Running non formal/community based schools with effective community participation
- Improving the existing infrastructure of government primary schools with special focus on girls' schools
- Building existing teachers' capacity for quality education
- Developing human resources for the education sector
    - District education planning
    - Strengthening of education departments
    - Build up Monitoring and Evaluation sections of government departments
- Community participation through VEC/FECs
- Capacity building of the community and

teachers
- Formation of apex bodies for better quality and coordination
- Awareness and social education

4.4 Community's Perception of NGOS and Education

Information presented in this section comes from the group discussions and presentations by the members of the Village Education Committees, school teachers, and the children in the non-formal education schools.

4.4.1 The Education Committees

Most NGOs believe that strong community mobilization is the most instrumental of the factors upon which the success of their education programs depends. Village Education Committees are considered the most appropriate communication bridge between the community and the NGOs. The Village Education Committees often consist of parents of school going children. The Village Education Committee (VEC) consisting of males and Family Education Committee (FEC) consisting of females. This is the prevalent model, at least in Punjab, and BLCC, Sudhaar, and CCF follow it. These committees are a means for creating a sense of community ownership and providing internal monitoring and surveillance mechanisms. Other such structures formed to achieve community participation are Parent Teacher Associations (PTAs), School Councils, and Parents' Education Councils.

4.4.2 Role of VEC and FEC

The community level education committees perform many essential functions. They create awareness among parents about the value of education. Having a better relationship with the community, the committees are in a position to attract greater enrolment for the school, to reduce drop out rates, to mainstream children into public education, and to take necessary steps to increase sustainability of education and schools. The committees' mandate is to take appropriate steps essential for improved quality of education.

The proper selection of education committees is important as participation of motivated and genuinely concerned people in VECs and FECs ensures success. The members of these committees recognize that a continuous and effective contact with the community is an essential element.

4.4.3 Challenges facing Education Committees

There are numerous challenges facing these education committees. Since rural communities are characterized by low levels of educational achievement, most members of the communities felt that although they were giving their best to help their community and their own children, their lack of education hampered their ability to be effective. For instance, some members of VECs and FECs did not fully understand their role and obligations and expectations associated with it. Absence of any monetary incentive was also a factor in their ability to keep up with their scheduled meetings and student follow ups. Further, overall promotion of both formal and non-formal education in the rural communities is a daunting task given the indigenous realities. Among the factors that militate against literacy and education, poverty is the most overwhelming. With roughly 36 percent of the village communities facing absolute poverty, life chances are often threatened and life hangs in a balance between survival through maintaining any income opportunities, and improvement in the standard of living through child education. Motivating parents to stop sending their children for work in favor of education is an uphill task.

Parents' illiteracy, traditional values and beliefs, and fatalistic attitudes on the part of communities are among other challenges. For instance, if children drop out, parents attribute it to their fate as "God's will". Lack of educational facilities, and experienced teachers are among other challenges.

4.4.4 Future directions

Members of the committees thought that their biggest role was to provide access to education beyond the primary level. "Most time-bound programs help village communities complete their basic/primary education. When the program is completed, sustainability is hardly accomplished and the students wonder where to go for education beyond primary", stated one of the participants.

As stated by another member of the FEC:

> The major problem is that in under developed villages there is no educational institution for further education after primary education. After developing a quest for knowledge and education, most children and their parents, want that at least middle schools should be established in their areas. In these schools education and books should be free so that after primary education children can get further education instead of sitting idle in homes.

The committee thought that an important future role for village education committees could be to identify the out-of-school children in their villages, make a list of them with relevant particulars and hand it over to the authorities so that out-of-school children can be targeted for enrolment.

4.5 Teachers' Experiences

4.5.1 Merits/advantages

Teachers feel an increase in their personal value by being involved in NGOs' education centers and their self confidence is boosted. They believe that the trainings, occasional meetings, and other opportunities through NGOs have considerably improved their ability to talk to others. They have learned the value of cooperation. They get a feeling of self satisfaction from their ability to make a change and to inculcate confidence and good habits among their students.

4.5.2 Difficulties/problems

Teaching community children is often not free of challenges. At times parents do not see the value of education, particularly for girls. Attracting and maintaining a constant enrolment becomes challenging. Unless the VECs and FECs play an effective role, attendance fluctuates, particularly seasonally, to coincide with harvesting season of various crops. Parents seem initially convinced to send their children to schools but for some, the value withers and perceived rewards diminish till the next visit from the teachers, the NGO mobilizers, or the members of education committees. Some parents question





the fairness and equity of the non-formal schools catering only to the children working in certain industry, such as carpet weaving.

Teachers felt that there were other challenges relating to the students. These students came from under-privileged families with parents often having no motivation for education and no skills to help children with homework. Situational challenges such as conflict between school time and work time, and competing demands on children rendered the teachers' task even more difficult.

4.6 Children's Experiences and Concerns

Children made an impressive display of their confidence, self esteem and presentation abilities during the workshop. This in itself was evidence of the impact of the NGOs on the direct beneficiaries, the children. The NGOs provided plenty of opportunities for co-curricular activities, including trips to places of interest away from local communities.

The children felt that many of them had missed the initial chance to go to school because their parents had decided to send them to work for instance, on carpet looms instead of school. The NGOs played a crucial role in providing them a second chance to get education. Some children were mainstreamed into public schools before completing the non-formal center's three-year primary education program.

In addition to education, children enjoyed the school because it presented an opportunity to socialize with friends. The school also gave them an opportunity to be involved in special activities such as drama and skits and to avoid work-related stress associated with long hours of monotonous hard work. Children liked keeping their school neat and clean, planting trees, and even socializing with teachers.

On the question of what changes the children would recommend, the students suggested the following:

- The school time should be increased as most non-formal schools operated on a three or four hour work day
- NGOs should think beyond primary education. Once the base student population has had primary education, which cost the parents next to nothing, they want continuation of education to the higher levels on the same terms
- Children mentioned that they were not sure of their future education prospects after primary. In most cases this reduced the attraction of time-bound non-formal education or initiatives. Children were also worried about future job opportunities after just primary education

4.7 Public-Private Partnership

4.7.1 What is public-private partnership?

Public-private partnership (PPP) has been hotly debated in the developed countries historically (McCraw, 1984) as well as in developing countries more recently (Jalalzai, 1998). Simply speaking, public-private partnership is a new jargon for an important aspect of development. The workshop participants thought that what constituted a PPP needed clarification and qualification. As addressed by Baela Raza Jamil in her

presentation in the Stakeholders Workshop for this study, and in another paper presented by her on an international forum, (Jamil, 2004:8):

> PPP is a collaboration of government, communities, NGOs, individuals and the private sector, in the funding, management and operations to support education development in Pakistan.

In Baela Jamil's view, PPP assigns a complementary role to all partners that enables them to maintain their identities and draw out their respective comparative advantages. PPP collaboration may be at government learning sites /institutions, community sites, and/or private sector sites.

The public-private partnership can be thought of in terms of collaboration. This collaboration should be coupled with shared vision. All the participants shared the concern that there was little agreement on definitions. One of the participants said:

> We know what they are NOT. The idea is not to go into a discussion regarding semantics: rather the content behind the term should be seen. The partnership should not just be an understanding between two parties; it should be based on pure collaboration. There should be equality and each party should know what it is responsible for.

4.7.2 Various forms of public-private partnerships in Pakistan

Such partnerships come in various forms in terms of specificity of the terms and nature of the partnership. For instance in some cases partnerships are extremely formal, guided by formally written memorandum of understanding (MoU) and terms of reference (ToR). In other cases, however, they are fairly obscure such as those implicit in *panchaiyats*[37] and *jirgas*.[38] In this context one of the participants said:

> These are basically the government and the community working together. A problematic aspect, however, of the PPPs is that they are used as a catch-all, a formula. "If nothing else works, then people turn towards a PPP". There is need for clarity in the definition.

In reality, PPP in Pakistan takes various forms, as highlighted by Baela Jamil at the workshop. First, there are instances of PPP as initiated by the Government such as Fellowship Schools, Community Supported Schools, CPP school upgradation in afternoon shifts, and setting up of Education Foundations. Secondly, autonomous bodies such as Education Foundations, National Commission for Human Development, Pakistan Centre for Philanthropy (PCP) also initiate such partnerships, examples of which are initiatives such as Adopt-a-School, Community Supported Schools, Feeder Schools, and school improvement projects in both public and private schools. Thirdly, there are CSOs initiated projects, including Home Schools, Adopt-a-School Program, Community Learning/Literacy Centers (using school premises /facilities), Education Extension and Enrichment Programs, Creation of District Education Plans (DEPs). Agreements between district governments and NGOs, covering agreements for partnerships for capacity building, service delivery and planning/ budgeting is a post devolution phenomenon. Finally, some partnerships are initiated by the Corporate Sector for various purposes, including school improvement programs through NGOs, scholarship merit programs for girls, women, and the disadvantaged, art competitions and support of public service messages, and for other special programs.

4.7.3 Essentials of public-private partnerships

If the government's perception of the NGOs' role is the same as that of NGOs, then the former should actively seek to form partnerships. One of the participants at the workshop said, "The government requires the support of the private sector therefore the public sector should recognize this need, and take responsibility for initiating partnerships and being equal partners." The government should reach out in forming such partnerships. The collaboration should be defined at all levels, including the federal and provincial level, rather than merely at the local level. In addition, the following were thought to be important in forming partnerships and making them successful:

- There should be a clear policy statement when partnerships are formed, to identify the responsibilities of all involved
- Partnership implies equity, and so should it be. It may not be attained when the government representatives, as a party to the partnership, perceive that they are superior. Such a perception of the state having a capacity to dominate all other partners from non-public spheres is true about neighboring India as well (see, e.g., Tandon, 2003)
- Good intentions on the part of partners are important. Mutual trust and acceptance have to be present. Building trust and listening to what the other parties in the partnership have to say is also important
- A partnership is not only in sharing resources and taking credit, but it should be in accountability as well
- The partnerships should be among parties genuinely concerned about and mutually interested in the issue
- Initiating partnerships and building trust is a time intensive process. Once established, partnerships should be long-term in order to prevent duplication of efforts. Most partnerships are however, project bound and time-bound. A participant said, "Looking at the term (public-private partnership) it sounds like it is a long term relationship; the partnership depends on the time frame."

4.7.4 Barriers

Forming and keeping a mutually beneficial partnership is a challenging task. The public sector is generally not interested in initiating a partnership. Given the scale of the public sector, it may not sound intuitive to the government employees that they would need to depend upon a small partner such as an NGO. As said by a participant, "Another problem is that the government employees do not like the word training; they particularly take it as an insult if an NGO offers training in any field". When in partnership with civil society, the government's role is not very clear to some government officials. The NGOs will also have to adjust themselves with the other NGOs, the government and

[37]Panchaiyat is a village council in Pakistan or India, usually consisting of informal community leaders
[38]Jirga is a Pashto term for a decision-making assembly of male elders; often criminal cases are handled by a tribal Jirga rather than by laws or the police (WordNet, 2004)

other actors involved.

Lack of shared vision, trust and acceptance are barriers to the functioning of partnerships. Most of the private sector schools justify themselves on the basis that they are better than public schools. The media gives a dismal picture of the public sector and so the private sector feeds off this negative publicity. NGOs need to make sure that there is no animosity and that the work is carried out hand in hand with an effect that trickles down.

There are challenges at the community level too that have to be tackled in order to make public-private partnerships work. Communities are initially not cooperative till they are convinced of the benefits of such partnerships. The importance of identifying the right persons as representatives of the communities can hardly be underscored. Failure to identify political and other groupings may lead to non-cooperation from the community.

Scaling is an issue – the partnerships have not picked up the momentum to reach a level that can be considered large scale. "Something like this (public-private partnership) has not been brought to scale" said a participant.

Lack of equity is another barrier. Civil society has to fulfill its mandate and the government is on the receiving end. In order for it to be functional, the terms of public-private partnership should be more equitable. Devolution has made it easier to form partnerships but various layers of hierarchy may get tricky at times.

4.8 Lessons Shared by Various NGOs

4.8.1 Quality of education

Quality is one of the most desirable features of education for most parents. The quality of children that NGOs get to work with varies. These children also have a variety of challenges ranging from competing demands on time, child labor, no one to help with home work, drop-out status from formal education, and relatively lower levels of intelligence. Within the limitations all NGOs strive for quality, but some models are designed to impart basic education in the shortest time period with limited contact hours for teaching, while the thrust of others is exclusively on quality.

> "If excellence can be inculcated in a few students by providing quality education, that is a very desirable outcome worth the effort. Our model is to teach fewer children with an emphasis on personality development and quality of education," said one of the participants.

There is a need to establish standard indicators of the quality of education. While this may distract us from the actual issue, (the quality of education itself) the effort and resources spent would allow comparisons among schools across various sectors. One of the participants said, "This is what is lacking in the NGOs, the private sector and the government. It is important that we should have some basic quality indicators, things like what a child should know after grade 3, for example…"

In one participant's opinion, "Quality education is most important and it is essential to figure out what we associate with quality. The level of instruction, environment and teaching have to go hand in hand with the raising of the standards of education boards."

Another important step for assuring quality of education would be to establish autonomous exam boards. This was expressed by a participant who said:

> Apart from quality indicators we also need credible and autonomous examination boards. There should be a certification of education that should be acceptable throughout the country. Schools in the public sector especially, should become affiliates. The point is that we have to broaden the base. If it is difficult to raise the standards of text books due to political issues then work should be done to raise the standards of the education boards. You should have a standard like the MLA (Minimum Learning Achievement) for every kind of school.

The recent problems with changes in curriculum by the government under political influence may cause standardization and comparability problems across public, private and NGO schools. On this issue a participant said, "We are all aware of the issue of text books and curriculum that was started due to a report published by the SDPI."

While English as the medium of instruction is preferred by many, and new teaching methodologies bring greater learning success, the indigenous methodologies have an independent value. A participant said, "The oral tradition in our country is very important. There is a lot of knowledge that has been ignored that is present in the oral tradition. Our education is rootless, unfortunately. We need to do something about this."

4.8.2 Teachers

Professional education is not the only thing that raises the quality of education. The condition of schools, colleges, and the quality of teachers are also of central importance. The most important component of quality education is, however, a good teacher.

There are three aspects in creating and retaining better trained and motivated teachers:

First, innovative and regular training sessions are essential in imparting better teaching methodologies and updating teachers regarding teaching materials. "Better quality of teacher training leads to success. For instance, Sudhaar's teachers have cluster meetings and this is better than direct training. Sharing experiences this way is a better form of learning for the teachers", said a participant.

Secondly, treating the teachers with respect and endowing them with the status of important team members creates an enabling environment for them. One of the participants said:

> It is also important how you train and evaluate teachers; a teacher is a team member and should be treated as one. This ideology comes from the management model. If teachers become part of the team and their commitment is won by the system, success is the ultimate outcome.

Thirdly, an effective communication channel between the management and the teachers assures an iterative improvement system. According to a participant, "When teachers'

feedback is incorporated into the program planning it leads to quality education".

Another important lesson is that NGOs should hire those teachers who come from needy families and who are not overqualified. Otherwise retention is not possible because they generally demand higher salaries than NGO budgets allow.

4.8.3 Schools and Syllabus

The most important lesson shared for making the schools a success was effective surveillance of schools through a variety of mechanisms, including local surveillance through community level education committees and NGOs' community mobilizers. Surveillance and motivation makes NGOs' school systems a success despite low teacher salaries and other funding difficulties. This is the defining characteristic of these schools.

Various models of education are context specific. What works in one context may not work in another. According to a participant "All these models are in a context; we're living in a political context. Unless the context changes, the models will not change. These happen to be context based models." There is a greater need for research on various models as stated by another participant, "Demand and awareness is there for sure, but work has to be done. There are lots of models and we need to document and research them. There are no fixed criteria for the models. Within each model there should be indicators to model after and to achieve."

Research should be objective and thorough and the findings should be area based. The socio-economic findings should be double-checked. The socio-economic setup has to be understood and kept in mind before any important decision is taken. There should be a clear strategy based on these findings before starting any project.

Formal education, instead of exclusively non-formal, is important to break the vicious cycle of community level poverty. According to one participant:

> We are stuck in a poverty trap. We need to attack illiteracy through any means possible. Formal education should be given with this regard. If you feel for the poor then give them the opportunity to improve their lives by giving them a competitive education. This is to make sure that they come out of the poverty loop. In all the poor areas, talented students should be given a competitive education so that they can help their families come out of abject poverty.

The argument was refuted by another participant who said, "Talent may not emerge early on in life; the point is that every school should be made good. The syllabus makes a lot of difference. A lot of thought needs to be put into making the syllabus for a school. An enabling environment and a good syllabus are essential for a successful education."

In response to this, it was pointed out by a participant, "The quality of education has fallen over the years. By the time we put the entire system on the wheel of change, a lot of talent might have been lost. Thus, students who excel should be given an opportunity early in life."

4.8.4 Parents and community

Another important lesson learnt is that the quality of education (in the poorest of the poor) is an important concern for parents. The child is an agent of change, and the parents invest in him or her with hopes for the future. According to a participant "They don't want to wait and see the results slowly: they want to see the change in the outlook and behavior of the child as soon as possible. If they don't see a difference soon, they either withdraw their children from school or stop caring about their education."

Parents have their own criteria and indicators of their children's education quality. Parents want positive attitude changes as a result of schooling in their children. They believe that the ability to speak English means quality education. If the school is English-medium, then it has 'quality'. Thus the quality of education becomes an essential factor closely followed by the price of education. The quality of children's education is so important to even hardscrabble parents that in many cases they sacrifice their hard earned money for it. In many cases, parents are desperate about the future of their children's education. "Creating hope among parents does miracles", said a participant.

Another important lesson is that the help and assistance of the community is an essential factor for success. To have better coordinated education efforts, communities should be made aware of the situation of education in their localities.

4.8.5 Donors and funding

Donor dependency is the biggest challenge. The debate is on whether dependency on donors, particularly foreign donors, may cause conflict of interest. Sustainability becomes hard to achieve once the time-bound funds are exhausted. Donor dependence is another issue from the point of view of power relations. However, there are donors who too are NGO-dependent. A more balanced relationship between the donor and the NGOs is that of interdependence.

Careful planning and proper utilization of funds is the NGO's responsibility. The donors are not always the development experts; they just want to make a difference. Planning and strategizing how that difference is to be made is the NGO's responsibility. One of the participants said, "NGOs cannot change the situation unless they utilize the resources properly. Philanthropy has spirit and good wishes; when donors give money, they do not have the spirit that a philanthropist has, so we need to know how to best utilize the resources".

Equally important is the fact that NGOs should desist from seeking more funds than their capacity. Thanks to a fabricated proposal they get the funds but then they don't have the capacity to use the money: it becomes a vicious circle.

4.9 Other Lessons Relating to NGOs

The stakeholders' ownership of a project is important. Projects seek to bring about social change and education projects are no exception. A process based model should be made, in which the department and stakeholders are both involved. For instance, according to one participant, "ITA works in confirmation with stakeholders: the school head is made the agent of change. She is the person who has to make sure that the change

comes about."

At times, NGO work is not all that organized in villages. "We lack confidence and we are unsure of ourselves. Insecurity is a major issue," said a participant from the NGO sector. If NGOs can at least leave a learning environment in communities that is very desirable.

An important lesson to remember is that the development efforts should adopt a long term approach. Overnight change is neither desirable nor possible. In the words of a participant, "When trying to change the school environment one has to remember that quick fixes are not possible. Start off a school even if you have one student and then build it up."

A summary of other lessons follows:

- Free is generally taken for having lower quality. "Do not give free education: charge at least Rs. 20."
- Relying solely on volunteerism may cause project disruptions. "Don't base the NGO on volunteers, as they can be unreliable and can back out at their will."

4.10 Strengths and Shortfalls

The argument that civil society is desirable against pure state power has won debates both in developing as well as developed nations, given all the strengths and weaknesses of NGOs (Chandhoke, 2003). It is important to distinguish between umbrella organizations, community based organizations (CBOs), and network of NGOs, because they all have their distinct strengths and weaknesses. In this section, strengths and weaknesses of individual NGOs only are listed, as stated by the workshop participants. When compared with the public sector, NGOs have their own particular strengths and weaknesses.

First, NGOs have a capacity for social transformation through grass-root interaction and mobilization. This requires constant contact with the community in various forms. In primary education, such participation is accomplished by involving the local community right at the planning stage, before the actual service outlets, such as setting up of non-formal schools. This not only gives NGOs a sense of the community's needs and interests, it also ensures ownership of the interventions by the community. Thus participatory planning, monitoring and community mobilization ensures NGOs' effectiveness in achieving social transformation in the desired direction. Since parents are generally part of the monitoring process through education committees such as PTAs, VECs and FECs, NGO schools and teachers are closely monitored, and their efficiency increases.

Other strengths of the NGO sector are their capacity to provide need-based teacher training, and their need-oriented focus on girls. NGOs recognize advocacy to be among their important role, hence they play the role of an equalizer and focus on restoring gender balance in education.

Partnership between the community and civil-society has valuable functions in furthering primary education. Most NGOs engage the community they work in, which makes it easier for them to acquire land, labor and capital for building the schools, hiring teachers, and monitoring the overall performance of the school. This builds trust and ownership, and it also removes any information asymmetries about the intentions of the parties involved. Sustainability of institutions is heavily dependent on community ownership, and involvement with the institution.

Among the weaknesses of NGOs is that some NGO operated literacy centers have a completion time of 36 months for primary education, and that too with a three-hour working day. This raises questions regarding the quality of the education that is being imparted in this accelerated period. For this reason, it becomes difficult to mainstream students from the NGO schools into the public education system after they complete their primary education.

A major critique of NGOs is that they are often personality driven. The strong personality behind such NGOs, generally the founding CEO, is the driving force who is not generally concerned about institutionalization and management training to create a formal structure of leadership. The survival of such an NGO is jeopardized when the charismatic leader is no longer available.

Another weaknesses of NGOs is that they rely on volunteers who are not formally trained and may not be fully committed. For instance, the village education committees, considered as one of the success factors for NGOs' education systems, are not always effective. They seem motivated and ready to assume responsibility when approached by the NGO mobilizers, but when independent responsibility is assigned, they lack motivation to function effectively.

NGOs demand high commitment and long working hours from their employees, but they cannot always afford to compensate them with comparable salaries. Consequently, there is generally a high turn over rate among NGO personnel. To complicate matters, time-bound projects with limited funding are generally not sustainable. Further, some NGO models may not be cost effective, given the fact that the NGOs tend to innovate and at times start from scratch when launching new interventions. Cost effectiveness depends on the model of the NGO and its objectives. If the NGO achieves its objectives then its cost might be justified.

NGOs have not crossed the threshold of trust among communities because many fail to deliver. Rather than giving a comfortable feeling, the word NGO can have negative connotations in Pakistani society. The word implies that it is donor-driven and this becomes a generalization. Another critique of NGOs is that they tend to work in areas

for which there are funds available through international donors or through local philanthropists. They become overnight experts at whatever the funding agency wants them to be in their pursuit of funds. In addition many NGOs are limited in outreach because of lack of resources, and sometimes there is lack of coordination among NGOs which leads to duplication of efforts.

Communities have their own perception of the challenges. Many villages are not well connected to cities and there are no other educational facilities for further education after primary education. Communities feel let down when they do not find opportunities for middle and higher level education. They want provision of at least middle schools.

Teachers believe that teaching community children is quite a challenge. At times parents do not see value of education, particularly for girls. Girls are considered as 'the wealth of others' because of the predominance of patrilocality in the country. Keeping students motivated for education is another challenge and attendance fluctuates in some NGO schools, particularly during the harvesting season of various crops. Situational challenges, such as conflict between school time and work time, and competing demands on children renders the teachers' task even more difficult. However, the students themselves believe that the school time should be increased and that NGOs should think beyond primary education.

...."This is what is lacking in the NGOs, the private sector and the government. It is important that we should have some basic quality indicators, things like what a child should know after grade 3, for example…"

References:

Ali, AG, 2003, 'Education and population together', *Population*, 4(1): 6-7

Bryant, Raymond L, 2002, 'Non-governmental Organizations and Governmentality: 'Consuming' Biodiversity and Indigenous People in the Philippines', *Political Studies*, 50: 268-292

Burkhalter, Stephanie, Gastil, John and Kelshaw, Todd, 2002, 'A Conceptual Definition and Theoretical Model of Public Deliberation in Small Face-to-Face Groups', *Communication Theory*, 12:398-422

Chandhoke, Neera, 2003, 'A Critique of the Nation of Civil Society as the Third Sphere', pp. 27-58 in Tandon, Rajesh and Mohanty, Ranjita. *Does Civil Society Matter*? New Delhi: Sage Publications

Flower, Jonathan and Wirz, Sheila, 2003, 'Rhetoric or reality? The participation of disabled people in NGO planning,' *Health Policy and Planning*, 15(2): 177-185

Foucault, Michel, 1991, 'Governmentality', pp. 87-104 in G. Burchell, C. Gordon and P. Miller (eds.), *The Foucault Effect: Studies in Governmentality*, London: Harvester

Jalalzai, Musa Khan, 1998, *The NGOs Conspiracy in Pakistan*, Lahore (Pakistan): Classic Press

Jamil, Baela Raza, 2004, 'Scope and limits of public-private partnerships in Pakistan: the political economy of education', presented in Islamabad at the International HRD Congress, October 1-2, 2004

McCraw, Thomas K, 1984, 'The public and private spheres in historical perspective', pp 31-60 in Brooks, Harvey et al, *Public-Private Partnership: New Opportunities for Meeting Social Needs*, Cambridge (Mass): Ballinger Publishing Company

Mirza, Munawar, 2003, 'Quality of Primary Education in Pakistan: Preparatory Document for the Ministerial Meeting of South Asia EFA Forum: 21-23 May, 2003' Ministry of Education, Government of Pakistan/UNESCO, Islamabad

Pakistan, Financial Division, 2004, 'Economic Survey 2003-04. Islamabad', Financial Division, Economic Advisor's Wing

Rizvi, Hasan-Askari, 2004, 'The Military: Role Enhancement and the Political Process', pp 117-140 in Abbas Rashi (ed.) *Pakistan: Perspectives on Society*, Lahore: Society for the Advancement of Education

Tandon, Rajesh, 2003, 'The civil society-governance interface: an Indian perspective', pp 59-76 in Tandon, Rajesh and Mohanty, Ranjita. *Does Civil Society Matter?* New Delhi: Sage Publications

United Nations Development Program, 2004, *Human Development Report 2004*, Oxford University Press, New York

WordNet (2004). Overview for "Jirga". Retrieved from http://www.cogsci.princeton.edu/cgi-bin/webwn2.0?stage=1&word=Jirga on December 22, 2004

Appendix 7
NGOs and Participants at the LUMS-McGill SEDC NGO Pulse Workshop

Facilitators: Dr Gulzar Shah (gulzar@lums.edu.pk)
Ms Nadia Ejaz (nadiae@lums.edu.pk)
Programme Officer: Fatimah Khan (fatimah@lums.edu.pk)

Name	Organization	Email
Rafiq Jaffer	Institute of Social Sciences	isslhr@brain.net.pk
Sajid Kazmi	Sustainable Development Policy Institute	sajid@sdpi.org
Mehnaz Akber Aziz	Children's Resources International INC – Pakistan	mehnaz@cripk.org
Aziz Kabani	Sindh Education Foundation	sef@cyber.net.pk
Kelly Teamy	Sindh Education Foundation	sef@cyber.net.pk
Mariam Ahmad	CARE	carepakistan@hotmail.com
Yasmeen Bano	Aga Khan Education Services – Pakistan	yasmeenbano@akesp.org
Beena Raza	Idara-e-Taleem-o-Aagahi	beena@itacec.org
Ateed Riaz	The Citizens Foundation	citizens@cyber.net.pk
Baela Jamil	Idara-e-Taleem-o-Aagahi	Baela@itacec.org
Fawad Usman	Sudhaar	
Sajila Sohail	Sarhad Rural Support Program	sajilasohail@yahoo.com
Farman Khan	Human Resource Management & Development Center	hrmdc@yahoo.com
Mohd. Farooq	SABAWON	Sabawon1@psh.paknet.com.pk
Tahseen Soofi		Tahseensoofi.info@helpcare
Fareeha Zafar	SAHE	fareehazafar@hotmail.com
Abbas Rashid	SAHE	abbasrh@hotmail.com
Ahmad Nadeem		ahmadnadeem@hotmail.com
General Maqbool	Teach-a-Child	mirmaqbool@hotmail.com
Nadia Naz	Teach-a-Child	Nadiamirza1@hotmail.com
Naseem Ahmad	Child Care Foundation	ccf@nexlinx.net.pk
Mohd Azam	Sudhaar	azam@qefapk.com
Hafiz Bilal	Bunyad Literacy Community Council	bunyad@brain.net.pk
Shaheen Atiq-ur-Rahman	Bunyad Literacy Community Council	bunyad@brain.net.pk

Summary and Conclusions

Gulzar Shah, Faisal Bari, Nadia Ejaz

Chapter 6

1. Situation Analysis of Primary Education in Pakistan

Education is considered to be functionally important for a variety of reasons: whereas a literate work-force contributes greatly to the economy, education has externalities in terms of population welfare, improving health and reducing poverty. Pakistan, despite progress in enrolment levels, has still not achieved 100 percent enrolment for primary education. More disturbingly, the dropout rates, at around 50 percent, mean that half of the children who do enroll in primary school do not complete Class V. It is the government's constitutional responsibility to provide free primary education to all, but the public sector has had major failures in delivering primary education, resulting in the poor literacy and enrolment rates, and high dropout rates that the country has today.

In the last decade and a half, the private sector has made major inroads in improving the provision of primary education. A significant percentage of this has been by the for-profit sector. Here we see a range of schools, from the elite English medium institutions charging very high tuition fees, to the local private schools set up in houses which charge nominal fees. The remaining percentage of the private schools is made up of NGO and not-for-profit schools. These too are located across Pakistan, and unlike the for-profit schools, they have gone into the very poor and backward areas of the country. This study focuses exclusively on studying some of the salient features of such schools.

2. The Role of NGOs

The rapid growth of education NGOs is a recent phenomenon, but the tradition of individual and organizational philanthropy in the setting up of trusts to provide education to the poor dates back to the 1920s. The 1980s and 1990s witnessed a mushrooming of NGOs as a result of donor and government funding. The incapability of the public school system also contributed towards creating a void which civil society organizations could step in to fill. This was possible because some government initiatives were instrumental in promoting the involvement of NGOs.

NGOs are very clear about the fact that their role is not to replace the government but to ensure that the government effectively covers educational needs, with respect to quality, accessibility, affordability and equity in mind. NGOs assume several important roles such as advocacy, service delivery, capacity building, grass root community mobilization, innovation, social experimentation and research. Many NGOs consider advocacy as their primary role. However, NGOs, both large and small, tend to engage in the delivery of services in a variety of ways. Capacity building at various levels, particularly of the community, is another crucial role assumed by most NGOs.

Community involvement and social mobilization are considered a particular strength of the NGO sector. These undeniably, are essential ingredients in positive community transformation. Lastly, and most importantly, NGOs have both the capacity and the will to conduct innovative social experimentation. In their efforts to innovate, NGOs, particularly large ones, have the capacity to do research and analysis in pursuit of creating replicable models. This helps the government to learn through such research.

The future role of NGOs is going to be much more dynamic. NGOs are already playing an important role in networking and creating partnerships. Their supportive role in the future will include a shift towards formal education, from the current

predominantly non-formal focus, and greater involvement in both elementary and secondary education.

3. Intervention Models and Strategies Used by NGOs

NGOs use a variety of strategic models to accomplish their mandates. Delivery of education through various models is perhaps the most important strategy. Some NGOs rely on running non-formal/community-based schools with effective community participation, mostly to cater to the needs of poor working children. These schools use rented buildings, and a model usually comprising one teacher, one class room with 30-35 single grade or multi-grade children. Providing formal education in a building owned by the NGOs themselves is another variation in service delivery.

As an important part of their strategy NGOs also place importance on building the capacities of existing teachers to provide quality education through teacher training for their own schools, and other NGO or public schools. Community participation and the use of child centered methodologies are pivotal to NGO education strategy. Community participation is achieved through extensive mobilization and by forming community education committees and apex bodies for better quality and coordination.

Many NGOs are beginning to realize that rehabilitation of non-functional and troubled schools through programs like Adopt-a-School is among the most efficient and cost-effective ways to bridge the quality gap. Improving the existing infrastructure of government primary schools with a special focus on girls' schools is also considered important. Among other recent NGO initiatives are building government capacity and developing human resource for the education sector by revitalizing district education planning, and strengthening the education department.

4. Village Education Committees

Village Education Committees are considered to be the most appropriate communication bridge between the community and the NGOs. These committees often consist of parents of school going children. The Village Education Committees perform many essential functions. They create awareness among parents about the value of education, and are in a position to attract greater enrolment to the schools, reduce drop out rates, mainstream children into public education, and take necessary steps to increase the sustainability of the schools. The selection of education committees is an important aspect, as participation of motivated and genuinely concerned people ensures success of the programs.

5. The Public-Private Partnership

The public-private partnership is a new jargon for an important aspect of development. Such partnerships have been called by other names such as *panchaiyats* and *jirgas*. The term PPP has become a catch-all, a formula. Public-private partnerships can be thought of in terms of collaboration.

NGOs form a variety of partnerships to prevent duplication of effort and for an improved program success rate. Commonly these partnerships are with other NGOs, with the community, donor and specialized institutions. At any given time, an NGO may be in a partnership with multiple partners. The most frequently encountered partnerships, however, are between NGOs, the government, the community and donors.

While the importance of public private partnerships in education is fully recognized, there are several barriers, such as lack of shared vision, trust and acceptance, in ensuring their effectiveness. Forming and keeping a mutually beneficial partnership is a challenging task since the public sector is generally not interested in initiating a partnership. There are challenges at the community level also, in that communities are initially not cooperative till they are convinced of the benefits brought forth by such partnerships.

Scaling is another issue – PPPs have not yet picked up the momentum to reach a level that can be considered large scale. The government should take the initiative in forming partnerships and the collaboration should be defined at the federal and provincial level. Partnership implies equity, which should be the fundamental basis upon which the PPPs operate. Partners should also agree to the norm of mutual accountability in these partnerships.

This research indicates that despite the current trend of forging partnerships between the private and public sectors, there are major forms of ambiguity and inequity which shadow this relationship. The lack of clear contracts which outline the specific roles of the two partners is a case in point. Without such clarity, the adoption of schools by NGOs can often lead to chaotic management, and overlapping and contradicting levels of authority. In addition, there seems to be no policy for the government to take back a school if the NGO management is not performing well. There are concerns about equity and lack of flexibility in partnerships. In case of partnership with donors and the government there is a lack of flexibility.

6. Lessons from NGOs' Work

Quality of education is extremely important to parents and it is essential to determine what we associate with quality. Children are agents of change, and parents invest in them with hopes for the future. The level of instruction, environment and teaching has to go hand in hand with the raising of education board standards. Another important step to ensure quality of education is by establishing autonomous examination boards.

Better quality of teacher training leads to success. Treating the teachers with respect and endowing them with the status of important team members creates an enabling environment for them. Thirdly, an effective communication channel between the management and the teacher ensures an iterative improvement system. Another important lesson is that NGOs should hire teachers from needy families who are not over qualified for the job.

Quality of schools should be maintained to attract and retain enrolment. The most important lesson shared for making the schools a success was effective surveillance of schools through a variety of mechanisms, including local surveillance through community education committees and through NGOs' community mobilizers.

Surveillance and motivation makes NGO school systems a success despite low teacher salaries and other funding difficulties which are defining characteristics of these schools.

Donor dependency is the biggest challenge. Sustainability becomes hard to achieve once time-bound funds are exhausted. Donor dependency is another issue from a power relations point of view. However, there are donors who are NGO-dependent. A more balanced relationship between the donor and the NGOs is that of interdependence. The drawback of being donor-dependent is that the focus of the NGO's activity is donor-agenda driven. Careful planning and proper utilization of funds is the NGO's responsibility as the donors are not always development experts.

Stakeholders' ownership is important in projects seeking to bring about social change and education projects are no exception.

A long term approach is advisable in planning improvements in education. Overnight change is neither desirable nor possible.

Broad indicators: Another area which requires some thinking is whether or not NGOs can develop a broad range of indicators to ascertain some standard levels of quality and sustainability. Given that the NGO sector consists of a range of different models, some NGO practitioners felt that the development of common indicators was not feasible.

The links with secondary education: A key area that requires more policy focus is the strengthening of links between elementary and secondary education. There is a need to ensure that students who graduate from elementary schools within the private sector are able to make the transition to secondary schools. This is an area that requires policy interventions. There is also a need for policy makers to think about the impact of university education on elementary education. The two strands are not unrelated. If one is to improve the quality of education in primary schools there is a need to ensure that the teachers receive a high quality university education. Likewise the link between the quality of teacher training institutes and the quality of primary education is an important one.

The role of advocacy:
It is important that NGOs maintain and enhance their role of advocacy. This role gets sidelined as many NGOs frequently invest their energies in implementing projects. However, since NGOs cannot take on the government's constitutional responsibility to provide universal primary education, it is important that they continue to act as a lobby group vis- a-vis the government.

7. Strengths and Shortfalls

NGOs have several strengths. First, they have a capacity for participatory planning; monitoring and evaluation; and social transformation through grass-root interaction. Other strengths include their ability to closely monitor the schools and teachers, and their capacity and willingness to provide need-based teacher training. They also place a need-oriented focus on girls, while playing the role of an equalizer to restore gender balance in education.

Most NGOs mobilize the community to acquire land, labor and capital for building the schools. Communities also help in hiring teachers and monitoring the overall performance of the school. This builds trust, and ownership, and it also removes any information asymmetries about the intentions of the parties involved. Sustainability of institutions is dependent on the community taking over, to an extent at least, and being involved with the institution.

It is considered a weakness by some people that the basic education literacy centers of some NGOs complete primary education in less than three years, and they question the quality of the education provided. Other shortcomings of NGOs are that many of them are limited in outreach because of lack of resources. Moreover, lack of coordination among NGOs sometimes leads to duplication of financial allocation. In addition some NGOs are personality driven, and consequently not sustainable after the withdrawal of the leading personalities. The village education committees, which are considered as one of the strengths of NGOs' education systems, are not always effective.

Other problems include a high turn over rate among NGO personnel, in addition to the fact that many time-bound projects with limited funding are generally not sustainable and some NGO models may not be cost effective.

NGOs have not crossed the threshold of trust among communities because many fail to deliver. The word NGO can have negative connotations. The word implies that it is donor-driven and this becomes a generalization. NGOs sometimes become overnight experts at whatever the funding agency wants them to be.

To sum up, in spite of shortcomings, NGOs have an important role to play in meeting challenges of quality, access and affordability of primary education in Pakistan. Their involvement and their rapid growth spans over the last couple of decades, owing primarily to greater access to foreign and local funds. Advocacy, service delivery, capacity building, innovation, and research are among their important functions. Public-private partnership has emerged as an important strategy to better coordinate efforts of the government, NGOs, and communities to meet our country's education needs. The NGOs have made a difference but their contribution is short of being substantial partially because of the scale and the nature of their involvement since their role is not to replace the government's role. Important lessons and best practices have emerged from NGOs' interventions that can be harnessed to success, if adopted by the public sector.