

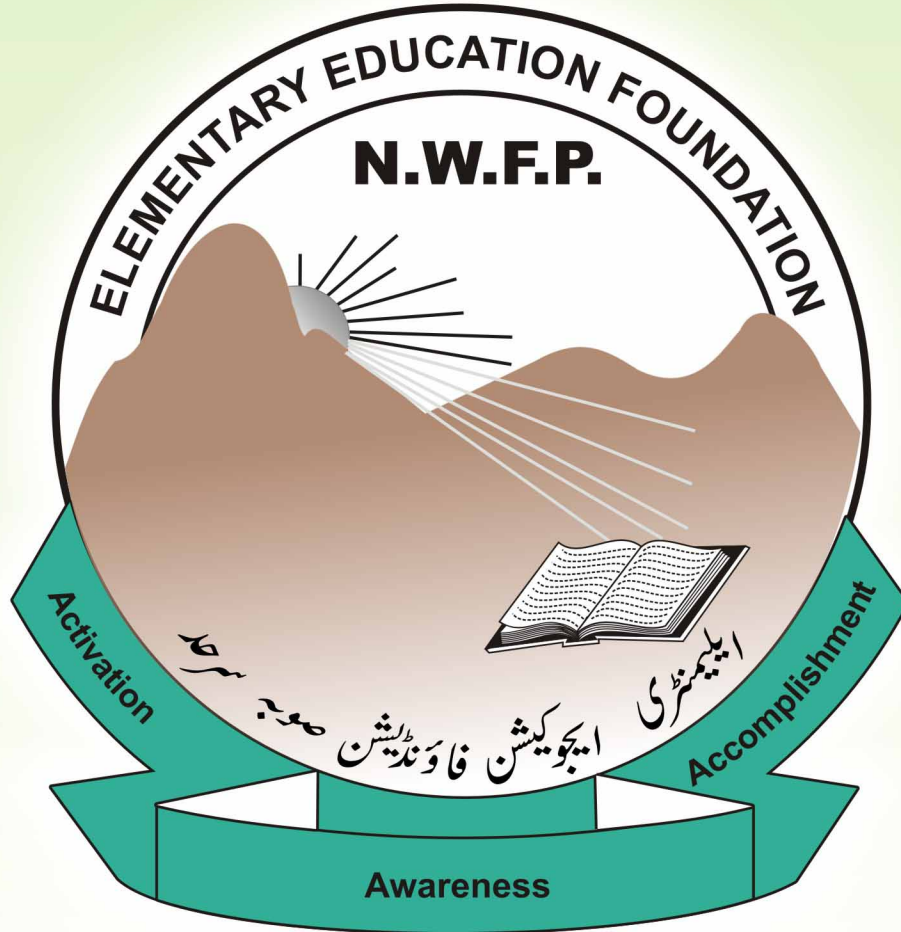
United Nations
Educational, Scientific and
Cultural Organization

CONCEPTUAL FRAMEWORK FOR LITERACY PROGRAMME

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LITERACY FOR ALL PROJECT
ELEMENTARY
EDUCATION FOUNDATION
GOVT. OF N.W.F.P.

CONCEPTUAL FRAMEWORK FOR LITERACY PROGRAMME



**“LITERACY FOR ALL” PROJECT
NWFP - PAKISTAN**

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ABBREVIATIONS AND GLOSSARY

<i>ADP</i>	<i>Annual Development Programme.</i>
<i>ACS</i>	<i>Additional Chief Secretary</i>
<i>B.Ed</i>	<i>Bachelor of Education</i>
<i>Chela</i>	<i>Student</i>
<i>CSM</i>	<i>Community Social Motivator</i>
<i>CSO</i>	<i>Community Social Organization</i>
<i>DCO</i>	<i>District Coordination Officer</i>
<i>EDO</i>	<i>Executive District Officer</i>
<i>EEF</i>	<i>Elementary Education Foundation</i>
<i>EFA</i>	<i>Education For All</i>
<i>ESRA</i>	<i>Education Sector Reform Assistance Programme</i>
<i>FATA</i>	<i>Federally Administered Tribal Areas.</i>
<i>Jirga</i>	<i>Pukhtun grand jury</i>
<i>Khateeb/ Imam</i>	<i>Prayer/ Religious Leader</i>
<i>LC</i>	<i>Literacy Centre</i>
<i>LFA</i>	<i>Literacy For All</i>
<i>LMIS</i>	<i>Literacy Management Information System.</i>
<i>M.Ed</i>	<i>Master of Education</i>
<i>Madrassa</i>	<i>Religious School</i>
<i>Malik / Mashr</i>	<i>Tribal/ Community elder</i>
<i>MD</i>	<i>Managing Director</i>
<i>MNA</i>	<i>Member National Assembly</i>
<i>Mohtamim</i>	<i>Head of Islamic, religious seminary</i>
<i>MPA</i>	<i>Member Provincial Assembly</i>
<i>Mullah/ Aalim</i>	<i>Religious Leader</i>
<i>NAP</i>	<i>Need Assessment Plan</i>

ABBREVIATIONS AND GLOSSARY

NAT	<i>Need Assessment Team</i>
NGO	<i>Non Governmental Organization</i>
NWFP	<i>North-West Frontier Province</i>
P&ED	<i>Planning and Environment Department</i>
PATA	<i>Provincially Administered Tribal Areas</i>
PD	<i>Project Director</i>
PMU	<i>Project Management Unit</i>
Purdah	<i>Observing seclusion, using scarf/veil to cover body & face.</i>
PP	<i>Publicity Plan</i>
SD	<i>Sector Director</i>
SET	<i>Senior English Teacher</i>
SI	<i>Social Institution.</i>
SO	<i>Social Organizer</i>
SWOT	<i>Strength, Weaknesses, Opportunities and Threats.</i>
SVP	<i>Sector Vision Plan</i>
Talib	<i>Religious Student</i>
TNA	<i>Training Need Assessment</i>
Ulema	<i>Plural of Aalim (Islamic Cleric)</i>

PROLOGUE

Initially this report was compiled as Part of Literacy Manual. After extensive deliberations, it was deemed fit to separate the “Conceptual Framework for Literacy Programme” from, “Operationalization Of Literacy Programme” due to the fact that both have different audience.

This report is meant for the policy makers, planners, managers and supervisory staff of Literacy Programme. It deals with the basic concepts and related factors of literacy programme. It took us three years to compile this report. Many changes were made on the basis of feedback and research data collected during implementation of, “Literacy for All” Project, NWFP. The research data is based on operationalisation of 37000 plus literacy centres having 0.85 million learners (six batches each of 4-5 months) in all the 24 districts of NWFP.

The aim of this report is not only to educate the policy makers so as to ensure effective communication and advocacy at the policy level but also equip the management, supervisory staff and other stakeholders with the basic concepts, approach, strategy, processes and socio-political environment with regard to literacy programme.

Clear understanding of peculiarities of non-formal literacy programme is essential. Once the basic concepts of management and supervisory staff are clear the operationalization of literacy programme would be much easier.

This report was minutely examined by the experts in a conference held in Abbottabad in June, 2007.

The revised draft was reviewed by the Consultants. Valuable contribution made by Mr. Arshad Saeed Khan, Senior National Specialist (Education), UNESCO, Islamabad, Prof. Allah Rakha Saghir, Ex-Chairman, Planning & Management, Allama Iqbal Open University, Islamabad, Dr. Mumtaz Manglori, Educationist, Ex-Subject Specialist, NWFP Textbook Board Peshawar and Mr. Inayatullah, Former Chairman, National Literacy Commission (President, PACADE), Lahore enabled us to present the report in its present shape.

Change is inevitable and this report would only attain finality once objectives of promotion of literacy are attained.

We expect productive feedback from the readers.

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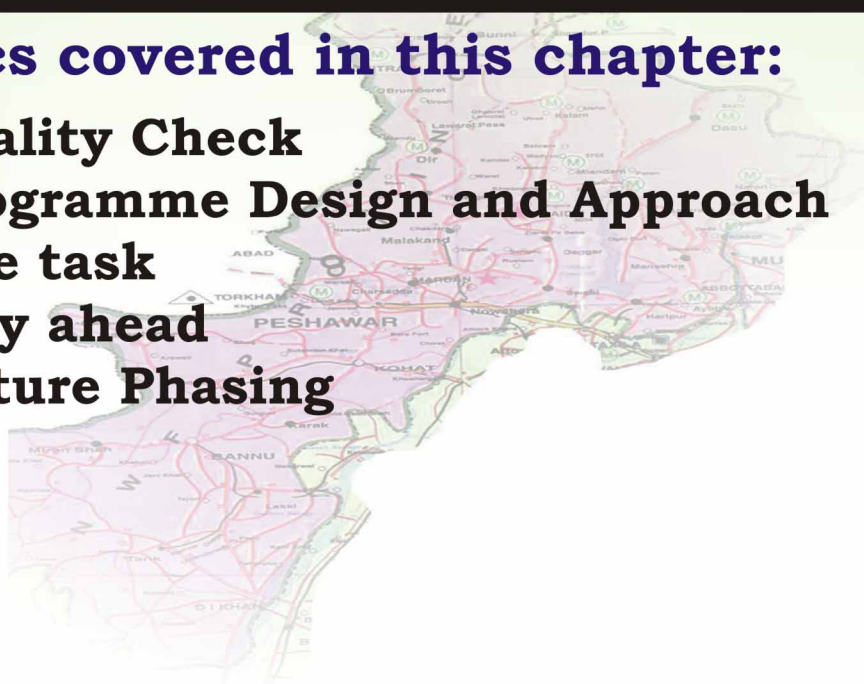
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THE TASK AND CHALLENGES

THE TASK AND CHALLENGES

Topics covered in this chapter:

- Reality Check
- Programme Design and Approach
- The task
- Way ahead
- Future Phasing



THE TASK AND CHALLENGES

1.1. REALITY CHECK

Eradication of illiteracy through non-formal adult literacy programme is not a permanent solution. In the absence of a viable strategy to achieve 100% net enrolment, at least upto primary level, it would tantamount to perpetually live on life-saving drugs without addressing the actual causes of ailment.

Pakistan with 54% overall literacy rate (65% male and 42% female) is not in an enviable position. NWFP with 46% overall literacy, having 64% male and just 30% female literacy rate, is ranking third among the four provinces of Pakistan¹.

Last five years data (2000 – 2005) indicates one percent annual improvement in literacy. At this pace of development it would take us many more decades to achieve 100 % literacy provided we reduce the current dropout rate of about 20% during the first two years of schooling to zero, coupled with reduced population growth rate². The current population growth rate of NWFP, 2.8%, stands highest in Pakistan.

1.1.1 Draft Education for All (EFA) Plan NWFP envisages attainment of 100% Primary Education, 50% early childhood education (3-5 years age group), and 86% adult literacy (10 + years age group) by the year 2015 with a total cost of 72 billion rupees. These estimates are preliminary. Cost estimates for achieving 86% adult literacy is Rs.15 billion. NWFP EFA Draft Plan was formulated in the year 2003. Since Dakar Declaration (2000) a period of seven years has already elapsed without substantive achievements.

¹ *Pakistan Social and Living Standards Measurement Survey (2005-06). Federal Bureau of statistics. Statistics Division Government of Pakistan, March, 2007.*

² *Education For All (EFA) Draft Plan. Schools and Literacy Department Govt. of NWFP. Pakistan.*

NWFP is comparatively younger than other provinces as its 81% population is below 39 years of age. Currently there are about 7 million illiterates in the age group of 9-39 years of age. While 3.5 million illiterates are in the age group of 9-20 years of age. Every year 0.25 to 0.3 million children surpass 9 years of age as illiterates and are added to the huge number of 7 million illiterates³.

Even if target of 100% enrolment is achieved, and that too by the year 2015, we would continue to grow with some 10 million illiterates for decades to come. Therefore, apart from promotion of literacy through formal school system, non-formal literacy programme are required to clear this huge backlog of illiterates.

Instead of waiting for mega projects such as implementation of EFA Plan, a start has to be made. EFA Draft Plan (2003) NWFP, even after lapse of four years, is yet to be finalized for implementation. Availability of resources is still not sure. In a financially deficient province like NWFP it would be an uphill task to meet the financial requirements without federal grants and donors assistance. With a view to ensure continuity, the literacy component must be incorporated in the Five Year Plan.

The provinces, in pursuance of National Policy, have already initiated some reforms and measures such as Early Childhood Education and Education Sector Reforms.

LFA Project is the first major initiative in this direction. No major effort has been made after the winding up of 'Nai Roshni' Project some two decades ago.

LFA project can not encompass all the related issues of illiteracy. Some are even beyond the control of Provincial Government, but it is surely an elemental step.

3 Projected population Census 1998 and EMIS Schools & Literacy Deptt: Govt. of NWFP. Pakistan.

1.2 PROGRAMME DESIGN AND APPROACH

1.2.1. Literacy programme is to be developed on the basis of ground realities. Peculiarities of NWFP and related socio-economic issues warrant distinct approach. There is no denying the fact that there are myriads of problems ranging from lack of political will, continuity, sustainability, resource constraints, both of trained human resources as well as financial, geographic and social barriers. These are some of the potent factors which have to be tackled in an effective manner. In certain districts of NWFP there is resentment against promotion of female literacy and insensitivity towards the overall literacy. In quite a few districts environment for female literacy is conducive. It would be an uphill task to bring the left-out, dropout, adolescent and adults to the Literacy Centres and that too without offering on-the-spot financial incentives or integrated package. Quite a few institutions in this country have made efforts to address the issue of literacy through an integrated approach. Whereas no one can deny the vital importance of such an integrated approach but it has its own ramifications.

There are two vital issues in case of integrated approach. Literacy is politically not a rewarding activity. For politicians, it is not a vote-generating activity. Unless there is an overall awareness and societal pressures on the lawmakers the literacy would remain a low priority. The intention is not to paint a bleak or rosy picture but the planners and the managers should be mindful of the socio-political situation and the ground realities.

In case of an integrated approach other activities such as skill development and productive infrastructure get priority over the literacy. In Third World Countries where culture of political patronage prevails such activities attract political interference which prove detrimental for the entire project. The management efforts get diluted due to lack of 'Focused' approach. The promotion of literacy is relegated to low priority. Integrated approach is not only attractive for the learners but also takes care of post-literacy. In poor countries, however, resource constraints are to be considered. Devising a six or nine

months integrated package of literacy and skills development would mean manifold escalation in the cost. For less developed countries it is an issue of prioritisation and allocation of resources.

As a matter of fact poverty is one of the major reasons for illiteracy. But addressing the issue of poverty is not only a national but international issue. One way to promote literacy is to tackle the issue of poverty first so as to provide an enabling environment. It is precisely for this reason that exponents of integrated approach advocate the idea. But poverty alleviation is a complex issue for which separate programmes at national and international level are in progress.

Solution of such a thorny issue is beyond the mandate of educationists. It would only detract the attention of planners and cause inordinate delay. The grave situation of illiteracy warrants immediate action. There is hardly any room for complacency. The other option is to wait for the economic situation to take a turn for the good. These are some of the ground realities which are too obvious to be ignored, but a start has to be made irrespective of related hardships.

A viable approach of literacy programme is to be based on flexibility, financial and administrative autonomy, community participation, transparency and an effective process and progress monitoring. The first priority should be to target the 9 – 25 years age group, backward areas, and the female illiteracy.

Complex managerial issues are involved. There is scarcity of data. Available data is not much reliable. One of the shortcomings in the past literacy programmes had been the lack of proper documentation. There is acute shortage of institutional memory. Thus the past programmes, due to lack of documentation and non-existence of proper evaluation, have not been of much help in devising the future strategy.

The only worthwhile literacy programme was launched in mid eighties under the title of 'Nai Roshni' schools but was abruptly closed due to political reasons. Only sketchy details of this mega project are available. Thus there are only few past precedents to learn lessons and devise a strategy accordingly.

In such a situation, the only viable option is to take a fresh start and analyze the situation critically in the context of NWFP as this Province has peculiar socio-political, historical and geographic environment.

While due political credit should be given to the incumbent government for promoting the noble cause of literacy, but the programme should not be reduced to the status of a recruitment agency for political favorites. Promotion of literacy is our national agenda and thus it should be promoted through national consensus. Literacy programmes in Pakistan are, somehow, 'politicized'. Such programmes could not assume national level status. Instead the literacy programmes were closely identified with the incumbent governments of the day and the political personalities. One of the disadvantages of such an approach has been that noble cause of literacy was subjected to controversies. In the process, such projects earned notoriety and political enmities. With the change of governments, the literacy programmes were the first casualty.

Successive governments, mainly because of aforementioned factors, and certain perceptions, considered continuation of educational policy and promotion of literacy as a political credit to the previous government. Thus it was deemed fit to discontinue and abandon the whole programme. No scientific analysis of educational policy is possible under such an environment. Thus each government, with a view to show change vis-à-vis the previous government came up with grand plans hardly supported with the provision of resources and taking into account the ground realities.

The past bitter experiences indicate that politicization of programmes results in either failure or closure of the programme by the subsequent governments.

1.2.2 Care is to be taken in launching literacy programme. There should be no indulgence in un-necessary sloganeering. While due credit should be given to the government of the day for allocating resources for promotion of literacy but without reducing the literacy programme to the level of propaganda wing of a political party or a personality. Unfortunately such bad practices are not uncommon in this country. Illiteracy should not be equated with ignorance or literacy with the wisdom. The purpose is not to glorify illiteracy. It is surely a disability; but of temporary nature. So the basic approach should be to cure this disability.

The society of NWFP is highly conservative and religious. The locals are 'educated' but illiterates. They resist any outside institution or organization which is not akin to their social norms. Literacy programme can only succeed through active community participation. In a conservative and traditional society like NWFP social feasibility of literacy projects is the foremost. Lack of resistance or opposition to literacy programme should not be viewed as social acceptance. It is not sufficient to ensure community participation.

1.2.3. It must be realized by the project staff that creating a formal organization for running a non-formal literacy programme is not an easy task. It tantamounts to 'formalising' a non-formal activity. Non-formal education has certain merits with its own shortcomings. Under a formal school system, every activity is institutionalized. Responsibilities of all the stakeholders such as managers, supervisors, teachers, students and the parents are clearly defined.

Literacy Projects are organized through low paid contract staff. The activity is of short duration (3 hours-a-day with 4 -5 months course). The literacy centres are established in far flung remote areas because it is one of the

objectives of literacy project to promote literacy in backward areas. Thus a viable organizational setup is required due to complexities of non-formal system of education.

1.3. THE TASK

Considering the related socio-political, organisational factors and issues like scaling of targets and cost, we have a formidable task ahead. Since Dakar Declaration and setting of Millennium Development Goals much time has been wasted while talking about achieving the desired goals by the year 2015. NWFP took the lead by launching, “Literacy For All Project” (2004-2007). Under LFA Project the overall progress (upto December 2007) is as under:-

Cost of the Project Rs.863.711 million (All contribution by the Government of NWFP)

No. of Batches	Number of Literacy Centres					Number of Learners				
	Male	%age	Female	%age	Total	Male	%age	Female	%age	Total
06	11627	38	18857	62	30484	252468	37	431747	63	684215

It is expected that upto December 2008; LFA Phase-I would achieve the target of establishing 44000 literacy centres. About 1.1 million learners will be made literate.

Under LFA project Phase-I, a solid foundation for promotion of non-formal literacy has been provided. The following table indicates the projected population, improvement in literacy and contribution through non-formal adult literacy programme. Upto the year 2015 about 0.16 million literacy centres are to be established to achieve the target of 86% overall literacy. There are expectations that by the year 2015 dropout will be reduced to zero coupled with 100% net enrolment and removal of gender disparities.

Table-I. Project population, literacy, accumulative number of learners and overall expected literacy.

	Year	Population	Literacy (%)	LFA Contribution	LFA Contribution Accumulative Number of learners in million	Literacy Rate with LFA Cont (%)
Phase-I	2004	20.90	42	0.00	0.00	40
	2005	21.48	44	0.10	0.10	44
	2006	22.08	46	0.25	0.35	47
	2007	22.70	48	0.65	1.00	52
Phase-II	2008	23.34	50	0.50	1.50	56
	2009	23.99	52	0.50	2.00	61
	2010	24.66	55	0.50	2.50	65
Phase-III	2011	25.33	57	0.50	3.00	69
	2012	26.06	60	0.50	3.50	73
	2013	26.80	62	0.50	4.00	77
	2014	27.54	65	0.50	4.50	81
	2015	28.31	68	0.50	5.00	86

PHASE-II (2008-2011)

Table: Requirements of Literacy Centres

Number of Batches	Number of LCs	Number of Learners
6	60,000	2.00 Million

Estimated Cost= Rs.2.00 billion.

Unit Cost of LC= Rs.33333. (Including overall management Cost)

PHASE-III (2011-2015)

Table: Requirements of Literacy Centres

Number of Batches	No of LCs	Number of Learners
10	100,000	2.5 Million

Estimated Cost= Rs.4.00 billion.

Unit Cost of LC= Rs.40000. (Including overall management Cost)

Thus we can achieve the targets, as per Dakar Declaration and Millennium Development Goals, by the year 2015 with an estimated cost of Rs **6** billion. The task is huge but not impossible. Initiatives taken by the Government of NWFP can be continued and consolidated with the assistance of Federal Government and the International Donor Agencies.



THE ENVIRONMENT AND SITUATION ANALYSIS

Topics covered in this chapter:

- Need Assessment
- Historical
- Socio-political
- Insensitivity
- Inter and intra-tribal feuds
- Economic
- Religious factor
- Geographic and climatic factors
- Administrative
- Appraisal of aforementioned factors



2

THE ENVIRONMENT AND SITUATION ANALYSIS

Environment includes socio-political, economic, climatic and geographic factors. Certain factors such as geographic and climatic are permanent whereas socio-political and economic factors keep on changing. Few such factors are summarised as below:-

2.1 GEOGRAPHIC AND CLIMATIC

Locational disadvantages are of permanent nature. In Southern region of NWFP, scattered population with poor road network is a major hurdle in the establishment of schools. Similarly in Malakand and Hazara regions the population is scattered on higher altitudes right upto 7000 feet and deep inside the remote valleys. Access to these areas is difficult during winter. Some of the population of Kohistan, Mansehra, Dir and Swat districts is of migratory nature. Temporary migration during winter, specially from Malakand and Hazara regions to Punjab and Sindh in search of jobs, is a common phenomenon. During severe winter, the local population has no major work to do. Therefore, to supplement their income, the locals migrate to down country. The managers must consider this aspect while opening male literacy centres in the cited areas during winter months. Winter rains and snowfall also adversely affect communication infrastructure.

The population is scattered in hot plains of D.I.Khan, Tank, Lakki Marwat and Karak. Development of infrastructure in such areas is a problem. Due to scattered population in hilly areas of Hazara and Malakand regions, provision of educational facilities is a costly affair. Availability of qualified teachers is another issue. Due to lack of infrastructure facilities effective supervision is difficult. Lack of proper monitoring is one of the causes of absenteeism specially among non-local teachers. Summer in the Southern region of NWFP are so hot that without electricity facility the heat is unbearable. Scarcity of water is a common problem. Establishing a feasible school, with bare minimum facilities, in such an area is a difficult task.

Rough terrain of mountaneous region, coupled with harsh winter climate, and lack of roads are some of the major problems specially for small girls to reach distant schools. Social norms do not permit the girls to walk or travel to distant schools. The number of female schools is far less as compared to male schools. Barring few instances of social acceptability the female are not allowed to be enrolled in male schools even at primary level. The management must take into consideration factors of terrain and climate. Climatic factors are relevant withregard to availability of learners and monitoring of activities.

2.2. ADMINISTRATIVE

Right up to 1947, the Britishers direct administration remained confined to about 45% area and 40% population. The entire Malakand region remained as tribal areas or princely states. Similarly, parts of Kohistan, Battagram and Mansehra districts remained as tribal areas. There are defacto tribal areas bordering tribal agencies right from Charsadda to Tank district in the South. Educational institutions in districts like Dir and Chitral were mostly established after 1970. Districts like Battagram and Kohistan witnessed some change as late as 1980. Except ex-princely state of Swat, the educational institutions in the districts like Chitral, Dir, Kohistan, Bunair, Shangla, Battagram and parts of Mansehra distircts were only few and far between. Similary in defacto tribal areas of Charsadda, Peshawar, Kohat, Hangu, Karak, Bannu, Lakki, DI Khan and Tank districts, bordering Federally Administered Tribal Areas, lack of educational institutions may be attributed to poor law and order situation, lack of communication facilities and resistance offered by the locals against the establishment of such institutions. Due to weak administrative control of government in these areas, the female institutions were either not established or remained non-functional due to non-availability of local teacher or absenteeism of non-local teacher. Thus a major portion of NWFP has a backlog of almost 100 years, starting with the advent of British rule, as far as literacy is concerned. Therefore, while making a comparison with other provinces, these factors are to be kept in mind. Inspite of all these hurdles the acheivements in male literacy are not that bad. This also provides us ray of hope

that with right approach, and strategy, we can make up these deficiencies to achieve the desired goals by the year 2015.

2.3. HISTORICAL

During the last decades of 18th century and early 19th century the areas constituting NWFP were beset with internal strife and international intrigues. Both the Russian and British Empires were struggling hard to bring this area under their sphere of influence. With the arrival of Sikhs the indigeneous system of education had already collapsed. The muslims were driven out of power and business. Britishers could only consolidate their position in NWFP as late as 1895. Even with the beginning of 20th Century the Britisher's direct administrative control was confined to 45% area of NWFP. The local population, at large, was either opposed or at least reluctant to join the educational institutions established by the Britishers. With the beginning of 20th century while the world was making major strides towards literacy and industrialisation, the locals of NWFP were engaged in a long-drawn war against the Britishers. In the process, they not only sustained economic losses but also deprived themselves of the benefits of development of educational institutions which were being established in the rest of the India. This thinking somehow persisted even after the creation of Pakistan. It is mainly due to this historical background that the locals are suspicious of any donor-assisted programme specially being executed by the NGOs. It is considered as an invasion of their freedom and threat to culture for which they have offered great sacrifices. Thus over-sensitivity of locals to guard and preserve their traditions has its roots in the history of this province.

2.4. SOCIO-POLITICAL

Century-old struggle against the Britishers has resulted in deep-rooted resentment and resistance in the psyche of locals. Government-sponsored programme, having even slight departure from the social norms, is viewed with suspicion. Some of the NGOs, in their enthusiasm to transform the society overnightly, have caused more damage than beneficial intervention.

Keeping in view the historical and social perspectives any programme, specially literacy, involving all the segments of society must conform to the social norms. The society of NWFP reacts adversely to all the “social-transplants”. Thus social compatibility is the essence for success of any community-dependent programme. Managing small scale projects here and there do not vouch for the fact that such model, which is an externality to the social institutions of the society, can be replicated with success and that too at macro level. The local population of NWFP, since centuries, is notorious for self-inflicting injuries in case some idea is thrust upon them. They have their own novel ways of circumventing all such efforts noble intentions of framers of such policies notwithstanding. It would be an exercise in futility to count and recount the benefits of such programmes which, in most of the cases, are known to them; but their inflated ego and obduracy acts as a stumbling block. In the absence of a strategy which must conform to the social norms the use of commonly used cliches such as “motivation’ and “awareness” would be counter-productive.

Quite a few institutions can cite few examples of departure from social norms. Such experiences, at micro level, cannot be generalised even under scientific methods of statistical research. These are insignificant. There is ample historical evidences to prove that generalisation of such concepts is risky specially while dealing with an un-predictable local population. It is a dangerous path which is to be treaded with great care. The locals do not like to be represented by proxy. It is an egalitarian society. No body can claim a life-time mandate to represent and speak for the entire community. Social organisers should be aware of the fact that in a tribal society there is a concept of collective leadership. Mandate to represent the community over certain issue of temporary nature can be withdrawn leaving every body to speak in his personal and individual capacity.

Participation through representation is otherwise also against the true spirit of participation. The locals of NWFP oppose such representation for the sake of opposition. It is one of the negative traits of local society that, while

opposing a wrongly presented programme, they just ignore the benefits which might accrue to them.

Local socio-political issues, having roots in the colonial rule, are also worth mentioning. The rulers, even after independence, have been promoting and protecting the elite class. While their scions were benefitting from Western educational institutions, both inside the country and abroad, they hardly made solid efforts to promote literacy among the lower strata of society. During short periodic intervals of democracy the same elite class has been representing the masses in the elected institutions. Landlordism, though much weakened now, has been a major cause of illiteracy in the districts like Charsadda, Mardan, Tank, Lakki, D.I.Khan and Battagram. Social conservatism and tribal traditions are one of the major causes of female illiteracy.

2.5. INSENSITIVITY

Literacy data also indicates that lack of infrastructure and poverty are not the sole reasons for illiteracy. Had it been so the rain-fed areas like Kohat and Karak would have been at the bottom. While Abbottabad district is on the top with 57% over all literacy, Kohat, Karak and Chitral are at number 3,5 and 7, respectively. (District-wise literacy rate of districts of NWFP, in descending order is at Annexure-I). Chitral, apart from widespread poverty, is a unique case of a sensitised community. It was a princely state right upto 1969 when it was merged with, and declared a district of NWFP. Contrary to this, D.I.Khan and Mardan are more than century-old districts but having low literacy rate than Chitral district.

Again gender bias is another vital phenomenon. Apart from lack of infrastructure and poverty, gender bias of local community is a regressive factor in promotion of female literacy. District-wise female literacy rate of NWFP, in descending order, at Annexure-II, indicates existence of such gender bias with varying intensity. Again, while Chitral is at No.8 in descending order, Charsadda district is far below at serial number 13 in female literacy. While

Karak is at serial number 05 in overall literacy, its position in case of female literacy, is dismally low at serial number 16. It is evident that apart from other factors, both favourable and adverse, lack of sensitivity of the community towards literacy is an important factor as is observed in case of Charasdda, Bannu and Hangu districts. Similarly low female literacy can only be attributed to gender bias in case of districts like Swat, Hangu and Lakki Marwat. Unfortunately in some areas religious leadership still equate female literacy with 'modernisation' and 'Westernisation'. Instances are not uncommon when we confront community members who put forward the argument against the female literacy. They argue that, as per local traditions, females are not required or allowed to engage in formal jobs therefore literacy is not a requirement for the female. It is yet another mis-placed perception but we have to drive home the point that acquiring literacy is in itself a noble job. A literate mother can prove more productive individual of society as the education of the entire family is dependent upon a literate mother. District-wise male literacy rate of NWFP, in descending order, is at annexure III.

2.6 INTER AND INTRA TRIBAL FEUDS

Instances are not un-common when we see that social evils such as tribal and family feuds, and the resultant litigation has destroyed the entire local community. All their energies and financial resources are exhausted by this evil. Female, being weaker section of the society, are the first victim as far as literacy is concerned. Such tribal conflicts also create hinderances in developing infrastructure. Due to such feuds construction of school buildings, even after approval of contract, remain suspended for decades due to land dispute over a barren hillock. Similarly construction of a school is stopped due to land dispute. The unfortunate aspect is that the locals do not allow the shifting of such school to some un-disputed site. Such negative cultural traits have been causing inordinate delays in developing educational facilities.

Defecto tribal areas, bordering tribal areas, have longstanding property disputes with the adjacent tribal areas. Quite often armed clashes occurred. The locals have had to divert major portion of their resources and

energies to defend themselves against the armed tribals. Over a period of time such areas became safe sanctuaries for the outlaws. The entire belt, bordering tribal areas, somehow criminalized. Lack of literacy has been the major cause of such simmering tribal feuds and vice versa.

2.7 ECONOMIC

Poverty is also an important factor as we see in case of Lakki Marwat, Bunair, Shangla, Battagram and Hangu districts. Change of cropping pattern (Tobacco cultivation in Bunair) and income from abroad (the entire NWFP particularly Bunair and Hangu) has greatly helped in promotion of literacy. Apart from government schools, mushroom growth of private schools in the districts having sizable segment of community serving abroad is an indicator of this phenomenon. Increase in income has resulted in an enhanced paying capacity of locals. Awareness is there what is required is sensitization. Increase in income can also act as an important catalyst to promote literacy. As the data indicates incidence of poverty in NWFP is the highest in Pakistan and so is the per square kilometer population density. Availability of land is a limiting factor as only 15% more area can be brought under cultivation. Highest population growth rate is exerting further pressure on the availability of scarce resources. The rest of 44 % area, mainly comprising of mountains, is unfit for cultivation. Severe winter is also an inhibiting factor for promotion of agriculture. Rising population pressures, less availability of land, harsh climatic environment, lack of infrastructure and the jobs are some of the factors constantly forcing the local population to supplement their income by seeking jobs in other provinces and abroad. Poverty has been one of the major reasons for low literacy.

2.8 RELIGIOUS

The locals of NWFP, particularly in backward districts of Battagram, Bunair, Shangla, Bannu, Lakki Marwat, Tank, Kohistan, Mansehra and Dir-upper are still reluctant to allow female to attend schools. Observance of “Purdah” is mainly attributed to this social custom. In fact observance of social

norms is more due to local customs and traditions rather than having any real connection with the Islamic injunctions. Islam has clearly made it obligatory, both, for male and female to acquire knowledge. Religious elements also put forward the argument that actual place for female is to remain confined to the four walls of home. Since women are not required, or not allowed for out-of-home jobs therefore they are not 'entitled' to acquire literacy. Such religious elements ignore the fact that millions of women even in most conservative societies work in the open fields of agriculture. Literacy is equally important for a housewife. A literate housewife shall ensure a literate family and thus a literate generation. Religious leadership remained in the forefront in waging war against the colonial masters. Thus the local population remained under societal pressures due to the role of Ulema who opposed establishment of educational institutions by the colonial masters. While few male joined these educational institutions, the female participation remained a remote possibility. Ulema have always been playing dominant role in shaping and reshaping the events in our society.

Commonly-held belief of equating female literacy with "Modernisation" and "Westernisation" persisted even after independence. It is because of these reasons that we see gender disparity between male and female literacy in the districts having more religious influence.

2.9 APPRAISAL OF AFOREMENTIONED FACTORS

While carrying out situational analysis, proper assessment of cited factors is required. Proper identification would greatly facilitate initiation of remedial measures. Some of the factors such as vagaries of weather and other geographic factors are of permanent nature. Development of infrastructure, however, can lessen these difficulties. The managers should critically analyse the relevance of aforementioned factor (s) in a given situation. Sociology is a complex science and the social factors can not be addressed with mathematical precision. The assessment of a given social situation is mostly qualitative. Scientific observations and data collection, its analysis by applying statistical tools, is relevant in studying certain social aspects of society but no statistical

formula can be prescribed to deal with a situation. For example it can be examined whether low female literacy is due to lack of facilities or gender bias. There are scores of examples when female learners attributed their deprivation towards nonavailability of female schools. Geographic and climatic factors, specially in the context of lack of infrastructure facilities, are to be examined and given due weightage. Clustering of Literacy Centres should be done to ensure effective monitoring. Factors ancillary to establishment of L.Cs such as availability of teachers and logistic support are equally important. These factors have close nexus with the geographic factors. While we have less control over the economic situation or alleviation of poverty, the other issues like insensitivity or gender bias can be addressed with active cooperation and participation of community. Similarly opposition to female literacy can be neutralised through active support of community elders and religious leaders; provided correct approach is adopted.

The crux of the matter is that situation analysis for literacy should not be confined to headcount of literates and illiterates only.

In need assessment we identify the problems and propose remedial measures to tackle these problems. Proper identification of problem is crucial for taking effective remedial measures. The planners and managers must develop a clear vision of the situation and should be able to differentiate between the symptoms and the root causes. Remedial measures with regard to symptoms would only provide a temporary solution. To develop a viable and sustainable strategy the real causes of a problem are to be identified.

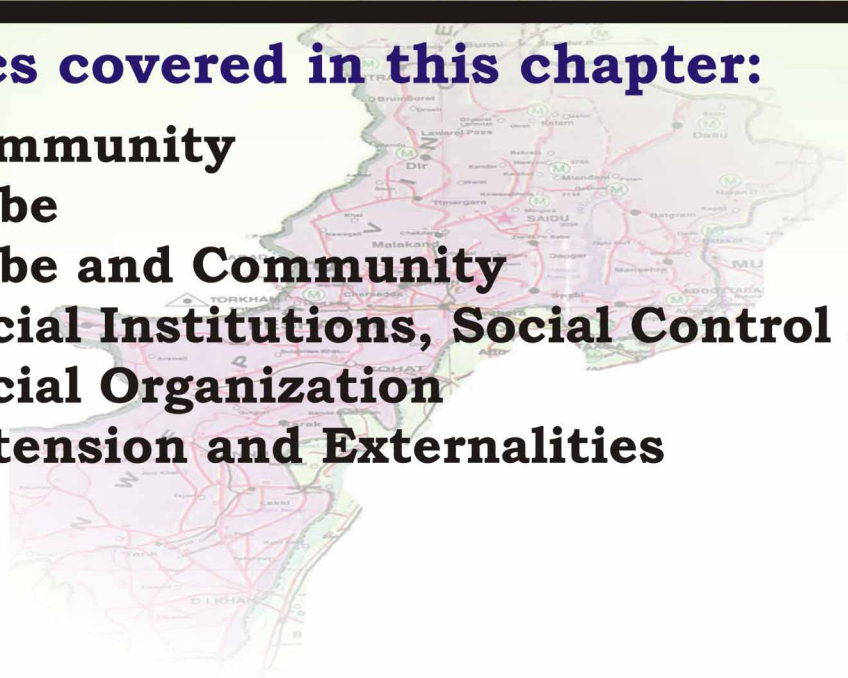
Literacy is a socio-economic and political issue. In the contemporary world it has assumed added importance. While carrying out need assessment, for promotion of literacy, the causes of illiteracy have to be clearly identified. Proper identification of causes of illiteracy would be helpful in enlisting the possible hurdles in promotion of literacy. Once the bottlenecks are properly identified the attention can be focused on possible solutions.



UNDERSTANDING THE SOCIAL INSTITUTIONS

Topics covered in this chapter:

- **Community**
- **Tribe**
- **Tribe and Community**
- **Social Institutions, Social Control and Social Organization**
- **Extension and Externalities**



UNDERSTANDING THE SOCIAL INSTITUTIONS

3.1. SOCIAL INSTITUTIONS, SOCIAL CONTROL AND SOCIAL ORGANIZATION

Thorough understanding of community and tribe is essential specially while working in a tribal society like NWFP. Every individual in a society has important role to play. Depending upon the social status such role may be ascribed or achieved. Social institutions, being informal bodies, emerge as a result of centuries of social processes. In a tribal society like NWFP some of the social institutions are family, community, tribes, religious and political leadership, elders, artisan economic institutions and others. When we talk of social control it does not mean that these social institutions have some formal control over its members. The social institutions, through social norms, shape the behaviour of its members.

When we talk of social organization, it should not be viewed as creating new formal institutions, or giving a formal and regimented shape to the existing social institutions. Whenever the term, “Social Institution” is used, it invariably means an ‘informal’ social institution. Such social institution has the force and strength of the society behind its functions.

3.1.1 While analyzing the tribes, communities and social institutions, the social organizers, managers and workers might have certain misconceptions. Few are mentioned as under:-

- *The local Community is non-participative.*
- *There is lack of awareness.*
- *The community is totally disorganized.*
- *Objectives of project or an activity can only be achieved through creation of a new formal organization.*
- *Community is ignorant.*
- *Community should just imbibe the ‘wisdom’ being radiated by the social organizers and the motivators.*

- *Any one posing questions is against the development and promotion of literacy.*

Under such misconceived notions whenever an effort is made to create a formal organisation and transplant an 'external' organ on the 'body' of local society, the 'antibodies' react and the local society refuses to accept such an external institution.

A viable literacy programme should take care of these social sensitivities.

3.1.1 SWOT analysis (Strength, Weaknesses, Opportunities and Threats) in case of literacy is mainly concerned with the social analysis. The economic, technical and organizational feasibility solely depends upon correct social assessment and an approach akin to the prevailing social environment.

The purpose of sensitizing the literacy workers about the intricacies of social norms is to caution and educate them. It does not mean that every thing is bad in our society.

Our society has many merits. We can build upon such strengths. Weaknesses such as lack of sensitization, motivation and organization can be reduced. Opportunities such as positive response of female towards literacy and the support of community can be availed. Threats such as opposition towards female literacy by the religious elements can be avoided or circumvented.

3.2 EXTENSION AND EXTERNALITIES¹

3.2.1 To achieve any task we must determine the responsibilities and objectives of an organization. Why we raise a new institution? What are its needs?

Is it an extension of existing social and political institution or an externality (a new institution) to the local society?

The word ‘extension’ was coined in the last century. Extension means to build and develop further on the basis of existing institutions. While externality means planting a new institution upon the prevailing social institutions. If it is an externality to our political, social, economic and religious institutions, then a different approach will be adopted. Even the semantic would be different.

While implanting an external institution, the approach and the concept is self-declared and self-assumed role of creating ‘awareness’. Whenever such workers use a word like “awareness”, (noble intentions notwithstanding) it presupposes that there is no awareness in the community which they have to create.

The social and psychological implications of using such words are carelessly ignored. It means that we are working with sub-human; a paralyzed society or the people who have no conscious; they have no energy to activate or re-activate themselves. Working and approaching a community with such a mindset is fraught with all sort of dangers.

While arguing against such an approach, we are, by no means, against ideas from outside. Our culture is eclectic. We should take what is good and leave out whatever is bad. We must leave out the bad even if it is our own.

¹ *Condensed from speech of Mr. Abdullah (Former Chief Secretary, NWFP and Chairman Public Service Commission, NWFP). The lecture was delivered in Sector Directors conference Peshawar, 23rd June, 2005.*

A logical mind works and analyzes things critically and does not act like robots.

3.2.2 Reverting back to need assessment one should not, at any stage of work, presume that the target group is not aware of its needs. While pursuing the cause of literacy an impression should not be given that the people are uncivilized and by creating awareness and social change we intend to ‘civilize’ them. Our approach should not be disguised version of, “The White Man’s Burden”. In spite of many misplaced pre-conceived notions, the reality is that we are not dealing with a paralyzed society— a society which has no sense of direction, no sense to decide between right and wrong and no power to make decisions.

Awareness is present. All we need is to channelise it towards desired direction. There is a need to study the social institutions. The questions raised by the communities have to be answered in a satisfactory manner otherwise we would be just delaying the solutions and perpetuating the status quo.

3.2.3 Another commonly used, or more appropriate to say misused word is “Community participation”. Community is generally considered and presumed to be a non-participative entity. By doing so, we deny the presence of social institutions in that society. If there are institutions, they must be participative. In the process, we also suggest that a particular community is not organized. The logical conclusion of such an approach is creation of new institutions and asking the locals to participate in it. Our society has its own social institutions. Every village has a system of living together. Mosque has been a place of participation since centuries. The moment we say the word, “community” it presupposes that it is *organized* and *participative* though with varying degree of organization and participation.

3.2.4.1 Collectivity and Relationship

Community is based on collectivity and relationship.

The community acts and reacts in a collective manner. In literacy, we deal with collectivity. Collective action and reaction of community may depend upon the level of organisation, motivation and social prioritisation of an issue. A conservative and religious community may promptly and positively respond to a religious issue. Examples of such action and reaction by the community are quite common in our community.

3.2.4.1 Relationship

The members of community have a common relationship. For example businessmen, teachers and farmers community. Thus using the word “Participative Community” is contradictory in terms. Whenever we try to create an ‘externality, we do not consider mosque and ‘Hujra’ as social institutions. These institutions already exist and an externality would not work. So instead of wasting resources, time and energy on creating and implanting external institutions, there is need to utilize the strength of existing institutions. If we utilize the strength of existing institutions then there will be sense of ownership which is the essence of real community participation.

Yet another commonly used word is “capacity building”. Metaphors are important. Words have to be correctly understood and digested. There is no harm in borrowing words and ideas, provided we are cognizant of our identity and conscious. If we are raising an organization which is an extension then the strength of all the social institutions, both formal and informal, shall be at our disposal.

How to link all these with the literacy? Once we understand these identities of religion and culture we can use them for promotion of our cause.

Capacity building, at times, is achieved over-nightly. Journey of hundred years is performed within minutes. A leader just electrifies the entire nation with one sentence or a slogan. Quaid-e-Azam never used the words lack of facilities etc. He always talked about separate and distinct Muslim identity as a nation and the capacity building developed against all odds and that too within a short span of time.

It is vital to understand the phenomenon of social change. Change is either through revolution or reforms. In a revolution, there is shift in centre of power through use of force. If it is without use of force and there is shifting of centre of power it is reform. Change through reform is slow but sustainable. The only historical example is the struggle of Muhammad (PBUH).

During 13 years of struggle some 1200/1300 people died from both sides. But the change was phenomenal. For the first time in the world history common man was empowered.

Empowerment of man is possible only through literacy. In the battle of 'Badar', the prisoners of war, inspite of intense enmity, were freed after making certain number of illiterates as literate.

Literacy is not a fundamental right. It is a fundamental obligation. Right can be delegated to someone or suspended, obligation has to be performed by every one. It can not be delegated or suspended. The Islamic injunctions in this regard are very much clear. These injunctions are a step ahead of currently used slogan of "Literacy as a right".

3.3 COMMUNITY AND TRIBE

The word "Community" and "Tribe" are interchangeably used by the managers and the community workers. It is important that these social entities are understood in its proper perspective. Both the community and tribe are important social institutions.

3.3.1 COMMUNITY

Community is a group of people living together, dependent upon each other and have common interest. They share a common identity and have mutual interaction.

Text books do not define the size of a community. A 'Community' may comprise of few people. It is not necessary that they must be living together. Physical contiguity, in some cases, is not necessary. However it is essential that they have a common interest. They must be interacting with each other. It is in fact the common interest which brings the members of a 'Community' together. The interest is binding force. Interaction among the members of community may be through personal contacts or institutional interaction. It depends upon the size of community, level of interest, interdependence, level and intensity of interaction.

Communities organize themselves around some common interest. Every member of community pursues the common cause. A community can not exist without interdependence and common interest.

3.3.2 Community is not necessarily a "regimented body" despite the common cause which the members of a community might be persuing. They can do so with out having a formal organizational setup. Communities may be large and loosely held conglomerates. Biology also explains relationship of various species, both animals and plants, as a community. These species interact with, and act upon each other. It is a complex relationship. That is why there is always emphasis on motivation and organization of communities. The issue is how to formalize this informal organization, channelise the motivation and awareness which already exists or might exist with varying degree of intensity?

Communities and tribes are important social institutions. Both these exercise various social controls over its members.

3.4 **TRIBE**

A tribe is a 'regimented body'. Every member of a tribe has an 'ascribed role' to play. A tribe has a common descendent, culture, ideology and usually the language. A tribe may constitute a community but a community can not assume the status of a tribe. A community may comprise of more than one tribe. Similarly a tribe may have various communities. In case of tribe commonality of descendance and blood relation is the most conspicuous aspect which is lacking in case of community. The tribal relationship is of permanent nature.

3.4.1. In a static or closed society, tribalization and tribal polarization is of higher intensity. Ascribed role is given priority over the achieved role. The change in achieved role is facilitated through social change. A tribe is clannish in nature. Again there is common interest around which a tribe is organized. Such common interest may be economic and social. Economic such as preservation and advancement of business interests, monopoly over certain businesses and protection of individual or common property. Social interest may vary from preservation of tribal pride, identity, history and culture. Quran also recognize the Tribes to the extent and for the purpose of identity only.

3.5 **RELATIONSHIP BETWEEN THE TRIBE AND COMMUNITY**

Tribal identity is a permanent phenomenon. Tribes in a society like NWFP go on dividing into sub tribes after a certain period. Similarly a big community may have sub communities.

Being member of a community is an achieved role. The members of a community may live together or at isolated places but they have a common interest such as advancement of their economic, social and political interests so as to achieve the objectives for which they interact with each other.

Members of various tribes may join such community. It is evident that a community may comprise of one or more than one tribes. Similarly a tribe may have various communities. In some cases the same tribe constitutes a

community. For example, Memon Tribe. Almost all the members of this tribe are engaged in business therefore they are all members of business community as well. Normally members of a tribe may be members of various communities. For example a member of X tribe may be a member of teachers, or growers community. It may occur that while being member of a particular tribe he might be pursuing a cause which is in conformity with the tribal interests, but as member of a particular community he may go against the interests of his co-tribesmen and vice versa. Such a person may find himself in a position of conflict. A person may be member of two different communities and thus pursuing two different agendas or interests. For example, Mr. A is a member of tribe X, and at the same time as a teacher member of “Teaching Community” and being a cultivator member of “Growers Community”. Thus such person might be advancing and pursuing different causes. Such interests, at times, might be at variance with each other. It may be kept in mind that, usually, a community is a loose social organization.

3.6 WORKING WITH THE SOCIAL INSTITUTIONS

Literacy workers must critically analyze a particular society. Each segment of society such as religious leaders, tribal elders, political leaders, elected representatives, landlords, tenants, workers, government employees and locals engaged in various businesses are to be clearly identified. Irrespective of their social status every one is a stakeholder in a social system. With regard to literacy the response of all these stakeholders may vary but each and every stakeholder is equally important for us.

3.6.1 Knowledge of tribes and communities is essential. While a particular tribe or community may be helpful in promotion of literacy, certain segments of society might be against the promotion of literacy, specially the female literacy.

Such opposition, resentment, suspicion or reluctance with regard to promotion of literacy might be due to economic interests (landlord), social

(customs, traditions) or religious (Ulema), who usually view and equate the female literacy with 'Westernization' of women.

Tribe and community are important social institutions. It is a rich social capital which can be effectively utilized by adopting right approach.

We have to capitalize on the strength of social institutions. Meanwhile strategy should also be devised for the elements who are either opposing the literacy programme outrightly or they do not support it. Neutralizing the opponents is also a major step towards success. But in no case an environment of confrontation be developed vis-à-vis segment of society.

Community Social Organization (CSO), learners, teachers and other project staff, with the passage of time, may constitute and assume role of a distinct community. We may call such community as "Literacy Community".

Study of social behaviours, employment pattern, businesses etc of a particular area are vital not only for motivation, mobilization and organization of communities for identification of learners but equally important for establishing and running the LCs.

Attendance of learners, location and timings of LCs greatly depend upon the local community. While in urban areas LCs may operate during late evening hours but the same timing might not be suitable for rural areas. Thus the seasons, working season and life pattern of a local community are some of the relevant factors for consideration while establishing and operationalising LCs. Our goal is to mobilize and organize the various tribes, sub-tribes, and communities around the single goal of promotion of literacy. This goal must transcend all ethnic, sectarian and community barriers.

3.6.2 Tribes and communities are complex informal social institutions. Both these social institutions exercise varying degree of informal social control over its members. Social study and critical analysis is essential to develop an understanding of social pattern. It would be naive to generalize the things. Social surveys, and the resultant conclusions, can prove helpful as guiding principles, but can not be exactly replicated as no two communities or tribes are exactly identical.



PECULIARITIES OF LITERACY PROGRAMME

Topics covered in this chapter:

- **Non-formal literacy through a formal institution**
- **Project Network**
- **Transparency in execution of literacy programme**
- **Capacity building**
- **Time constraints**
- **Administrative and financial autonomy**
- **Flexibility**
- **Monitoring**

PECULIARITIES OF LITERACY PROGRAMME

Few peculiarities must be kept in mind while formulating a literacy programme. Our past experience indicates that, at times, government policies and programmes are pushed forward with undue haste. Mostly it is either to gain immediate political advantage or to fulfil the strings attached to the donors assistance. It happened that the literacy programmes were devised, as a political agenda, without taking into consideration the ground realities. In case of donor assistance even more mistakes are committed. The recipient governments are normally interested in the prompt release of aid, grants or loans. Such grants or loans are required as part of their political agenda. Literacy being a non-vote-generating activity hardly gets top priority. Therefore without taking into account the ground realities, favourable literacy projects are cobbled up. Constraints and bottlenecks are not clearly highlighted. Politicians, planners and finance managers are not favourably inclined to allocate resources for literacy projects mainly due to scarce financial resources and other priorities. Literacy programmes, being non-vote-generating activity, are hardly a top priority for the politicians.

Let there be no illusion in the minds of managers that as soon as literacy programme, and that too with out integrated approach and financial incentives, is launched the local illiterates would not only storm the literacy centers but would also stay for 4 to 5 months to acquire the bare minimum literacy. Notwithstanding the fact that in a conservative Province like NWFP there has been positive response to adult and adolescent literacy but even such response offers no panacea for long-term success. To ensure success and sustainability of literacy programme such positive response is to be institutionalized.

4.1 NON-FORMAL LITERACY THROUGH A FORMAL INSTITUTION

At every forum, we hear endless benefits of non-formal mode of imparting adolescent and adult literacy. No one can deny the benefits of

non-formal education because it is cost-effective, prompt and much easier to arrange at larger scale. In the context of Sub-Continent, non-formal education is very much relevant. Since centuries Islamic education has been spread through non-formal system. So is the Hindu philosophy under which strong non-formal relationship exists between the student (Chela) and the teacher (Guru). In an ideal situation the non-formal education should be propagated through the non-formal institutions.

Contrary to this for non-formal adult and adolescent literacy we organize formal institutions. Even the NGOs have been formalized under the statutes and fastly emerging as distinct 'bureaucracy'. This is one of the peculiarities of non-formal literacy programme which the planners should always keep in mind. Prima facie the whole approach and the very words used is contradiction in terms. Once we are clear about these limitations, the remedial measures and the methodology can be developed to tackle this issue. Why a formal and institutionalized interference is required? How to "transplant" or fuse this 'formal' institution with the 'informal' institutions of society or the communities while adopting non-formal approach for promotion of literacy?

Why intervention is required? One of the reasons for this intervention is to accelerate the pace of promotion of literacy so as to clear the backlog of centuries in the shortest possible time. The second aspect is that the communities, due to multiple socio-economic problems and lack of sensitization, are not in a position to carry on this huge task at the required pace. Thus efforts are required to bridge the gap between the required and felt-needs of the society.

Precisely, due to these reasons, there is a need to focus on historical, socio-political and economic aspects so as to devise and develop working relationship with the communities as well as the learners.

4.2 PROJECT NETWORK

Sequence of activities and events is essential for assessing the performance of project with regard to its objectives. It also helps in making timely decisions and taking corrective measures. In literacy projects, the project network assumes added importance due to spread, multiplicity, interconnectivity and continuity of activities. There are thousands of small activities in the form of literacy centers located all over the districts.

The activities leading to establishing Literacy Centers and multiple activities during the currency of Literacy Centers are to be performed in a sequential manner.

The sub-activities are closely interconnected and interdependent with hardly any time lag. No single activity can be by-passed or delayed as each and every activity is equally important.

Non-achievement, or deferment, of previous activity means non-start of subsequent activity thus triggering a chain reaction of non-performance.

Project network developed at macro level is a broad guideline only. While following the schedule of activities, as prescribed in the plan, the districts must develop their own project network describing and highlighting even the minute activities.

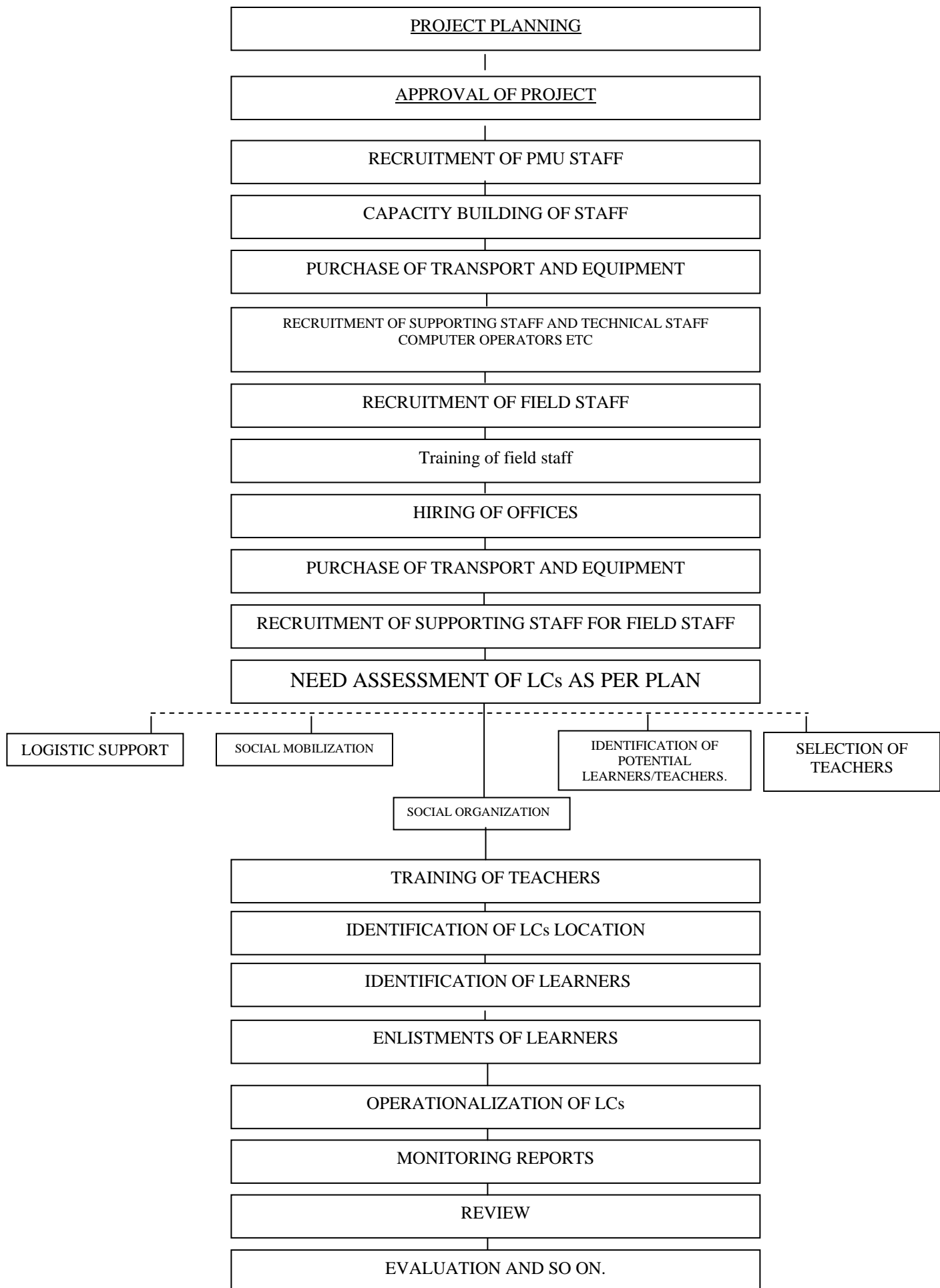
Prior to launching a literacy project 'SWOT' Analysis (Strength, Weaknesses, Opportunities and Threats) must give a clear picture of the society. Use of clichés is to be avoided. Instead of painting a rosy picture the ground realities must be explained objectively.

Promotion of literacy is an arduous task in a society like ours. The planners should not expect smooth sailing. It is not like sailing along the flow of the stream but across, and at times, against the flow of the thinking process of

certain segments of society. Absence of constraints and threats alone does not ensure success of the project. To gain success, clear understanding and critical analysis of society is required. Besides realistic planning, effective monitoring, a workable organizational set up, capacity building, logical sequence of activities, within a given time frame, and a primer suitable to the community are some of the pre-requisites. The reality that Literacy Project does not carry tangible benefits and immediate 'returns' for the communities, like other projects, is not to be ignored. In tangible terms we do not have any thing to offer but a bright distant future.

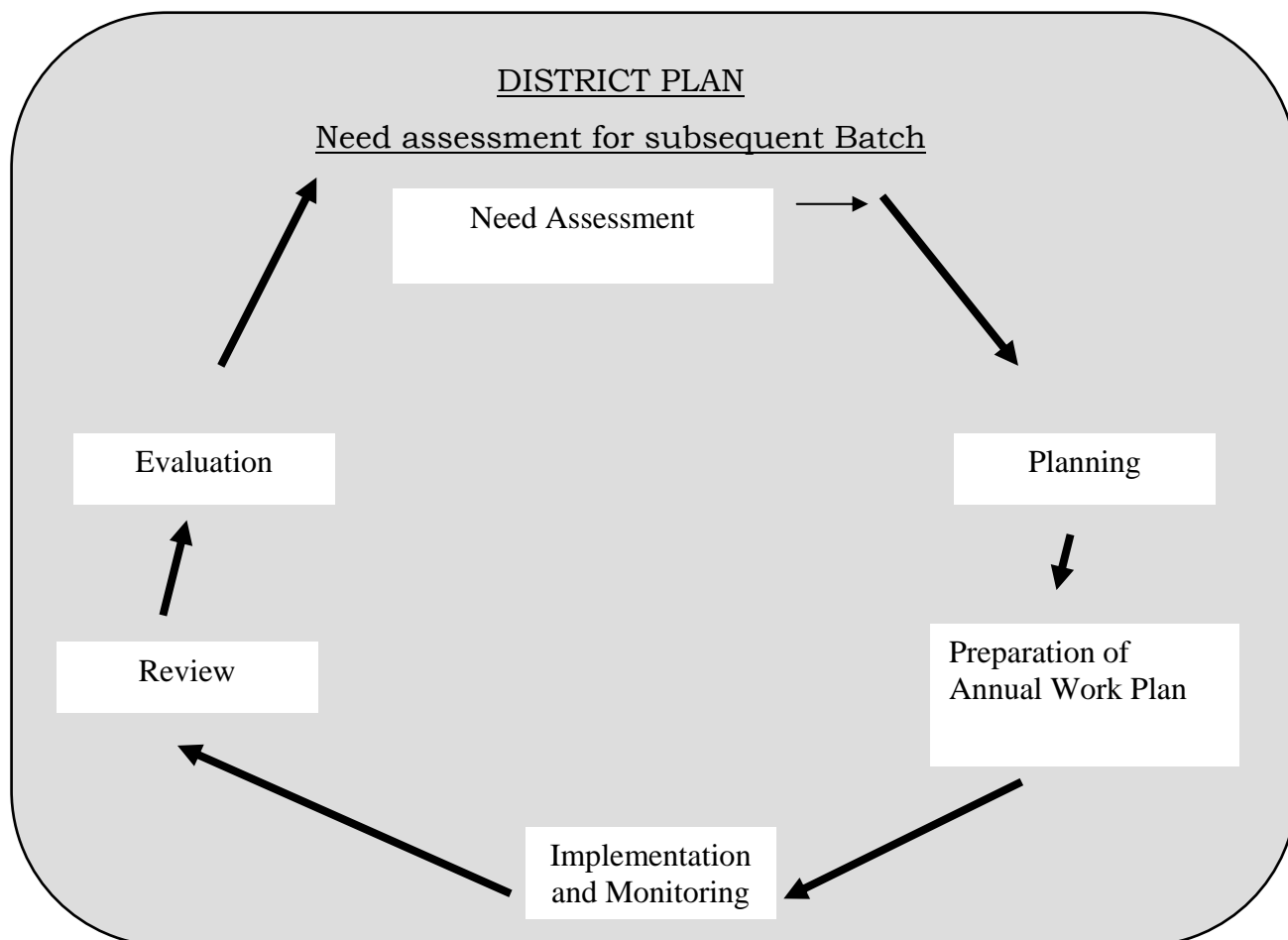
4.3 SEQUENCE OF ACTIVITIES

4.3.1 While minor adjustments and re-adjustments can be made the logical sequence of activities should be as under:-



- 4.3.2 Keeping in view the nature of activities, and with a view to achieve the objectives in an efficient and effective manner, the district plans are to be devised as under.

Figure-4-A



4.3.3 Need assessment

Following the guidelines of programme, sector, sub sector and village-wise need assessment is to be made. Profiling at various levels would provide us the true picture of existing situation.

Need assessment should not be confined to counting of illiterates. It tantamounts to headcount. Related issues such as geographical, climatic, infrastructural, socio-political and economic factors are to be critically analyzed. Number of literacy centres, timings, accommodation, recruitment of teachers, logistics and supervision etc. are dependent upon these issues. For

example working season and climate of the area are some of the major factors in establishing the LCs. Temporary migration of local population is also to be taken into account.

4.3.4 Planning is to be carried out on the basis of need assessment and keeping in view the achievable physical targets. Financial requirements are to be meticulously worked out. In case of literacy projects, multiplicity, interconnectivity and interdependence of activities, with little time space, warrants a foolproof development of project network. Time and resource maneuverability for unforeseen must be provided. Without proper analysis of the whole situation, the project managers become the victim of circumstances. Due to multiplicity and spread of activities any delay in one activity may trigger chain reaction and the resultant delay in subsequent activities. Thus at the stage of planning nothing should be left to chance or probability or expectations. Such wishful and positive expectations may not materialize.

4.3.5 Planning is given practical shape in the form of Annual Work Plan. It is Action Plan of sectors or districts. Physical and financial targets are to be identified. Events and activities should be clearly identified in the project network. Target dates for each activity and sub-activities are to be specified.

4.3.6 As soon as Annual Work Plan is put to implementation, monitoring of activities gets underway. Before implementation of Annual Work Plan it should be ensured that an effective monitoring regime has been developed. All Sector Records and Sector Returns (SRs) are to be ready before the Annual Work Plan gets underway. Intensive training for monitoring is required. Data of all the Literacy Centres is to be computerized before the start of Literacy Centres with a view to facilitate monitoring.

4.3.7 Monthly review of all the activities is essential to assess whether, both, progress and process of learning is proceeding forward in a satisfactory manner.

4.3.8 At the end of each batch evaluation of entire batch is essential to carry out need assessment for the subsequent batches.

Usually evaluation of projects is carried out as a ritual just to fulfil the requirements of Planning and Development Department.

In fact evaluation is mostly confined to a formal look into the achievements of physical and financial targets. Literacy programmes are to be evaluated constantly. Final evaluation should also contain critical analysis of related socio-political and administrative issues.

Literacy is not merely achievement of physical targets but quality and impact of programme is of vital importance for promotion of literacy and devising future strategy.

4.4 TRANSPARENCY IN EXECUTION OF LITERACY PROGRAMME

Transparency and observance of merit is essential for the success and acceptability of literacy programme. Transparency in recruitment is the foundation stone for success of the project. In a close-knitted society like ours, even the distant communities have knowledge of malpractices in the recruitment. Transparency and observance of merit in the recruitment gives the project staff not only credibility but also a high moral pedestal to start with.

The overall project should be designed in a way that it is 'politically', non-attractive. It can be ensured only through devising strict eligibility criteria. Other conditions such as non-selection of 'Deputationists' and above all instead of relying on personal honesty of one or two persons an institutional mechanism, that ensures merit, is to be enforced and activated. It is unfortunate but a bitter reality that a project, in the first place, is considered a recruitment agency and that too for the incompetent ones. The selectees owe their selection, and the resultant allegiance, to their political mentors. Achievement of set goals in such a situation remains distant reality.

4.4.1 Recruitment in any government project is a difficult task. Political pressures are exerted for selection of favourites. The bureaucratic rules are cumbersome and observance of codal formalities consumes considerable time.

Preferably PMU staff should be in place at the very outset; to be followed by the field and supporting staff. Due to lack of clear decisions, or indecisiveness due to political considerations, approval of key management staff is kept pending for weeks and months.

At times approval is given in a piecemeal manner. While such haphazard manner of recruitment might be affordable in other multisectoral and integrated projects as some of the project activities can be initiated. In case of literacy projects the situation is quite different because certain set of activities is to be followed in a sequence. Project activities are closely connected and inter-dependent. It is to be started in a wholesome manner. Delay in initiation and completion of small, and otherwise seemingly insignificant, activity is vital to the whole series and sequence of activities.

4.5 CAPACITY BUILDING

Literacy project requires continuous training. Since large number of teachers are recruited, which may run in thousands, therefore we must expect high turnover, in quantitative terms, as the trained teachers and others continuously opt for new jobs.

In literacy, it is not only giving lessons to the illiterates but continuous learning for the managerial and teaching staff is required. It is a continuous mutual learning process both for the learners and the project staff.

Availability of trained staff for adult and adolescent literacy is also a problem. Training of education should not be misconstrued as training in literacy. Even for the trained staff specific training as per dynamics of local society is required.

4.6 TIME CONSTRAINTS

Operationalisation of thousands of literacy centres, simultaneously, is a huge task. Literacy centres are to be opened at a specific time and end at certain time. The managers have little manoeuvrability or time space. Any delay due to late recruitment, delay in training, weather constraints and provision of logistic support such as shelter, blackboards, stationery and above all the learning material would be fatal. All such arrangements must be in place before the LCs are actually operationalised.

Project network must be developed carefully and is to be followed meticulously.

4.7 ADMINISTRATIVE AND FINANCIAL AUTONOMY

One of the lessons learnt from the past literacy programmes is that lack of administrative and financial autonomy has resulted in delay in execution. The problem with literacy programme is that every activity and event is closely interdependent. All activities are to be performed in a sequential manner. Delay in execution of one activity results in delay in the subsequent activity. Ideally autonomous statutory bodies should be assigned the formulation and execution of Literacy Projects. In this way departmental cumbersome procedures and centralization of powers and decision making can be circumvented.

4.8 FLEXIBILITY

Administrative and financial autonomy greatly facilitates flexibility. An inbuilt mechanism of flexibility is essential to avoid compound errors. In formal system set procedures and pattern of activities is followed. Contrary to this non-formal literacy programme does not proceed in a smooth manner. Flexibility is essential to change the tactics and, at times, strategy.

4.9 MONITORING

An effective monitoring and ongoing evaluation is required. Under any literacy project large number of sub-projects or activities are undertaken in the form of literacy centres. The following aspects of literacy project warrant devising an effective monitoring system:-

- (a) Large number of sub-projects or project activities in the form of literacy centres and related activities.

- (b) Spread of literacy centres

LCs are not confined to a particular area or district. Rather the LCs are established to promote literacy among the backward segments of society. These LCs would, invariably, be scattered through out the inaccessible rural areas having poor communication facilities.

- (c). Multiplicity of activities

The number of literacy centers may be in thousands. All these literacy centers are established and operationalised simultaneously.

Besides scores of other activities precede the start of literacy centers. These are need assessment, identification of sites for the Literacy Centers, selection and training of teachers, making logistic arrangements such as provision of blackboards, books and stationery, identification and enlistment of learners. With the operationalization of Literacy Centers, host of activities such as book-wise assessment of learners, change in timings of LCs, change of site, visits, identification of deficiencies and initiation of corrective measures, meetings with the community organizations, recording dropout, and measures to reduce drop out etc are set in motion.

- (d). Irreparable damage due to loss of time and resources

The duration of literacy centres may vary from 4-6 months with 2-3 hours daily class. The managers are really in a fix as far as time is concerned.

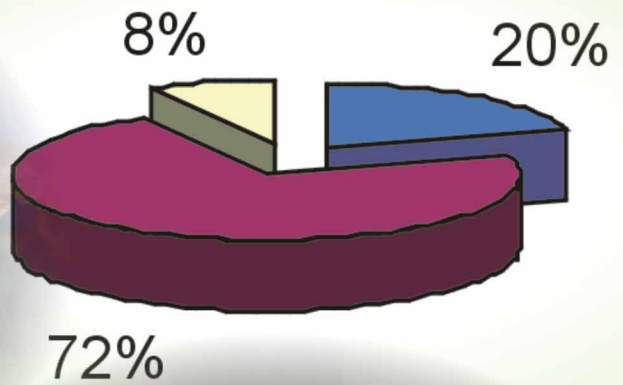
There is little manoeuvrability with regard to time and duration. Any delay due to internal or extraneous factors carries substantive cost. Delay of couple of days can be accommodated through re-adjustments. Beyond this the activity at a particular place is to be abandoned altogether as it would adversely affect synchronization and start of subsequent batches of learners. Similarly monitoring and ongoing evaluation is required with regard to attendance of learners and teachers, course completion and learning process itself. Thus we have little time space to correct a wrong. The managers must constantly keep themselves abreast of the on-going activities so as to ensure that the project is on the right track. Discovery of any of above mentioned fact, at a belated stage, would mean waste of resources and time.

(e) Inter-Connectivity of activities

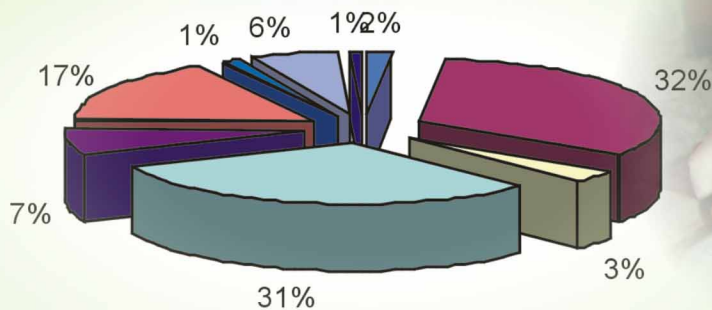
Most of the activities, before and after the start of literacy centres, are inter-connected. Some of these activities like need assessment, establishment of literacy centres, logistic support, training of teachers and learning assessment are to be carried out in sequence. Still quite a few activities such as need assessment for subsequent batch and training of supervisory and managerial staff may continue simultaneously.

(f) Peculiar location of literacy centres

Literacy centres are mostly established, in houses provided by the community. Besides, literacy centres are scattered among small hamlets and unknown places. Contrary to this, formal schools are established at prominent places. The location is commonly known to the locals. Such formal schools might have long history of continuity. Such advantages are not available in case of non-formal literacy centres. It warrants wide publicity, involvement of community and accurate data of literacy centres so as to facilitate effective monitoring.



Teachers Qualification of Batch

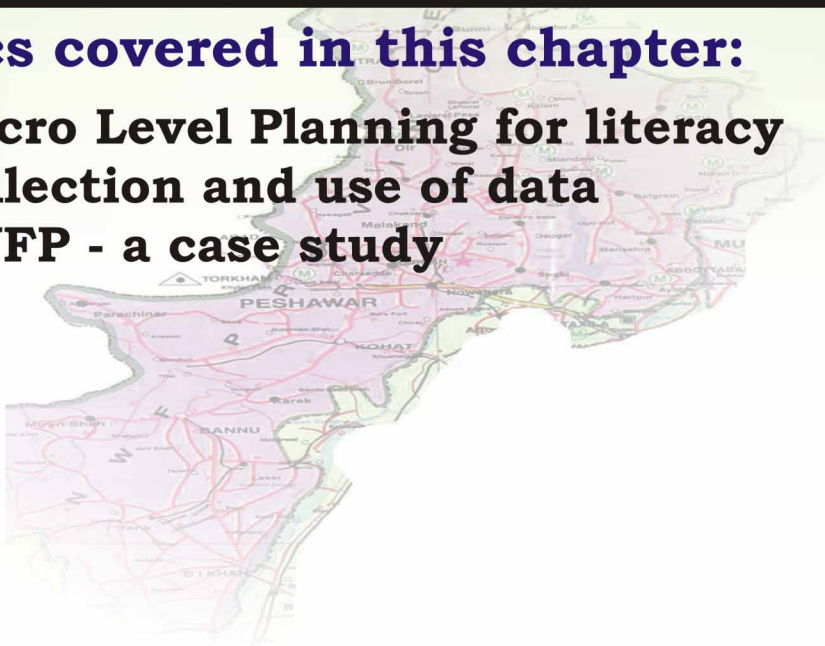


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MACRO LEVEL PLANNING FOR LITERACY

Topics covered in this chapter:

- Macro Level Planning for literacy
- Collection and use of data
- NWFP - a case study



MACRO-LEVEL PLANNING FOR LITERACY

5.1 For most of the Literacy Programmes, statistics are reproduced as secondary data. District-wise data is also reported. Some of the programmes are launched in selected districts or in certain pockets of a district. Quite a few institutions select the backward districts on the basis of low illiteracy. Others choose the districts of their choice probably as “soft” targets. While examining literacy programmes in such districts one cannot draw logical conclusions so as to determine the reasons for selecting a particular district. In case of projects at micro-level many reasons can be cited for choosing a particular area. The aim of stressing upon this point is to draw the attention of planners and managers towards the broadly accepted definition of need assessment which is:-

- a- Identifying a problem and
- b- Proposing series of actions to deal with it.

Thus the problems and issues should be clearly identified so that proper remedial measures could be initiated. Contrary to this, there are common instances that a district is selected either arbitrarily or under some other considerations such as administrative compulsions, accessibility and cultural acceptability. It is after the selection of the district that need assessment is carried out at micro-level. It is like a patchwork. The gravity of illiteracy and issues of promoting literacy are quite complex. The magnitude of problem requires long- term strategy for the entire province and the country. The project management must be clear as to why a particular valley or union council has been selected. If it is purely due to administrative reasons then it must be mentioned accordingly. Social acceptability can also be a valid ground. The management should not be apologetic about these considerations. Such need assessment, at micro level, can be a useful tool for sharpening the skills of project management and learning experience but due to socio-political diversities even this can not be generalized or replicated exactly elsewhere.

The intention is not to put forward argument against launching pilot projects or execution of projects at micro level. At the same time, keeping in view the gravity of issues regarding illiteracy, holistic approach is required for long-term planning.

Proponents of 'Bottom up' approach may have sound arguments for planning and execution at micro level. As a matter of fact the ultimate aim is community participation at grassroot level. For 'Bottom up' approach, specially in case of literacy, one must have a clear path to go up. Illiteracy is a problem not confined to a particular area, its extent and gravity notwithstanding. A clear vision and broader picture at macro level would greatly facilitate micro level planning and its execution.

In case of mega projects, planning is to be carried out for the entire province. Keeping in view the depth and gravity of illiteracy, 10 – 15 years Vision Plan is required. It is no small issue. There are time and resource constraints. Even if resources are made available there are no shortcuts with regard to time and scaling of targets. Proper utilization of resources also requires experienced and trained organizational set up. There is acute shortage of trained personnel. Most of the NGOs are not equipped to carry forward this huge task. Capacity building is required at every level.

The lessons learnt from literacy programmes are indicative of the fact that the chances of misutilization of resources are much higher in case of literacy programmes. Because of scale and spread of literacy programme plus its non-formal mode of education makes the monitoring all the more difficult.

Some of the indicators of literacy programmes are intangible. Tangible results are also, somewhat, difficult to measure due to scale and spread of activities.

5.2 COLLECTION AND USE OF DATA

During the last decade substantial statistics, including reliable Census Report of 1998, are available. Education Management Information System (EMIS), especially in NWFP, has been developed on scientific lines and is being updated constantly. Census Report 1998 is of vital utility, provided the data is properly organized and interpreted. Literacy Management Information System (LMIS) has not been developed. EEF has made first ever attempt to achieve this goal. LMIS should not be construed as mere collection of statistics. Logical analysis of historical, socio-political, economic and geographic factors must precede the development of LMIS. The entire province is to be profiled down to village level. Reporting of bare statistics in the absence of analysis and qualitative assessment is of little help.

5.3. NWFP-A Case Study

NWFP constitutes 9% area and 14% population of Pakistan. It is not merely an issue of apportionment of resources on the basis of area or population without taking into account the historical, social, economic and geographical perspectives. Analysis of these factors is vital for ascertaining the gravity of the situation. The historical backlog and geographic factors demand preferential allocation of resources to overcome this grave issue of illiteracy and, to greater extent, the resultant poverty.

5.3.1 Administrative background

Malakand Region comprising of Dir, Swat and Chitral are ex-princely states. Malakand region and portion of Mansehra district is Provincially Administered Tribal Agency (PATA). It is a constitutional entity. As per provisions of the constitution, no Federal or Provincial law extends to PATA unless Governor NWFP, with the prior approval of the President of Pakistan, issues a notification. Erstwhile, settled areas of NWFP consists of D.I.Khan, Kohat, Bannu, Peshawar, Mardan and Hazara Districts. In Hazara Region, Kohistan (Right Bank of River Indus), Battagram and parts of Mansehra district (Black Mountain in Oghi sub-division) were tribal areas of former Hazara

district. Amb-Darband, in Mansehra district, was a princely state. Even in settled districts there were defacto tribal areas. Thus the effective colonial administration was confined to about 45% area and 40% population of present day NWFP.

5.3.1.1 Area and Population Configuration

The total area of NWFP is **74522** square kilometers.

Following are some of the basic statistics.

<i>Cultivated area</i>	..	23 %
<i>Cultivable waste</i>	..	15 %
<i>Non cultivatable</i>	..	44 %
<i>Forest</i>	..	18%

District-wise population, land holding and land utilization statistics is at Annexure-IV.

Table 1. Region wise land utilisation statistics¹

S.No	Regions	Area Sq.km	%age of NWFP	Cultivated %age	Irrigated %age	Non Irrigated %age	Forest	Cultivable waste %age	Not available for cultivation %age
1	Southern Region	20410	27	32	40	60	4	30	34
2	Central Region	7176	10	58	70	30	7	14	21
3	Malakand Region	29872	40	12	64	32	15	6	67
4	Hazara Region	17064	23	18	32	68	43	13	26
	NWFP	74522	100.00	23	51	49	18	15	44

¹ NWFP Bureau of Agriculture Statistics 2005, Agricultural Statistics of NWFP, Bureau of Statistics, Government of NWFP. Pakistan

Table II. Region-Wise Population (2005 estimate)

Region		Population In million	% of NWFP	Population Density (Per Sq. KM)
(i).	Southern Region	4.316	20%	211
(ii).	Central Region (Peshawar valley)	7.746	36%	1079
(iii).	Malakand Region	5.159	24%	172
(iv).	Hazara Region	4.242	20%	248

5.4 **Configuration of NWFP Population (2005 estimates)**

Age group wise population of NWFP is at annexure-V.

While district wise population is at annexure-VI.

Analysis of area and population indicates that NWFP is comparatively younger as 81 % Population falls between 9-39 years of age. Annual population growth rate of about 3 % is the highest in Pakistan. Comparative literacy rate and poverty rate is reproduced below¹.

S.No.	Title	Pakistan	NWFP
1	Literacy Rate	56 %	46 %
2	Poverty Rate	33 %	44 %

Analysis of above statistics provides us a glimpse of poverty and high population density in an area having geographic and climatic problems as permanent limiting factors.

Climate, topography, development of infrastructure and population density are some of the factors which require proper analysis during need assessment. Proper identification of population and geography related issues would greatly facilitate adopting suitable remedial measures. High population density per cultivated and irrigated hectare speaks of population pressures. In

¹ PSLM Survey 2005-2006. Bureau of Statistics. Statistics Division Islamabad Pakistan, March 2007.

plain areas of Peshawar valley, high population concentration is a facilitative factor for providing logistic support and monitoring. Better communication facilities are also a contributory factor for effective monitoring. Contrary to this, logistic support and monitoring in Southern Districts, due to scattered nature of population is somewhat difficult.

Malakand and Hazara Regions have peculiar topographic and climatic environment. Higher altitudes, severe winter and lack of communication facilities are some of the limiting factors. In such areas establishing LCs beyond 5000 feet altitude, during winter, is not a viable option. Due to severe cold, learners cannot be provided a cozy place after evening. In case of Peshawar and Southern Regions, severe heat in summer is also an inhibiting factor.

District wise area of NWFP, in descending order, is at annexure-VII.

The field staff should critically analyse the population, area and population density of all the districts. Similarly closer look is required at the land utilization statistics. Comparison of district's area, population density and land utilization statistics can be a valuable yardstick to assess the economic potential of a district. Cultivable waste means that so much more area can be brought under cultivation. Sparse or dense population is an important indicator for making logistic arrangements and devising monitoring regime. Similarly percentage of area under cultivation and irrigated area are important economic indicators. All these factors have close nexus with the literacy.

The districts data, at annexure I, II and III, regarding area, population, area and literacy rate has been arranged in descending order. A critical analysis of all this data in the backdrop of historic, economic, social, administrative and geographic context would provide an interesting insight into the causes of illiteracy. Such comparative analysis would greatly facilitate making a comprehensive need assessment.

5.5 Status of Literacy

Experts in a UN-Sponsored Conference, held in BONN (Germany), in 1997 identified three main factors for illiteracy e.g.

- a. Poverty
- b. Lack of infrastructure
- c. Gender bias

Analysis of literacy data of districts is indicative of the fact that in the context of NWFP, the following are some of the factors for low literacy:-

- a. Historical.
- b. Socio-political.
- c. Geographic and Climatic.
- d. Lack of infrastructure.
- e. Poverty (economic).
- f. Insensitivity towards overall literacy.
- g. Gender bias.
- h. Administrative, law and order problems.

The aim is to highlight the historical background of districts and prevailing climatic, economic and socio-political situation. Contrary to other provinces, there is not only greater variation of climate in NWFP but historical zonation also varies from region to region.

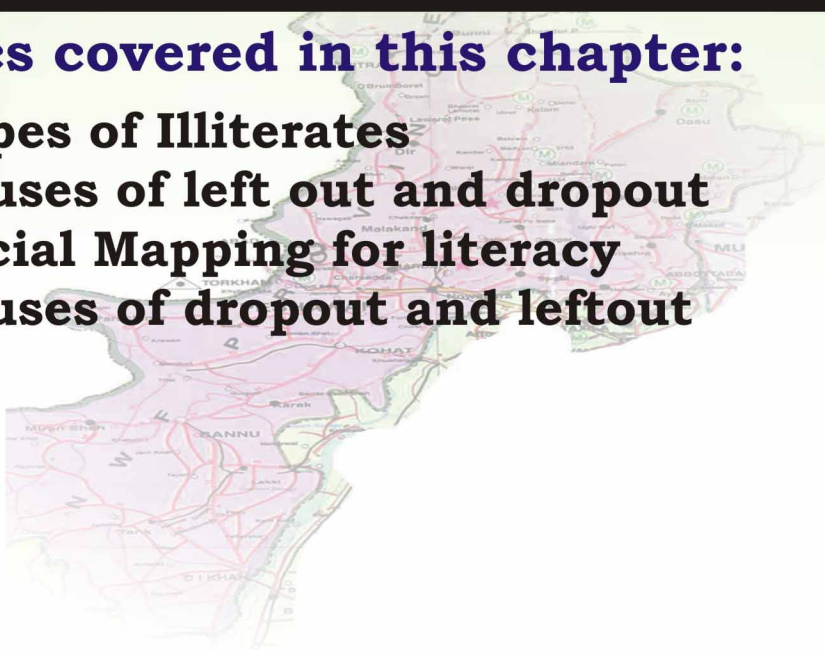
NWFP has historical backlog of almost 100 years. This area has many distinctions. The current geo-political situation and its impact on the region has created a new situation. One can count and recount that many socio-political issues are because of low literacy but at the same time these issues are also hampering the promotion of literacy specially the female literacy. The situation can be termed as an issue of cause and effect. The delicate socio-political situation warrants a comprehensive literacy programme based on aforementioned factors.



THE ILLITERATES

Topics covered in this chapter:

- Types of Illiterates
- Causes of left out and dropout
- Social Mapping for literacy
- Causes of dropout and leftout



THE ILLITERATES

It may be clarified that the purpose of discussing the illiterates under a separate chapter is to highlight the importance of our ultimate target group. It does not mean that the illiterates are some distinct social entity or a separate social institution. Neither they are segregated on the basis of illiteracy. The illiterates are also not confined to a geographic locality. These illiterates, though important segment of society, are intermixed. Some of the illiterates are also part of religious society. Quite a few ‘Ulema’ who have memorised the Quran and also teach verbatim translation are technically illiterate. Such ‘Ulema’ were enlisted as learners under ‘Literacy for All’ Project¹.

Various countries have set benchmark to define the literacy and the literate. The term, “illiterates” carries somewhat negative connotation. It is exclusive in nature. The different definitions of literacy, all over the world, define the bare minimum benchmark to attain the status of being literate. The current, broadly accepted, definition states that, “any one who can read and write a simple passage, in any language, and also knows basic numeracy with understanding.”

Now functional literacy is also the focus of attention. The illiterates should not be viewed as a “condemned lot”. At no stage the ignorance should be confused, and equated, with the illiteracy. The illiterates may be an ‘educated’ and a respected lot. In an egalitarian society like NWFP, such ‘illiterates’ might be farmers, skilled workers, and even tribal elders. They are also well-versed with the cultural values and in some cases better than the literates. In fact, illiteracy is a technical ‘disability’ and that too of temporary nature which is to be cured. Sagacity and local wisdom of illiterates is to be given due respect.

¹ LMIS ‘Literacy for All’ Project (2004-2007), Elementary Education Foundation, NWFP, Pakistan. Web: www.eef.org.pk

6.2. Illiterates are identified through need assessment and motivated to be enrolled in literacy centers. It is to be followed by social mapping of class. Such social mapping may include collecting and recording details such as age, socio-economic background, marital status and types of illiterates. Such types of illiterates may be either dropout or left out. Predominant muslim population of NWFP is Quranic literate. Quranic literacy is a facilitating factor for acquiring literacy skills especially in case of Urdu because of commonality of words and similarity of script. The data collected from a sample of 168478 learners, in all the 24 districts under 'Literacy for All' Programme (2004-2007) indicates that 57% of illiterate learners were Quranic literate. In case of Dir and Mansehra the percentage of Quranic literates was more than 65%.²

6.3. Types of illiterates

While launching a literacy programme, it is not only essential to find out the number of illiterates but finding their location, concentration, age-group, gender, socio-economic background and causes of dropout are equally important. Causes of illiteracy have been discussed elsewhere. Since ultimate target group of literacy programme is the illiterates therefore it is vital to devise and operationalize the literacy programme as per local environment and requirements.

6.3.1 Left Out

NWFP has certain geographic, climatic and socio-economic constraints. The regions of Malakand and Hazara are rugged mountains with chilly winter. The Province has the highest population growth rate and incidence of poverty. Highest per cultivated population density, unfriendly human environment, scarcity of land coupled with harsh climate and highest population growth rate are some of the factors adding to the miseries of locals.

2. LMIS: "Literacy for All project" 2004-2007,
Elementary education Foundation Web; www.eef.org.pk

In case of NWFP we have a backlog of almost 100 years. Some of the areas remained as princely states. As a whole, about 45% area and 40% population of NWFP remained outside the ambit of direct British administration. Infrastructure facilities could not be developed in these areas.

Even in administered areas the locals fiercely resisted the establishment of government educational institutions. Unfortunately their indigenous religious educational institutions had already collapsed due to disruption and discontinuation of government patronage.

In post-independence era the locals remained either opposed or at least reluctant to formal literacy.

Thus lack of infrastructure facilities, coupled with socio-economic and locational constraints, are some of the major causes of large number of illiterates as 'left out'. After the independence in 1947 successive governments preferred to open male educational institutions. The local population was so conservative that they did not allow the females to be enrolled even in class-I. Now, barring few areas, girls are allowed to be enrolled in male schools, and continue their education, at least, up to class-5. Social and geographic barriers proved as hindrance for promotion of female literacy. While the males could walk for miles to reach the school, the females could not do so due to social restraints. Low overall literacy rate specially female literacy is indicative of the grave situation of illiteracy.

6.3.2 DROPOUT

Dropout rate in NWFP is 20% in the first two years of schooling, which means 10% drop out every year. Only 20% reach to high school level. Random survey of Batch-1 (4388 Literacy Centers) in all the 24 districts of NWFP indicates that in some cases dropout from grade 4 were not technically literate to fulfil the bare minimum standard of definition of literacy in Pakistan. It is an issue of environment and the time-lag. A grade 4 dropout may relapse into illiteracy due to the environment. Such learners get engaged in petty blue colour jobs or farming and remained un-touch with the literacy

for almost five years to more than a decade. Such learners still remember some digits or can read few words but have no writing skills. PSLM Survey 2005-2006 put the drop out in first two years as 22 %.³ Regressions into illiteracy also highlight the importance of post-literacy and life-long learning.

6.4 SOCIAL MAPPING FOR LITERACY

Social mapping of learners with regard to causes of illiteracy is helpful in devising strategy for literacy programme. While in case of lack of infrastructure, the project might be somewhat compensating the locals through establishing the literacy centers (LCs), but economic, locational and social problems, some permanent others semi permanent or purely temporary, might still be there. The community and the learners should not get an impression of social mapping as investigation or probing into their personal affairs. Certain cultural norms also prohibit gathering personal information particularly in case of female learners. Social mapping for literacy should not give an impression of investigation, causing embarrassment through straight and personal questions or an impression of infringing upon the privacy of learners. Such data would be useful in dealing with the learners. It can be utilized for research purposes. Data collected should be well protected and reported or published in a way that it does not violate the social norms. Literacy workers can address some of the causes, avoid others and circumvent quite a few.

Some of essentials of social mapping are:-

- Age
- Gender
- Marital Status
- Socio-economic background, such as peasant, labour, rural, urban, rural worker such as blacksmith, barber, carpenter, potter, weaver, community activist, government servant, tribal elder and religious element such as Imam (Prayer leader).

3. PSLM survey 2005-2006, bureau of statistics, statistics Division, Islamabad. Pakistan March, 2007

- Locational factors:
Climatic and geographic factors, season, working season, pattern of employment, religious rituals such as month of Ramadan and Haj season. Cropping pattern specially cash crops such as cotton, sugarcane, tobacco and vegetables.
- Segments of local society:-
Some of the important segments of local society may be community, tribal, religious and political leaders and activists.
- Composition of local society:-
 - Dominant and co-dominant groups such as tribal, religious elders or landlords.
 - Religious and tribal conservancy.
 - Sensitivity towards literacy, specially female literacy.
 - Presence of homogenous or heterogeneous social groups.
- Expected response of local society towards community organisation and motivation:-
Social mapping is essential to understand the sociology and psychology of expected learners and also to organise the local community in the form of Community Social Organisation (CSO).

6.4 CAUSES OF DROPOUT AND LEFTOUT

(a) Poverty

Poverty is one of the main causes of illiteracy. In case of Malakand and Hazara Regions, urban to rural migration is on the increase. The parents can afford to enrol a child in a school while residing and carrying on business in rural areas. Migration to Urban areas put such families under tremendous economic and even socio-psychological pressures and thus forcing the parents, either, not to enrol or to pull out the children from schools and put them to child labour. Such children perform petty jobs ranging from home servant to working in workshops and restaurants. In rural areas they are engaged in farming. For rural conservative population female literacy is the least priority. Obviously male child gets preferential treatment over the female. Spending on female literacy is not considered a viable option.

(b) Insensitivity to Literacy specially to female Literacy

Poverty is not the sole cause of low enrolment or high dropout. As the data indicates developed districts having good infrastructure facilities, are graded with low literacy districts. Illiteracy in such areas is due to insensitivity of parents towards literacy. Female child is the first victim of such insensitivity. The eldest female child is pulled out of the school to take care of her younger brothers and sisters or assist the family in farming or household work.

(c) Physical Disability

Though authentic data of such dropout does not exist yet instances are not uncommon that physical disability such as malnutrition and weak eyesight are also some of the causes of dropout. Parents and teachers instead of realizing such physical disability resort to corporal punishment. Fortunately now there is growing awareness among the parents. Teachers are also sensitized during the training.

(d) Social Problems

Such social issues include family disputes, separation and dissolution of marriages, enmities specially in tribal society of NWFP and Baluchistan, temporary or permanent migration of families due to enmities, economic constraints or natural disasters. Portion of NWFP population in Malakand and Hazara Regions temporarily migrate to hills during the summer season and to urban centres during winter for want of jobs.

In areas and pockets which are more religious and conservative the female students are forced to dropout from male schools or they are not enrolled in the first place.

In some cases, dropout of female students is also due to economic problems and gender discrimination. Whenever a family feels economic pressure girls become the first victim as male children are given priority over

the females. Social mindset is that male would become the ultimate bread-earner for the family. There is selfish thought that the educated girls would be ultimately married away, so the real beneficiary would be someone else. Still there is widespread perception that since the females are not supposed to do jobs, or not allowed to, therefore literacy is not a basic requirement for the females.

(d) Lack of infrastructure

Lack of formal institutions, specially female schools, is one of the main causative factor of deprivation of school going children.

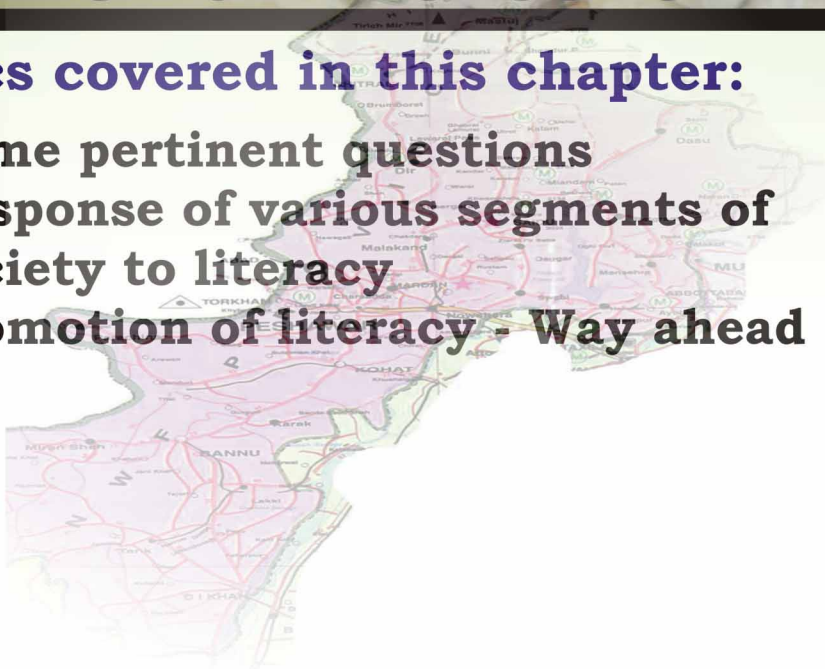
Lack of roads and rough terrain, specially in mountainous regions is a vital factor. Inclement weather is also an inhibitory factor. Thus the mere counting of illiterates would just highlight the gravity of the situation but analysis of data, in the context of cited factors, would not only provide us a comprehensive picture but also facilitate devising the remedial measures.



ADVANCING THE CAUSE OF LITERACY

Topics covered in this chapter:

- Some pertinent questions
- Response of various segments of society to literacy
- Promotion of literacy - Way ahead



ADVANCING THE CAUSE OF LITERACY

7.1 Some Pertinent Questions

7.1.1 Why male and female should go to literacy centres and acquire literacy specially in a society faced with social and economic problems? Raising questions is necessary to get possible answers? What role models do we have? How the other countries have developed, and executed, literacy programmes? Apart from other contributory factors, the single most potent and common factor, in all such successful models, has been the role of political leadership. Credit must be given to the Communist regimes that they strictly enforced the literacy programmes. They had certain advantages which are not available to democratic and even quasi-democratic regimes. Political stability and continuity was one of the advantages available under the Communist regimes. By raising these questions the intention is not to challenge the benefits of literacy. It is necessary that we understand the relevancy and importance of literacy in the context of our socio-political environment. Without engaging in protracted debate one must be equipped with the logic and knowledge to respond to questions which some of the members of the communities may raise. Questions raised by the communities must be answered in a satisfactory manner. At times admission of faults, and losing the arguments, may win the hearts. Counterargument, such as declaring such views as archaic and worn-out, may result in an environment of animosity or indifferent attitude towards the literacy.

No one can deny the importance of literacy but what arguments do we have in favour of literacy?

It is much easier to condemn the governments for not doing enough to promote literacy. Governments can provide infrastructure facilities and, to some extent, enabling environment for promotion of literacy. Is it enough to motivate the communities? Is it so that lack of educational facilities was, or is, the sole cause of illiteracy?

It is, probably, oversimplification of complicated issues. We are not discussing an ideal situation. Sociology does not deal with the things as they ought to be; but the way they are! Can we succeed by merely advancing a noble cause in a bad manner or with misplaced notions.? And in the process further confusing, both, the learners and the community. Besides the project staff should have a clear vision of the whole situation. While a particular argument in favour of literacy, or against it, may work well in a society but the same may prove counterproductive in our local context. It is for the managers to decide, after critical analysis of local situation, whether to focus more on merits of literacy or demerits of illiteracy. For example a particular religious community can be persuaded to acquire literacy in the light of teachings of Islam. In religious society like NWFP such an approach would not only ensure involvement and participation of religious leaders in the literacy programme but also help in dispelling the negative propaganda against the promotion of female literacy.

The factual position is that successive governments have been plagued with corruption, and the resultant mismanagement. Highly 'educated' leadership failed to set a role model of good governance. The bureaucratic and the political leadership have little moral grounds to persuade the communities in favour of literacy by condemning the illiteracy or equating it with ignorance.

7.1.2 Promotion of literacy, or lack of it, can not be divorced of socio-political and economic policies of a country. Not only political stability, but certainty of political and economic stability, is essential for a sustainable literacy programme. In case of Pakistan, we have a phenomenon of uncertain continuity of governments. In such an environment adhocism is the rule of the day. Formulation and execution of long-term policies hardly find any place in the overall priorities and policy framework of such governments.

The managers should also be mindful of the fact that international factors and conflicts also adversely affect the economy of the countries. Both the rural and urban illiterates are the ultimate victims of such economic pressures and conflicts.

In urban areas the modern day life has increased the cost of living while the political and economic policies are offering little job opportunities. The rural system is collapsing due to large scale rural-to-urban migration and other factors. While the facilities like communication and electricity have added to the comforts of rural life but at the same time it has resulted in inflated utility bills as an added financial burden.

7.1.3. The society does not extend much respect to the educated one. The common perception is that the wealth can buy any status. On the other hand the educated lot has failed to present itself as a role model. No political or religious leader is so popular to motivate the illiterates for literacy. Charisma of political or religious leadership can act as a catalyst for promotion of literacy. Unfortunately none of such advantages are available to us.

Under such circumstances we do not find ourselves at a higher moral pedestal to give sermons while counting the benefits of literacy with regard to improvement in morals and manners.

7.1.4. The aim is not to put forward an argument, per se, against the benefits of literacy. Argument in favour of literacy is universally relevant and valid. The issue has to be examined in the context of Pakistan.

7.1.5. NWFP having 46% illiteracy (as far as basic literacy skills are concerned) is predominantly 'educated, as far as functional and social literacy is concerned'¹.

Pukhtun Jirga and customs is now a worldwide known phenomenon. Dealing with such a unique society requires a distinct approach. Raising slogans like 'fighting against darkness of ignorance' and 'civilizing the society' might prove counterproductive.

¹ Pakistan Social and Living Standards measurement Survey 2005 – 2006, Bureau of Statistics. Statistics Division Islamabad, March 2007.

More so when such an argument is pedalled by educated but morally bankrupt segment of society. At least this is the perception which somehow exists among the communities with-regard to educated lot of the country.

7.1.6. The locals of NWFP, having freedom of mind and inflated ego, hate to take lessons on civilization and morality. We should have no intention to give lessons but to take lessons from the target group. While promoting and facilitating literacy, we are not extending any favour to this 'educated, but illiterate majority. Every one should have due regard for the would-be learners for sparing 3 hours daily for 4-5 months. Those engaged in promoting literacy should realise that they are working in an environment which is not much conducive for learning and literacy.

We are also not in a position to offer any tangible benefits to the learners, at least, in the short-run. The plight of thousands of jobless graduates is known to these illiterates. The purpose is not to paint a bleak picture with regard to prevailing environment but to equip the literacy staff with the knowledge of social environment. Policy makers and the managers must have in-depth knowledge of the situation. These are not merely impressionistic views but based on three years experience of Literacy for All Project 'LFA' (2004-2008). During the execution of LFA Project intensive interaction with all the segments of society has been made. Under LFA Project Community Social Organisations (CSOs) were constituted. Feedback from the field staff greatly helped to review the strategy. Launching of LFA Project has proved that inspite of all the impediments success can be achieved through sproper approach and strategy.

7.2 RESPONSE OF VARIOUS SEGMENTS OF SOCIETY TO LITERACY

Various segments of society exert and exercise informal social control over its members. The behaviour and possible role of these segments of society, withregard to literacy is crucial. Some of the issues are discussed, at the cost of repetition, with a view to highlight the importance and drive home

the point in a different context. In other cases, a passing reference is to be made. Still references and back references are made to highlight a particular and peculiar social aspect of local society. The project staff must have clear vision of social pattern and the various segments of a society. In the context of NWFP some of the important segments of society are briefly discussed.

7.2.1 Religious Leaders

“Khateeb or Mullah”, Religious leader and Prayer leader (Imam) of a mosque or Head of Madrassa is an important social institution (S.I). This S.I has played important historical role in shaping and reshaping the events in our society. With the rising religious militancy and religiousity, this social institution has assumed added importance. It is now affecting, both positively and negatively, all the other institutions such as political, educational, social and economic.

In the history of Afghans the religious institutions have always played prominent role. NWFP society has certain paradoxes. The local community and the elders rally behind the religious leadership whenever there is external threat or when the ‘ulema’ resist a change or oppose the policies of the government. It is a sort of ‘negative’ support. As soon as such threat is over the support is withdrawn. But when the same religious institutions intend to promote certain cause for example, re-marrying of widows, or share of female in the inheritance, as per Islamic injunctions, the locals promptly revert back to their age-old traditions. The role of religious institutions and response towards literacy has remained ambivalent. No religious scholar can deny the importance of literacy. Quranic verses and the Traditions of Holy Prophet (P.B.U.H.) are crystal clear. Under Islamic injunctions, acquiring literacy is obligatory for every male and female muslim. As for male literacy is concerned the religious elements put forward no counter-argument but at the same time have not been, wholeheartedly, exhorting their illiterate followers to acquire literacy. May be that the religious leadership is afraid of literate listeners or followers. Literate followers may pose threat to ‘intellectual monopoly’ of religious leadership. So as ‘prudent’ leaders they prefer a mute and illiterate listener over argumentative literate listeners.

The spiritual leaders have also not played an enviable role in promoting literacy. Female literacy is opposed on one pretext or the other.

The aim is not to belittle the services rendered by the religious scholars and spiritual leaders in the freedom struggle, eradication of evils and imparting religious education and thus promoting literacy.

The rise of feudalism, aristocracy and the rule of kings set retrogressive socio-political trends. It was deliberate attempt by the ruling elite to exploit and use the religious leadership for their interest. Literacy has always been considered as a direct threat to the monopoly of ruling elite.

The religious leaders have been stressing upon observance of rituals with little emphasis on substance and true spirit of Islam.

The role of women and the promotion of female literacy has been subjected to controversies despite the clear injunctions of Islam to the contrary.

Even now some of the religious leaders view efforts to promote female literacy a threat to cultural and Islamic values. It is equated with “Westernization” and “Liberalization” of women. Nothing is far from reality. But there is no denying the fact that perceptions, in tribal society, are usually stronger than the reality. It is to be kept in mind that the religious leaders would be quoting various instances in support of their arguments. We precisely know that two wrongs do not make one right. Religious leadership cannot quote from Islamic teachings because they know that the Islam greatly emphasizes on acquiring literacy. Without indulging in debate or challenging their stance, we should politely clarify the factual position. It is not justifiable to punish the entire women folk for wrong doings of some ‘literate’ women. There is no denying the fact that quite a few organisations have violated the local and Islamic traditions. Thus the fears and reservations of religious segment are somewhat justified.

Frivolous objections such as violation of observance of 'Purdah' (Veil) are raised on literacy programmes. Literacy workers must ensure that the local religious leaders are on board. Bypassing or confronting this segment of society would defeat the objectives of project.

Every effort should be made and precautionary measures taken to ensure that no opportunity, to exploit the situation and instigate the local community against the programme, is provided to the religious leadership. Visit to female LCs and training of female teachers be conducted in a way that local norms are not violated. Female supervisors, community social motivators and other volunteers should take care that, while interacting with the community and the learners, the social norms are properly observed. They should conduct themselves in a dignified manner. All their actions and words are closely monitored. Utterance against the religious or community leaders are promptly reported and even twisted. The religious elements may also object when the female project worker is not properly dressed up as per local requirements. The plight of local women is known to us. Female workers in their wisdom, fired with earlier enthusiasm, start advocating and preaching "Liberalization" of women. For literacy projects there are always lurking dangers. There might be some people who are annoyed with the project due to some personal interest or grudge. Still others are always in search of an opportunity to gain cheap popularity.

The religious leaders must be part of Community Social Organization. The religious leadership is also well adept in the art of endless, 'Manazaras' (debates). Efforts should be made to avoid indulging in this practice. Such debate will only breed and promote hatred and the resultant animosity of religious leadership towards the project. Irrespective of soundness of our argument, the religious elements may view any counterargument as a direct challenge and threat to their domain i.e. monopoly over the religious affairs.

Our aim and message for the religious leadership should be that we are not here to violate the social or religious norms or challenge the social

status and wisdom of religious leadership. The religious leadership should get a clear message, with regard to our intents and actions. For religious leaders, our message should be that literacy programme will further enhance their social status instead of marginalizing it. This can be ensured through giving central and leading role to the religious leadership. It would also be naïve, as past precedents indicate, to pitch the community or the tribal leadership against the religious leadership and vice versa. Siding with one segment of society may provide us temporary dividends but such a strategy is not useful for the literacy programme in the long-run.

7.2.2. Community and tribal elders

7.2.2.1 NWFP is a society of ‘Gerontocracy’ which means ‘Rule of Elders’. Rule of elders should not be viewed as dictatorship of elders. It is otherwise an egalitarian society. The elders of family, tribe, and community are respected and not ‘feared’ personalities. It is one of the paradoxes of local society that the elders rally behind the religious leaders as far as they oppose some government policies or reforms or when they feel some external threat to their religion and traditions. When such external threat is over the elders quickly revert back to their age-old traditions.

It is also a strong phenomenon that the tribal community elders do not follow the ulema when they are supporting certain policies of government or reforms. Support to government policies by the religious leadership is, usually viewed with suspicion. It is century-old colonial legacy. At times elders use and exploit the influence of ulema to achieve their own objectives. Such objectives are not always noble. There might be some political, social and economic reasons. Religious leadership is also well aware of its authority and over a period of time has fully utilized such opportunities. In the process the religious leadership has gained the political ascendancy as well and is now a formidable political force to be reckoned with. Ulema are also cognizant of the fact that they thrive on conflict and opposition.

Some of the community elders have lost their socio-political and economic powers due to lack of moral leadership. The hardworkers from the lower strata of society have assumed the leadership role due to better education and interaction with the community. Thus the power of literacy is known to the community and the tribal elders.

Westernized style of educated class has also led to strengthening the belief that acquiring literacy means 'Westernization'. We just acquired a small portion of learning and good values from the West but adopted almost all the major vices. Thus the elders, having their own reasons, equate the 'Westernization' and 'modernization' of women with literacy. Both religious and tribal leadership have their justifications, specially, in case of female literacy. The elders have still these fears lurking in their minds. Premature and meaningless sloganeering, by some of the enthusiasts, against the role of ulema and elders, has further strengthened these misplaced notions.

Due to aforementioned reasons some of the elders may view the literacy as a threat to the cultural values and their social role.

7.2.3 Political Leadership

7.2.3.1 Political leadership in our country metamorphosed from community elders, capitalists and other elites. Lately it has also emerged from the religious leadership. There are only few examples of emergence of political leadership from lower or middle strata of society.

Apart from considering the literacy as a threat to their monopoly, the political leadership mostly focus on short-term 'tangible' political gains. In a quasi-democratic environment, they cannot sacrifice their political career for the betterment of next generation. Literacy is not a vote-generating activity.

It is like investing in the next generation. So the sagacity and vision of a statesman is required to invest in promotion of literacy.

7.2.3.2 In resource-starved countries of Third World, less economic manoeuvrability is available to the politicians. The public demands are so

intense and conflicting that, at time, each priority becomes the top priority. Literacy in such a socio-political and economic environment can not be the top priority. Thus instead of merely condemning the politicians, the promoters of literacy have to fight on many fronts to muster political support.

In the process of advocacy and communication, every segment of society is to be contacted and sensitized so that the politicians get the required support from the civil society.

The socio-political and economic realities warrant that we must avail whatever opportunities are available to us. The thread of continuity should not be allowed to break no matter how weak it might be at certain point in time.

7.2.4 Educationists

7.2.4.1 Educationists, by virtue of their own background, mostly believe in formal schooling. Quite a few think that literacy can only be promoted through formal system of education. Besides the terms 'education' and 'literacy' are used interchangeably. The resultant deduction is that illiteracy is equated with ignorance and literacy with the wisdom. The foremost thing required by the illiterates is respect and empathy and not sympathy with intellectual arrogance and sense of superiority. While the importance of formal education cannot be denied there is dire need of advocacy and communication with the educationists. Our message for the educationists should be that promotion of non-formal literacy is not a parallel system but in fact it is supportive of the formal education system. Promotion of literacy among the adult would greatly improve the enrolment and early childhood education.

7.2.5 Bureaucracy

For bureaucracy promotion of literacy is possible only through formal school system and salaried class.

Bureaucracy thinks that the community is devoid of all wisdom. For them the community participation is not a viable and practicable idea. Otherwise also bureaucracy, being Colonial legacy, has not transformed and

tuned itself to the needs of public service. Failure or partial success of literacy programme in the past has greatly prejudiced the thinking of planners and finance managers. There is need to allay their concerns.

7.2.6 Non-Governmental Organisations (NGOs)

NGOs can play an important role, as agent of change in promotion of literacy. Only few NGOs have the capacity and intentions to promote literacy.

Literacy is not considered as a 'productive' and economic activity. It is also not very 'attractive' and high profile activity. Thus capacity building of NGOs is required for need assessment, monitoring, and pedagogy. Most of the NGOs have been established as a 'reaction' to a certain cause. So raison d'être of all such NGOs is a certain cause. Illiteracy has not attracted due attention as a causative factor. Promotion of literacy is a cumbersome, long-drawn process with little 'visible' results. The task is so huge that it constantly requires major interventions on the part of government. NGOs can play major contributory role. Political Governments are also not favourably poised towards the NGOs. Executing a project through the NGOs is viewed as depriving itself of political dividends.

7.3. **PROMOTION OF LITERACY — WAY AHEAD**

Scanning through the models adopted by the countries world-wide, we come across two approaches.

(a) Negative enforcement

It means promotion of literacy through punitive measures and legal action. Under the erstwhile Communist regimes literacy was promoted through mix of positive and negative measures. The whole highly regimented and organized cadres of Communist Party and the government machinery was used for enforcement, motivation, propaganda and publicity campaign. Substantial progress with regard to promotion of literacy was made in almost all the countries of the Communist Block. In Pakistan Compulsory Literacy Act was passed way back in 1985 but could not be enforced. Same is the situation

in the Provinces. Our experience of “Each one__Teach one” has also not made much headway. Otherwise also financial incentives to learners and the teachers may breed corruption. At the end, the whole exercise is reduced to a farce. Under this approach more emphasis is on reporting progress. The exercise becomes target-oriented because release of money is tied to it. Any meaningful literacy programme should be objective-oriented. Targets are relevant but process of learning, and not merely the progress, is more important.

(b). Positive Enforcement

Promotion of literacy through positive enforcement means persuasion, motivation and mobilization of communities. It is a long-drawn and cumbersome process but under the present circumstances there is hardly any alternate available to us. With the right approach and strategy, success is still possible notwithstanding the related difficulties. Still a lot depends upon the social environment and commitment of political leadership as a driving force for promotion of literacy. It is the political will which is to be transformed into reality through bureaucratic and technical will. Examples of such successful examples are China, Iran, Sri Lanka, Malaysia and Indonesia. A conducive socio-political environment and the societal respect for learning and knowledge are some of the accelerating factors for promotion of literacy.

In such a situation we are left with few options. The only viable strategy is to emphasize the importance of literacy specifically in the light of teachings of Islam. The learners should be made to understand that the educated lot has been exploiting the situation in their favour because they had a monopoly over decision making due to the fact that illiterates are in majority. Predominantly literate society would be more vigilant to exercise its rights. A society not only technically literate, but more aware of its rights would be a good check on the un-fettered powers and misuse of such powers by the ruling elite. Above all the wisdom, sagacity, traditions and rich culture of our elders would not die down with them. If our society becomes literate, all our cultural values and traditions would be transformed from oral to written form for the benefits of our future generations. Our civilization has never been a civilization

of illiterates. Historical evidence vouch for the fact that, apart from other factors, illiterate civilizations became extinct with the passage of time while literate civilization have survived through their thoughts carried forward to their next generation.

Acquiring literacy is obligatory for all the Muslims. It includes both male and female. It is much easy to sensitise a religious society like NWFP by re-emphasizing the importance of literacy as per clear injunctions of Islam. Religious leadership can play vital role in promotion of literacy. Instead of unnecessarily condemning the religious leadership, their historical services for promotion of literacy must be recognized and highlighted. It is a right enshrined in the Constitution of Pakistan. It is wrong perception that first we should strive for eradication of poverty, improvement of our economic condition and political empowerment and when all these three important goals are achieved, the illiterates would willingly opt for literacy. The reality is otherwise. Achievement of all the three goals would be facilitated once we have a predominant literate society. Odd examples of first acquiring political empowerment, better social and economic status are not, statistically speaking, significant enough to be generalized. Our concern is the entire society. There is ample evidence to prove the fact that one of the major reasons of poverty is illiteracy. The real political empowerment is possible only through literacy.

7.3.1 In nutshell, a successful strategy for promotion of literacy should focus on the following aspects:-

- a) Extending full respect to the illiterates instead of condemning them. The contribution of illiterates towards the society and the economy is to be fully recognized.*
- b) Honest admissions, at times, place us in a win win position instead of unnecessarily defending our position. We must admit that the 'educated' class has failed to deliver and thus can not be absolved of major ills afflicting the society.*
- c) Islamic injunctions with regard to importance of literacy are to be highlighted.*
- d) The illiterates should be made to understand that major cause for their poverty is illiteracy.*

- e) *Strategy should contain both preventive and curative measures. It should also focus on formal sector of education. Preventive measures include 100% enrollment coupled with zero dropout. Without improving the formal sector of education the informal adult literacy programme may not achieve its objectives.*
- f) *The illiterates should get a clear message that the moment they attain majority, being literate, the governance shall improve.*
- g) *Literacy programme should not only focus on developing basic learning competencies but should also include functional literacy so as to ensure life-long learning and empowerment of illiterates.*
- h) *Due respect should be extended to the religious, tribal and political leadership. They should not have a feeling that they are being:-*
 - a. *Confronted or*
 - b. *By-passed*

Rather they should be closely associated with the literacy programme.

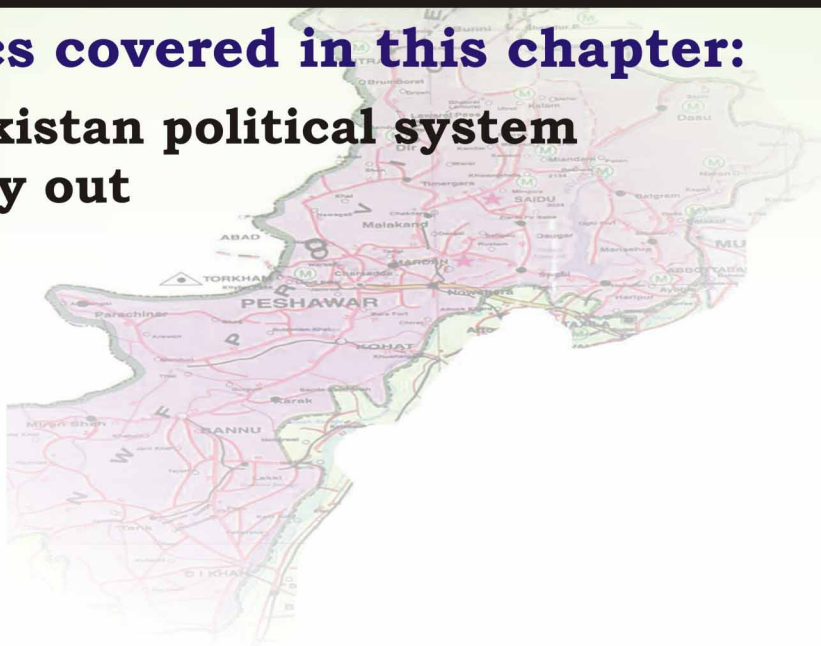
And above all, acquiring literacy is an issue of human dignity which every self-respecting human-being must achieve.



POLITICAL WILL, ADVOCACY AND SUSTAINABILITY

Topics covered in this chapter:

- Pakistan political system
- Way out



8

POLITICAL WILL, ADVOCACY AND SUSTAINABILITY

8.1. Pakistan's Political System

8.1.1 All the institutions, both Governmental and Non-governmental, painstakingly stress for political and national will to ensure sustainability of literacy programmes.

We have to view the whole situation in the context of our socio-political environment.

Merely putting the words of 'National and political will' in the national and international reports would not ensure existence of such will.

Presence of national and political will for literacy would be an ideal situation but the same would not come over-nightly or cannot be ensured unless proper strategy is in place.

In every literacy forum the whole argument, somehow, boils down to existence of political will for success and sustainability of literacy programmes.

In quite a few countries like Iran and Cuba such political will was created due to wisdom of one man at the top. In other countries like Srilanka it came into existence through collective leadership and institutional support. Such countries were lucky enough to have such a far-sighted leadership. The vital question is, how to devise a workable strategy for advocacy and communication in countries having low literacy but devoid of favourable political atmosphere, institutional support and also facing resource crunch.

Unless the issues related to political system of a country and its ethos of political culture, coupled with economic system, are properly examined the question of advocacy and communication would remain an ideal but impractical idea. Somehow, the institutions engaged in promotion of literacy avoid discussing political system of a country. There are valid reasons for not

doing so specially by the donor agencies because the member countries might view it as an interference in their internal affairs and an infringement on their sovereignty.

Promotion of literacy, or lack of it, is closely associated with the socio-political and economic system of a country. Advocacy and communication can only succeed when the issues and the bottlenecks of prevailing socio-political system are properly identified. By devising right strategy, and adopting the proper approach, a favourable environment for promotion of literacy can be created. Identification of socio-political problems of society is essential for our guidance. It should not be construed or equated with, as condemnation of prevailing socio-political system of a country. Those engaged in promotion of literacy have neither the mandate nor empowered to change a socio-political system. The aim is to devise a proper strategy for promotion of literacy while working within a given situation.

8.2. With the emerging globalization and conflicts the governments are otherwise also under tremendous economic, social and administrative pressures. In spite of lapse of seven years, countries like Pakistan are lagging behind in achieving goals of Dakar (2000) and Millennium Development Goals. Dakar EFA Goal-IV envisaged achieving 50 percent improvement in adult literacy by the Year 2015, especially for women, and equitable access to basic and continuing education for all adults. Unless political leadership and all other stakeholders evolve consensus over allocation of resources and prioritization of promotion of literacy, achievement of Dakar Goals would remain an elusive dream. The situation demands initiation of extra ordinary measures with regard to advocacy and communication.

While deliberating upon the question of political will, a reference to the existing political structure of the country is inescapable. Pakistan is a Federation having parliamentary form of government. A Federal system has its own intricacies. It is not an ideal system of governance but in our case it is a necessity. Education is a Provincial subject but under the constitution of

Pakistan it is the responsibility of the State to provide education to every citizen of the state.

In a parliamentary system there is overlapping of executive and legislative functions. It has certain advantages but not without its demerits. The government is constantly dependent upon the legislature. The emerging pattern of voting during the elections in last two decades indicates that the voters are not inclined to give clear majority to a particular political party. Quite often, the governments are constituted by cobbling up alliances of various political parties. Such governments, having thin majority in the parliament, are heavily dependent upon its allies for political support. Under such circumstances the Chief Executive of the Province, or the Country, is virtually hostage to the will of the legislators. The legislators are, on the other hand, under constant pressure due to conflicting demands of their voters.

8.3. Getting votes in Frontier Province is a difficult task. As compared to other Provinces, the constituencies are smaller. There is greater political awareness. An analysis of elections results indicates that members of both the National and Provincial Assemblies have been winning the elections with thin majority and in most of the cases with a majority of couple of hundreds of votes. The voters are quite vocal. In a resource-deficit Province like NWFP, MPAs (Member of Provincial Assembly) have to prioritise their developmental plan, which is usually based on political expediency and conflicting public demands. As a politician, any public representative will go for the developmental schemes having more political dividends.

As compared to other 'developmental activities' like roads, pavement of streets, provision of electricity, health facilities and drinking water supply schemes, literacy is not a vote-generating activity.

8.4. WAY OUT

Under the existing socio-political environment only a statesman can think of next generation. Literacy has no, short-term, tangible results. It is

like investing in the next generation. It is in this background that the Provincial government prepares, and present, the budget to the Provincial legislature.

Chief Executive of the Province is to meet the conflicting demands of MPAs within the scarce and meagre resources. As the financial year closes in, the MPAs gain added importance. Without taking into account the aforementioned factors, talking of political will would be a wishful thinking. For effective advocacy and communication all the stakeholders are to be clearly identified. Government alone would not be in a position to allocate scarce resources to literacy which is, politically, not an attractive activity.

While particularly targeting the government, the overall focus of advocacy and communication must be all the stakeholders of the society. Members of national and provincial assemblies play vital role in promotion of literacy and thus all such members must be continuously sensitized about the importance of literacy.

Consensus of all the stakeholders and important segments of society is to be developed. Only such consensus can ensure ownership and sustainability. Otherwise the word, “political will” would be a mere rhetoric. Chief Executive of the Province must get required support of all the stakeholders which is only possible when there is greater sensitization of society and specially the policy makers for promotion of literacy.

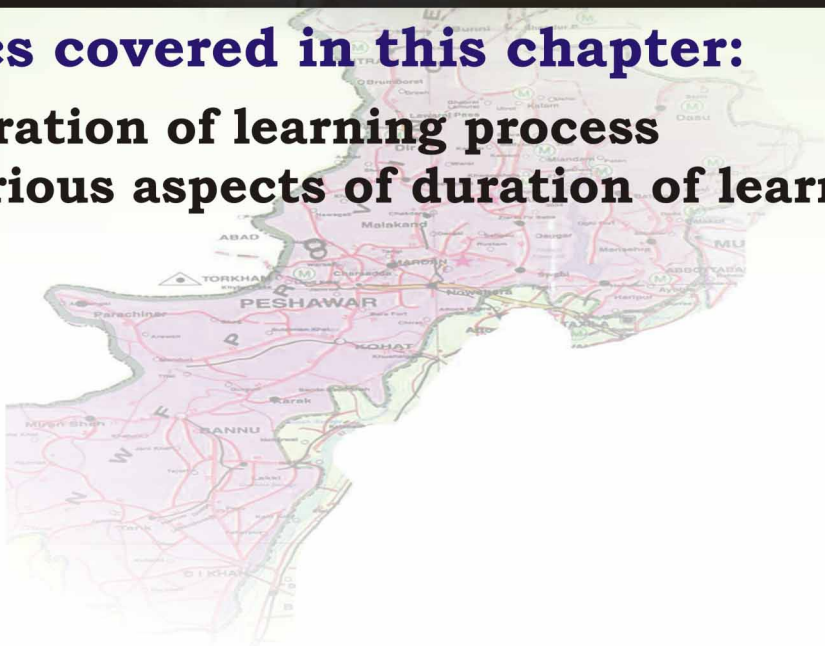
In a country like ours, writers, intellectuals, bureaucracy, press, electronic media, tribal and community elders and religious leaders should be the focus of advocacy and communication. Only such a sensitized society would ensure that the political leadership, and specially the legislators, do not, at least, oppose the allocation of resources for promotion of literacy programmes.



DURATION OF LEARNING PROCESS

Topics covered in this chapter:

- **Duration of learning process**
- **Various aspects of duration of learning**



DURATION OF LEARNING PROCESS

9.1. Opinion of literacy experts with-regard to duration of learning process varies. Duration of learning has close nexus with the benchmarks set by a country with-regard to acquiring basic learning competencies. It varies from country to country. Availability of learners for a longer period and allocation of resources are also some of the related factors. In our country, some of the institutions are running three months course (78 net days) with two hours daily teaching.

National Guidelines for Youth and Adult Literacy, developed by Curriculum Wing, Ministry of Education, Islamabad in collaboration with Education Sector Reform Assistance Programme (ESRA) Islamabad (June 2005), has prescribed 250 hours of learning, as bare minimum requirement, for literacy. Under LFA, a minimum period of 4 months (120 gross days) and 104 net days for learning has been envisaged. Duration of class is 3 hours daily. It comes to 312 Hours of learning. Assessment of Batch I (June-September, 2005) and Batch II (October 2005-March 2006) indicates that the required learning was achieved within this period¹. Practically it is impossible to open and operate thousands of literacy centres on the same date. Delay of couple of days in opening the LCs cannot be overruled. Similarly in some cases, delay may occur in finishing the prescribed courses within the prescribed period due to many extrinsic factors. Keeping in view, aforementioned factors a cushion period of one month has been provided as interval between the two batches. This period of 30 days is utilized for training of teachers (both old and new), recruitment of new teachers for the new LCs and social mobilization. Old LCs continue to function in case the progress or process of learning is not completed or the LCs opening and operationalization is delayed due to some reasons. Quite a few argue that at least six months are required to develop basic learning skills and functional literacy. Some opine that suitable time frame is 1 ½ to 2 years.

¹ Project Management Unit. Literacy For All Project internal assessment and Third party validation Report 2005-2006. www.eef.org.pk

9.1.1. This brings us back to the definition of literacy. Definition of literacy varies from country to country. In case of Pakistan the consensus is that any one who can read and write a simple passage, with understanding, in any language and is also able to know basic numeracy. World Conference on Education for All (Dakar 2000) declared that, “(Article1)

‘Basic learning needs’ or Competencies (BLC) comprise both essentials learning tools (such as literacy, oral expression, numeracy and problem solving) and the basic learning Contents (i.e. knowledge, skills, values, and attitudes) required by human beings”.

The cited parameters set by the World Conference on, “Education For All” amply clarify the conceptual approach towards literacy .At the same time it also enlighten us that, while, the essential learning tools are somewhat uniform in almost all the societies, the basic learning contents may vary from society to society .

In case of some languages even basic learning tools are quite difficult. For example, a Chinese learner has to learn and recognize some 15000 graphics. In case of Urdu, basic learning tools are comparatively easier to comprehend.

9.1.2. In case of Pakistan, and particularly in North West Frontier Province (NWFP), pre-dominantly Muslim population can recite Holy Quran (Arabic), which is similar to Urdu script. Thus an illiterate of NWFP is much better equipped as far as basic learning tools with regard to reading and oral expression is concerned.

Majority of learners are acquainted with and can, fluently, read more than three hundred thousand Arabic words of Quran. The alphabets and the words have great similarity with Urdu, as well as, local languages of

Pakistan. LFA data for the year 2006 indicate that 57% enlisted learners were Quranic literate ². (District-wise detail of Quranic literate is at annexure-VIII.

Experience of running 37000 plus literacy centers (both male and female age 10-40) indicates that learning tools, to some extent, and learning contents greatly depend upon the nature of society.

Though society of NWFP is tribal in nature but has never been a close or static society.

NWFP is located between the Central Asia and the Sub-Continent .It is gateway to Central Asia and South East Asia .Historically the areas constituting NWFP have been the traditional trade-route between the Central and South East Asia. It has also remained a route for invaders right from 'Alexander The Great' to warriors from Afghanistan and Central Asia. Both the traders and the invaders have left behind rich heritage of knowledge, literature and skills. In the context of literature, wisdom, skills, customs and traditions, it has never been a 'barren' land, low level of literacy notwithstanding.

The local communities of Pakistan in general and of NWFP in particular are dynamic and extrovert.

Geographic and climatic factors have never been human-friendly. The resultant poverty, since centuries, has been forcing the locals to move, both upward (towards Central Asia) and downward (towards the South East Asia) for trade and livelihood.

Development of modern technology and information explosion has opened new vistas of opportunities .Such a society keeps on enriching its cultural values. Accelerated development and expansion of telecommunication activities have also made great impact on the society.

² LFA PMU data of Quranic literate. www.eef.org.pk

9.1.3. The locals have rich heritage of history and culture .Social values are still followed inspite of much erosion due to modernization. Contributory factors like reading knowledge of Quran, skills, values, oral expression and above all interpersonal skills are some of the peculiar traits of NWFP. Since centuries the Jirga (grand jury) has been a potent forum for conflict management and resolution. The tradition of Jirga has enriched the oral skills of locals. It also helps in learning logic and broader understanding of values, customs and traditions. In nutshell the environment is quite conducive as far as basic learning skills and learning contents are concerned. There are other socio-economic and political factors which have been hampering the promotion of literacy in NWFP.

Being a Third World country, having apparently stable but uncertain dictatorial or quasi-democratic, resource-starved governments, what options do we have? Should we keep on indulging in unending debate of setting parameters and high benchmarks for literacy or avail whatever opportunities are available to us?.

9.2. Various Aspects of Duration of Learning

9.2.1 Cost of Programme

Socio-economic situation of a country and the society has close nexus with the duration of learning process.

In a resource-starved country like Pakistan, it is not only a question of political will and priorities but availability of resources as well. An increase of two months in duration of 4 months literacy course implies 1/3rd increase in the cost of programme. Since lion-share goes to the LCs, therefore an increase in duration of LCs means substantial increase in the cost of the project. It becomes a question of political will to prioritise, and apportion, the scarce resources accordingly.

9.2.2 Availability of Learners for longer duration

Prolonged duration of LCs, such as 6-9 months, with 2-3 hours daily class also entails problems of continuous interest and availability of learners. While devising a comprehensive literacy programme, even if resources are provided, this vital aspect should not be ignored. Social and economic pressures keep on haunting the learners. Infact sparing 3 hours a day by the learners is a great sacrifice. They do so at the cost of their personal time and comfort. Rural females are subjected to 10 to 14 hours daily work. To establish and operate thousands of literacy centres, an effective monitoring system is to be developed as far as timings of LCs are concerned. Lessons learnt also indicate that even four month period has to be rescheduled. Change in season, working schedule and observance of religious rituals also affects the learners. The month of Ramadan also warrants rescheduling of timings. Timings of LCs are to be recorded and computerized as it is essential for effective monitoring. Working season like sowing and harvesting of crops also affect the learners as far as their availability is concerned. In a Province having 44% incidence of poverty we have to deal with a fatigued and worried lot. Ensuring availability and sustained interest of learners beyond 4-5 months and for prolonged period of 6, 9 or 12 months is not only an issue of cost but availability of learners as well.

These issues can not be tackled in isolation unless there is better economy, a culture and environment of literacy besides respect and love for acquisition of knowledge. While those engaged in literacy programmes cannot alter the socio-economic environment, these realities cannot be ignored either.

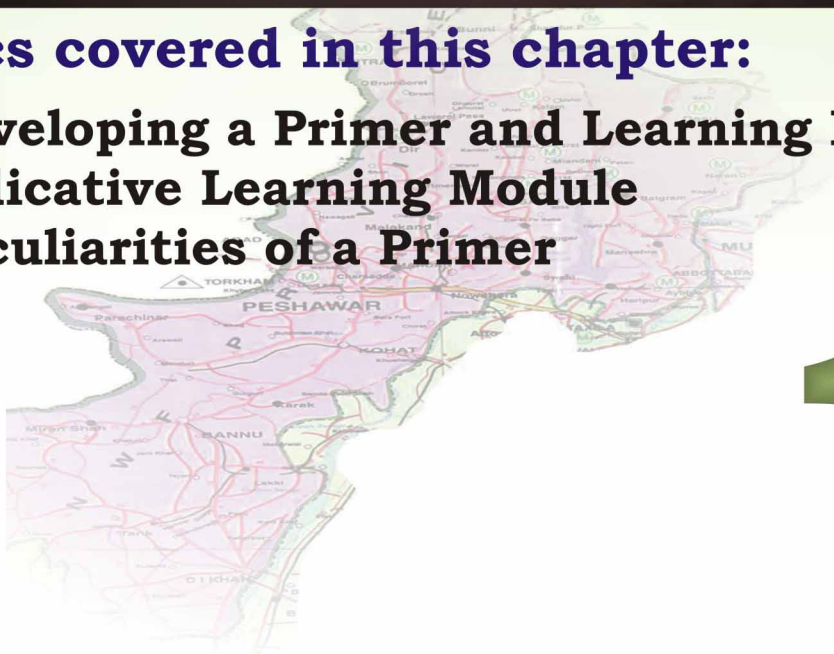
The aim is not to question the usefulness of 6,9 or 12 months literacy programmes. No one can deny that in the world of 21st century more time is required for functional literacy. At the same time it is better to devise a programme with an affordable cost, so as to persuade the political leadership to favour such programme and also ensure that bare minimum standards of basic learning skills are attained. It is better to make a start and strive for further betterment.



DEVELOPMENT OF PRIMER AND LEARNING MODULE

Topics covered in this chapter:

- Developing a Primer and Learning Module
- Indicative Learning Module
- Peculiarities of a Primer



10

DEVELOPMENT OF PRIMER AND LEARNING MODULE

10.1 The purpose of discussion, in the preceding chapter, with regard to duration of learning process, is not to give a definite time-frame for learning. We are now equipped with worldwide feedback of various Literacy Primers.

Socio-economic environment of a particular society is an important variable. However, for non-formal adult and adolescent literacy, the principles with-regard to dealing with the learners can be generalized to some extent. It would not be advisable to exactly adopt or replicate a particular learning module due to variables such as socio-political environment and the language barriers. It has to be adapted as per local requirements.

NWFP society has witnessed phenomenal social change during the last 25 years. Majority of population is 'Nazra' literate (those who can read Quran). Urdu, being national and media language, is widely understood. The local population is dynamic and enterprising.

The electronic media and development of other communication facilities have exposed the people of remote areas to cultural changes. Based on experience of six Batches, having more than 37000 Literacy Centres in all the 24 districts of NWFP (60% female and 40% male), LFA project is now equipped with the assessment reports of about 0.7 million learners. Feedback from the teachers, supervisors, social organizers and sector directors has proved quite useful in devising the primer and learning programme.

Socio-economic and political ground realities are to be taken into consideration. Language barriers and the resultant difficulties in understanding and learning have also been examined.

10.1.1. Keeping in view the existing Primer of LFA a learning module is suggested. It is indicative only. In case of non-formal education rigid schedule cannot be followed due to multiple extrinsic factors and the adult psyche. Even

prescribing a learning module is synonymous with ‘formalising’ a non-formal mode of learning. Again it is upto the field staff to make changes and reschedule the activities as per local requirements. We may have learners who might be well-versed with the Urdu alphabets, while others quite adept in numeracy. Observance of learning module may vary keeping in view the age, gender and socio-economic status of learners. Level of motivation, teacher’s training and dedication play vital role in accelerating the learning process. Depending upon age, gender and socio-economic background the adult learners are already “visually literate”. Without formal learning the life- experience has taught them how to decipher various alphabets and digits. Such learners quickly learn to read and write familiar words and digits.

10.2 INDICATIVE LEARNING MODULE

10.2.1 Based on LFA experience, and good practices learned from other similar Institutions, the following indicative module is suggested. Field staff may make adjustments as per local requirements. Factors such as delay in start of an activity, extrinsic factors like natural disasters, logistic problems and above all the result of learning assessment may warrant rescheduling and readjustment of learning schedule.

10.2.2 LEARNING SCHEDULE

LEVEL-I

Motivation, Introduction of learning

<i>Sub Level (i)</i>	Schedule.	Duration
	Introduction of Urdu alphabets, various diagrams such as square, Circle etc, size and colours of various objects.	15 days
<i>Sub Level (ii)</i>	Reading and identification of simple Words comprising of 2 and 3 alphabets. Writing practice in the Work Book.	10 days

Sub Level (iii)

- (a). Reading of words. 15 days
- (b). Writing practice of words.
- (On Work Book and Black-Board.)

LEVEL-2

Sub Level (i)

- (a) Reading Simple sentences
- (b) Writing Simple sentences. 10 days
- (c) Introduction to numeracy. (One hour daily)
- (d) Reading and pronouncing 1 to 100.

Sub Level (ii)

- (a). Writing of words and learning dictation. 10days
- (b). Reading and writing digits upto 100.
- Concept of unit, ten and hundred.

Sub Level (iii)

- (a). Reading and Writing of simple passage.
- (b) Simple calculations
- (Addition / Subtraction). 20 days.

LEVEL-3

- (a). Learning skills and learning contents. 25 days.
- (b). Numeracy; Learning of simple multiplication and division.

NET DAYS ... 105

NET HOURS @ 3 HOURS/DAY. 315 Hours.

10.2.3 CUSHION PERIOD

The above time schedule is by no means a rigid timeframe. A cushion period of 30 days is meant to ensure completion of progress and process of learning. It means that the learning process can be extended upto 390 net hours.

10.2.4. Learning contents

During the entire period the learners would be given lessons in functional and social literacy by the teachers, community social motivators,

supervisors and other visitors. There will be more emphasis on visits by the members of CSO and other functionaries of the government departments and the NGOs. Under LFA Project guidelines with regard to functional literacy have been summarized in the Urdu Manual, “Functional and Social Literacy”¹. The learners can be motivated through participation in class activities and creating an environment of creativity and discussion. There are certain aspects of functional literacy such as religion, ethics, health and hygiene which are common to all the areas, gender and even to age group. Keeping in view the diversity of local environment, social evils, and other issues the districts may prepare specific material for functional literacy. Broad guidelines for such exercise and sub-projects have been given in the cited Urdu Manual¹. Thus functional literacy should be integral part of learning process.

10.3 PECULIARITIES OF A PRIMER

Currently more than 12 primers, developed by various institutions, are being used in this country for adult and adolescent literacy.

UNESCO (Pakistan) has conducted a study to ascertain usefulness of these primers with regard to learning. Literacy For All Project has also devised a new primer. The final assessment of 0.7 million learners in five batches and feedback from the supervisory, managerial and teaching staff has proved valuable asset for devising a primer under the Literacy For All (LFA) umbrella. Care has been taken to avoid errors, both of substance and method, which have been elaborately pointed out in the UNESCO study report.

Literacy For All(LFA) is also at an advantageous position of running, both male and female, literacy centres in all the 24 districts of NWFP.

In this Province apart from language barriers, the social barriers have to be taken care off. In some of the districts the locals are more conservative and sensitive to even minute violations of social norms.

¹ Social and Functional Literacy Vol - I and Vol – II by Muhammad Mushtaq Jadoon Published under PMU. LFA, NWFP 2006.

10.3.1 Important aspects of Literacy Primer

(a). The primer should fulfil the bare minimum requirements of definition of literacy including literacy skills and contents.

It is to be developed in the form of Work-Book. It has also been observed that both teachers and the learners develop Work-Book “dependency syndrome”. The result is minimum use of black-board for sharpening reading and writing skills. With a view to encourage use of blackboard and additional writing skills, extra words are to be provided in the footnote on each page of Urdu Books. The purpose is to enhance the vocabulary and writing skills of learners. Exercises are to be provided and practised to enhance the vocabulary, thinking process and learning skills of learners. The whole learning process should be activity-based.

(b) Duration of learning

Time is the most limiting factor in devising a Primer. In fact it is a race against time and resources. Extended learning period not only requires continuous motivation of learners to spare their precious time but more resources are also required. The primer should be designed in a way that it ensures attainment of required literacy in the shortest possible time. At the same time it should provide a sound foundation for developing literacy skills. It should not subject the learners, un-necessarily, to mental stress. Its contents, apart from other considerations, should be in conformity with the learning schedule.

(c). Adolescent and adult psyche

In an ideal situation the learners should be segregated according to the age group. It entails administrative and financial problems as separate L.Cs are required for various age groups of learners.

The first priority should be 9-25 years of age group while second priority may be 26-39 years of age group. Female learners, irrespective of age group, are to be given first priority. A primer should be interesting and akin to both adolescent and adults.

(d). Social suitability

In a conservative and highly religious society like NWFP it is the most sensitive aspect. Minor errors, both of fact and judgment, may lead to derailment of entire literacy programme. Since separate primers can not be developed for male and female learners, due to cost and administrative factors, therefore one should keep in mind the gender as well as age-wise suitability of Primer.

Words, sentences or photographs which are against the social norms of local society are to be avoided.

(e). Linguistic considerations

Some of the areas of NWFP are bilingual. Pashto speaker's comprehension of Urdu is slow as compared to Hindku speaker's.

Certain words and alphabets of Urdu are quite strange to Pashto speaking population. More efforts are required in correcting the pronunciation of 'P' and 'F' as both are interchangeably pronounced by the Pashto speakers. Similarly correct Urdu grammar for male and female gender should be focused in case of learners for whom Urdu is an alien language.

(f). Gender-wise utility

It should also take care of life interests of both male and female learners.

In case of literacy contents (values etc) aspects like religion, culture and morality are common both for male and female. Other practical aspects such as developing skills of writing petitions and business transactions in case of male and farming, kitchen, gardening, letter writing etc, for female are to be taken care off.

(g). Religious aspect.

A Primer should take care of religious sensitivities of all the religions including minorities. For a religious society like NWFP inclusion of basic learning contents relating to Islam would promote motivation and interest of learners.

(h). Literacy Contents

In spite of comprehensiveness, a primer cannot encompass all the aspects with regard to literacy contents and functional Literacy. However certain social aspects such as customs and traditions can be briefly discussed.

(i). Territorial aspect

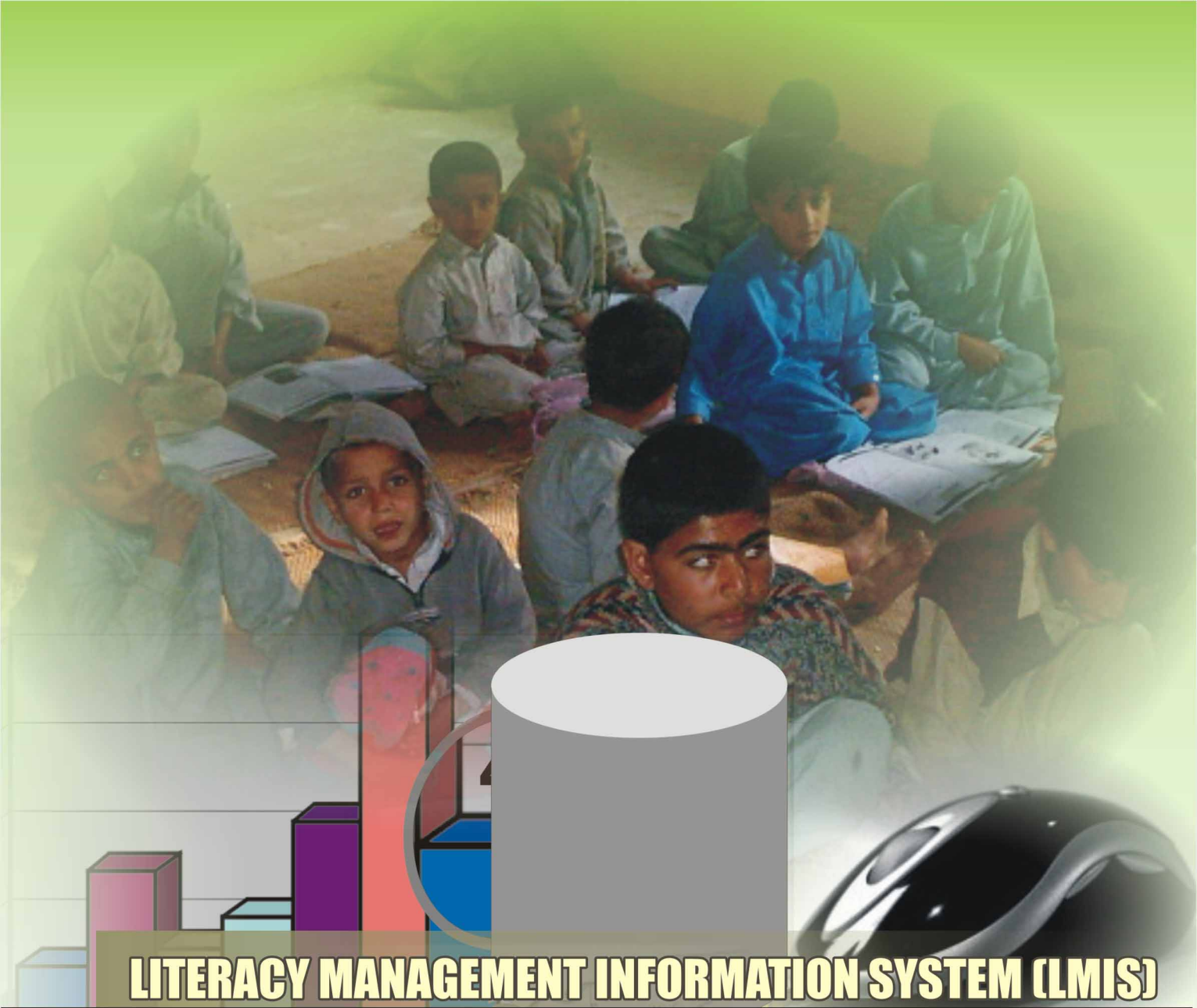
Strange ideas would only confuse the learners. Subjects such as social, environmental and economic issues which are of interest to the learners of a particular area would further generate the interest of learners in reading and understanding the contents of the Primer. Local words from local languages can be incorporated. Such words create and enhance familiarity of learners with the primer. Teachers can translate difficult Urdu words in local language.

The contents of primer, specially at advance stage of learning, should be of interest to both the rural and urban learners as well as learners having varied social background.

Keeping in view these limitations a separate manual in Urdu language under the caption of, “Functional and Social Literacy” has been developed under the LFA Project. Community Social Motivators (CSM) have been trained for promoting functional literacy among the learners.

Size of primer is a limiting factor. Interaction with the learners indicates that a primer just provides a guideline and direction towards developing basic learning competencies. To generate interest, as per age, gender and socio-economic background of the learners, teachers are to be trained in developing familiar words which are of interest to the learners.

In nutshell primer is a broader guideline for learning and the teachers are required to adopt innovative learning techniques instead of solely relying on the contents of primer.



LITERACY MANAGEMENT INFORMATION SYSTEM (LMIS)

Topics covered in this chapter:

- Need of a Database
 - Objective of LMIS
 - Peculiarities of LMIS
- Developing LMIS**
Indicators / Parameters
Level of Reports

LITERACY MANAGEMENT INFORMATION SYSTEM (LMIS)

11.1 NEED FOR A DATABASE

11.1.1 The first stage of planning in LMIS is the diagnosis of existing situation with particular reference to number of indicators. In relation to planning for non-formal literacy, situation at the macro (Country / Provincial level) and micro (District and Village) level is to be diagnosed. This is achieved by considering both time-series (data collected at more or less regular interval of time e.g. census data) and cross-sectional data (data which is collected at one point of time). The data, so collected may be quantitative (data which can be represented numerically) as well as qualitative (the data which can not be expressed numerically) in nature. The diagnosis exercise would help us to evolve appropriate strategy to tackle the problems and improve the existing position. This exercise may be based on both secondary and primary sources i.e. data generated through surveys and census. For clear understanding of the existing situation it would be proper to develop a database which may include information on a variety of variables both from formal and non-formal sectors of education. The basic demographic information so collected will be used to compute a variety of indicators, such as, sex ratio, density of population and annual rate of growth of population which can be of help at the time of formulation of plan at different levels of planning. Under the literacy programme, both literates and illiterates, over a period of time in different age-groups and educational level of literates need to be thoroughly analyzed. The literates in various age cohort are linked to corresponding population so that areas having more illiterate population could be identified. While collecting information, its likely use should be decided well in advance. Collection of information would be linked to objectives of developing database.

11.1.2 Though the specific focus of planning in the present context is literacy, yet it is necessary to collect information on primary education because primary schooling and literacy programmes are complementary to each other.

The efficiency of primary education system is directly related to the depth and magnitude of the problem of illiteracy. Such information can be obtained from educational surveys conducted from time to time. It is to be followed by collection of information on availability of infrastructural facilities. Other important information related to schools might be enrolment and attendance pattern and pattern of dropout at different levels of schooling. While collecting such type of information, our focus should be on diagnosing the existing situation instead of producing status reports.

Once the diagnosis is over, the next stage of planning will be review of past plans, programmes and policies with respect to adult literacy. This can be done by using both qualitative as well as quantitative analysis and by considering both government as well as non-governmental programmes at macro and micro levels. Based on the diagnosis of the existing situation it would be easy to identify areas where more out-of-school children and illiterates are concentrated. Intervention through innovative programmes in these areas are required.

For effective monitoring sound Management Information System (MIS) is required. Implementation of literacy programme requires integration of existing information so that it can become a decision support system at different levels of planning.

11.2. OBJECTIVES OF LITERACY MANAGEMENT INFORMATION SYSTEM (LMIS)

11.2.1 Broad Objective of LMIS are:-

- *To Collect data from different sources and create a system to facilitate decision making.*
- *Collect, store, analyze and publish the data.*
- *Provide reliable and timely data and information for decision-making.*
- *To aggregate different database and integrate them into a system (i.e. data collected from different sources would be consolidated into a system)*
- *Prepare and disseminate aggregate statistics.*

- *Get feedback information at village, district/ Sector and project level so as to improve the quality of the programme.*
- *Provide information that would help project functionaries set norms and standards for performance and achievement indicators and the criteria for success and failure.*
- *Provide periodic and timely feedback to measure the progress of a programme.*
- *Identify problems which require solutions.*
- *Facilitate record-keeping and institutional memory..*
- *Use LMIS for measurement and analysis.*
- *Facilitate reporting and recommendation.*
- *Facilitate evaluation and follow up actions.*
- *Data of children of under 10 years of age.*

11.2.2 To meet the above objectives the following database (data about given entities) need to be developed and integrated.

- *Population and age-group of literates and illiterates in the Country / Province / District / Union Council/ village and its analysis. This data will be used for need assessment.*
- *Tribes and Communities in the District/ Sector and Sub-sector/ Union Council/ Village.*
- *Data with-regard to causes of low literacy. It may include existing, or otherwise, infrastructure facilities, economic (poverty) and social factors (insensitivity or gender bias).*
- *Number of literacy centres(LCs) already existing in Sector/ District/ Sub-sector/ cluster or village.*
- *Number of illiterates willing to be enlisted as learners.*
- *Number of learners to be enrolled.*
- *Number of LCs needed in difference regions.*
- *Logistic arrangements. Feasibility of LCs to be established in government schools and other buildings. Arrangement of private buildings and provision of black boards etc.*
- *Current strength of teachers and future requirements.*

- *Dropout rate from formal school system.*
- *Dropout of LCs.*
- *Dropout of Learners.*
- *Timings of LCs (Morning / Evening). Data creation and arrangement for monitoring.*
- *Change in timings of LCs.*
- *Data of supervisory and managerial staff.*
- *Staff trainings.*
- *Monitoring (visits reports etc.). Sector Returns (SRs) for various levels are to be developed.*
- *Process and Progress of learning.*
- *Learners age, marital status and profession etc.*
- *Gender grouping.*
- *Teachers qualifications, age, marital status etc.*
- *Learners average attendance.*

11.3. PECULIARITIES OF LITERACY MANAGEMENT INFORMATION SYSTEM (LMIS)

LMIS is very vital for enhancing efficiency of a new institution. Keeping in view the size and scope of literacy programme, LMIS has certain peculiarities. Some of the peculiarities of LMIS are:

11.3.1 Size of Data / Information

➤ To keep track of huge data about:-

- *Literates and illiterates in the area covered by the project and non-project area for comparison and analysis.*
- *Formal and non formal schools including elementary to higher level. Again it is vital to analyze functioning of schools with regards to enrolment and drop-out at various levels.*
- *Existing infrastructure (schools, roads, electricity, telephones etc.)*

➤ Activities and sub-activities

Data to be handled and stored is massive because of large number of activities for each batch. The following activities are performed for each batch:-

- *Need assessment.*
- *Identification of clusters having prospective learners.*
- *Identification of location and accommodation for establishing LCs.*
- *Creation of CSO and its composition with full details of members.*
- *Name and code for new LCs.*
- *Timing of LCs and keeping track of changes in the timings due to weather and working season.*
- *Recruitment of teachers.*
- *Advertisements for teacher's recruitment.*
- *Scrutiny of applications and short-listing for interviews.*
- *Interviews and selection of teachers.*
- *Maintaining reserve pool of teachers.*
- *Training schedule of teachers.*
- *Deletion/closing of LCs (non functional).*
- *Logistic support such as arrangement and provision of books, pencils, erasers, sharpeners, blackboards, chalk, attendance register, related Sector Return/Records (SRs), inspection book, for filing of report and maintaining records.*
- *Complete and updated LCs record with timings.*
- *Location of LCs. Government buildings / private accommodation.*
- *List of learners with complete data such as gender, age, marital status, economic status, profession etc.*
- *Monthly assessment and final passing out data.*

➤ Activities during the currency of batch

- *Monitoring reports on weekly , fortnightly and monthly basis to assess progress and process of learning.*
- *Special situation reports and inquiry reports.*
- *Dropout of LCs.*

- *Dropout of Learners.*
- *Teacher's resignation and replacement from reserve pool of teachers.*
- *Removal of various staff and their replacements.*

➤ Publicity Campaign to

- Motivate Learners.
- Creation of mass awareness.

➤ Monthly Assessment of learners

➤ Occurrence of un-planned events and rescheduling of activities

Apart from cited planned activities certain unplanned activities may also emerge such as;

- *Changes in Questionnaire, (SRs) or other sources for input.*
- *Changes in the plan of supervision of LCs.*
- *Un-expected changes due to natural disasters, law and order situation and the resultant rescheduling of activities.*
- *Rescheduling of activities due to non-completion of course, slow learning process, changes in the timings of LCs due to weather, season, working season or religious activities such as Ramadan.*
- *Changes due to dropout or induction of new learners or relocation of LCs.*
- *Replacement of teachers.*

LMIS should be designed in a way that it easily accepts new changes in the structure of an organization.

11.3.2. Developing LMIS

In developing LMIS, System Development Life Cycle (SDLC) has to be followed.

Generally there are two different scenarios in developing MIS.

- A system exists, bad or good, manual or computerized and the management wishes to reform it.*
- There is no system, a new organization is created and system is to be developed.*

In the first case it is somewhat easy to create a new MIS because the problems in the old system are already known to us. The Programmer (System Analyst) can identify the requirements and problems using different tools. But in case of creating a new institution no previous working system exists, or at least the System Analyst can not follow the flow of data to analyze the system.

11.3.2.1 Designing (planning using different tools) of the LMIS will be performed keeping in view the following:

➤ Reporting indicators , Parameters , level of Reporting and frequency

Prior to designing LMIS, objectives should be clearly spelt-out. In the light of objectives, requirement analysis, parameters and indicators (progress, process, and impact) reports are to be designed.

11.3.2.2. Indicators and Parameters

The indicators or parameters to adjudge the overall process in LMIS are:-

- *Literates and illiterates in the Country / Province / District / Union council or village level.*
- *LCs requirements for different regions.*
- *Number of LCs in Sector/District/Sub-sector/Cluster or village.*
- *Gender requirements.*
- *Requirement of teachers with bare minimum qualifications.*
- *Dropout of LCs.*
- *Dropout of Learners.*

➤ Monitoring

- *Progress and Process of Learning.*
- *Timings and attendance of teachers.*
- *Final assessment.*
- *Need assessment for new batch.*

- *Learner's age wise groups.*
- *Gender analysis.*
- *Marital and social status of learners.*
- *Related information (location, timings of LC)*

11.3.3. LEVELS OF REPORTS

Different reports will be generated at different levels of project for various levels of management.

The top management needs concise but broader view of the organization. The reports must indicate whether the overall objectives are being achieved and with what cost, efficiency and impact. The LMIS is to be developed in such a way that the top management is kept informed about the progress and process of the objectives. In literacy projects less space, with regard to time, is available to the management.

- The loss of both time and resources is irreparable. An efficient system of MIS is an on-going evaluation. It helps the management not only to devise strategy for the subsequent batches but also initiate prompt corrective measures.
- Supervisors and managers are hard pressed as they have to monitor the activities on weekly, fortnightly and monthly basis. The managers, have to give continuous guidance to the executing staff on almost daily basis. Short duration, spread and multiplicity of activities warrants not only effective monitoring but prompt remedial measures.
- In literacy programmes each activity is interlinked and dependent upon the other. There are many sub-activities within a particular activity. For example in teachers training routine reports are collected from teachers. On the basis of continuous feedback, training module is reshaped, assessment of logistic support, and relocation of LC and change in timings of LCs are made on the basis of feed-back from the teachers.

11.3.3.1. Data Collection

Two types of data is to be collected:

11.3.3.1.1 Data from External Sources or Secondary Data

This type of data is collected from an another MIS external to the organization i.e.

- *Governmental organizations.*
- *Non-Government organizations.*
- *International organizations.*
- *Research papers, reports and publications.*

11.3.3.2 Primary Data

It is the data created or collected by the organization. This type of data is collected in literacy programmes in short intervals.

Primary data include household survey, gender survey, Third Party Validation, identification of learners, teachers and identification of locations for Literacy Centers. Related information such as composition of community, tribe, professions, socio-political environment and availability of infrastructure facilities can also be collected as primary data.

➤ Frequency of Reporting

Frequency of reports depends upon the level of report and objectives of the report. Such reports may be monthly, fortnightly, weekly or on daily basis.

11.3.3.3. Training for Data Collection

Collection of data is not an end in itself. It is not a mechanical process. The aims and objectives should be clear. Training is to be conducted with regard to tools and techniques of data collection on regular intervals.

11.3.3.4. Use of Database

The database so generated can be used to convert information into a variety of indicators, which would help the planners and project managers to take prompt decisions.

As the database, grows, the same can be used to judge the progress of programme with particular reference to:-

- *Literacy/literates/illiterates.*
- *Out-of-school children population.*
- *Number of literacy centers.*
- *Number of learners and enrolment.*
- *Drop-out rate over a period of time.*
- *Capacity building of teachers.*
- *Learning progress and process.*
- *Average monthly attendance.*
- *Number of districts/sub-sectors according to literacy levels.*
- *Information on teaching-learning material.*

Such data is not only useful for the organization as an effective management tool but other related institutions can also benefit from it. Proper documentation is not only essential for evaluation of programmes but also vital for launching future programmes.

EDUCATION FOUNDATION

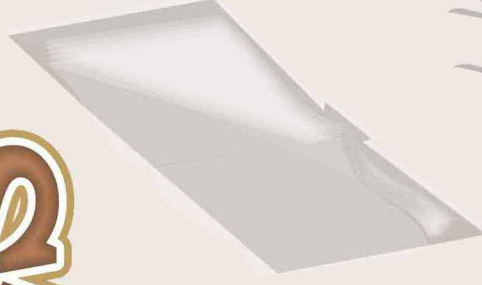
M.F.P.

ANNEXURES

ELEMENTARY

انگریزی

انگریزی



LIST OF ANNEXURES

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Annexure-I

District-wise Literacy in NWFP*(in descending order)*

S.No	District	Literacy
		Rate 10+
	NWFP	35%
1	Abbottabad	57
2	Haripur	54
3	Kohat	44
4	Nowshera	43
5	Karak	42
6	Peshawar	42
7	Chitral	40
8	Malakand	40
9	Mardan	36
10	Mansehra	36
11	Swabi	36
12	Bannu	32
13	D.I.Khan	31
14	Charsadda	31
15	Hangu	31
16	Dir-Lower	30
17	Lakki Marwat	30
18	Swat	29
19	Tank	26
20	Bunair	23
21	Dir-Upper	21
22	Battagram	18
23	Shangla	15
24	Kohistan	11

District-wise Female Literacy Rate of Distt. of NWFP

(in descending order)

S.No	District	Literacy
		(%)
	NWFP	19
1	Abbottabad	39
2	Haripur	37
3	Peshawar	26
4	Kohat	24
5	Malakand	23
6	Mansehra	23
7	Nowshahra	23
8	Chitral	22
9	Mardan	19
10	Swabi	18
11	Bannu	18
12	D.I Khan	18
13	Charsadda	14
14	Swat	14
15	Dir-Lower	12
16	Karak	12
17	Hangu	10
18	Lakki Marwat	9
19	Tank	9
20	Bunair	8
21	Battagram	7
22	Dir-Upper	6
23	Shangla	4
24	Kohistan	3

Source:

Annexure-III**District Wise Male Literacy Rate Of NWFP**

(In descending order)

S.No	District	Literacy
		Male
		(%)
IV	NWFP	51.39
1	Abbottabad	74.52
2	Haripur	70.45
3	Karak	68.15
4	Kohat	65.00
5	Nowshera	60.55
6	Chitral	58.02
7	Peshawar	55.94
8	Malakand	55.21
9	Swabi	53.99
10	Mardan	53.50
11	Hangu	53.48
12	Mansehra	50.90
13	Bannu	50.79
14	Lakki Marwat	50.32
15	Dir-Lower	48.76
16	Charsadda	46.92
17	D.I. Khan	43.19
18	Swat	43.16
19	Tank	42.44
20	Bunair	38.18
21	Dir-Upper	36.10
22	Battagram	29.40
23	Shangla	25.16
24	Kohistan	17.23

Source:

* Population Census 1998. Population Census Organization, Statistics Division

Districtwise Poulation, Land Holding and Land Utilization Statistics

S.No.	Name of District	Population in Million	Area in Sq. Km	Total Cultivated in Sq. Km	%Age	Fellow Area in Sq.Km	Fellow %age of cultivated area	Irrigated Area in Sq. Km	Irrigated %age of Total Cultivated Area	Unirrigated Area	% age of unirrigated area of Total Cul.	Culturable Waste in Sq. Km	Density of Population per Sq. Km
1	D.I.khan	1.054	7326	380.42	5.2	212.22	55.78	229.95	60.45	150.47	39.55	575.86	144
2	Tank	0.294	1679	79.93	4.8	62.60	78.32	14.03	17.56	65.89	82.44	101.99	175
3	Bannu	0.837	1227	119.30	9.7	16.24	13.61	77.22	64.73	42.08	35.27	25.96	682
4	L.Marwat	0.606	3164	188.17	5.9	89.86	47.75	58.41	31.04	129.76	68.96	138.28	192
5	Karak	0.533	3372	121.40	3.6	55.93	46.07	2.98	2.45	118.42	97.55	22.42	158
6	Kohat	0.696	2545	114.59	4.5	72.49	63.26	26.93	23.50	87.65	76.50	53.11	273
7	Hangu	0.389	1097	44.14	4.0	30.64	69.41	8.63	19.55	35.51	80.45	19.31	355
8	Peshawer	2.495	1257	127.02	10.1	2.63	2.07	124.19	97.77	2.83	2.23	31.62	1985
9	Charsada	1.263	996	136.95	13.7	21.11	15.41	117.49	85.79	19.46	14.21	1.75	1268
10	Nowshera	1.080	1748	84.56	4.8	35.29	41.73	40.16	47.49	44.41	52.51	73.52	618
11	Mardan	1.805	1632	181.67	11.1	60.81	33.47	128.00	70.46	53.67	29.54	5.16	1106
12	Swabi	1.269	1543	140.09	9.1	29.39	20.98	57.00	40.69	83.10	59.31	42.86	822
14	Dir(U)	0.712	3699	67.20	1.8	10.20	15.17	35.83	53.32	31.37	46.68	1.05	192
15	Dir(L)	1.080	1583	71.52	4.5	9.73	13.60	65.98	92.25	5.54	7.75	1.09	682
16	Chitral	0.394	14850	36.30	0.2	2.03	5.60	33.69	92.83	2.60	7.17	5.94	27
17	Swat	1.555	5337	157.82	3.0	11.24	7.12	139.73	88.53	18.10	11.47	129.18	291
18	Shangla	0.538	1586	66.81	4.2	2.94	4.40	4.94	7.40	61.87	92.60	79.78	339
19	Bunair	0.625	1865	89.21	4.8	2.92	3.27	25.54	28.63	63.67	71.37	8.98	335
20	Abbottabad	1.089	1967	88.91	4.5	9.73	10.94	11.33	12.74	77.58	87.26	33.34	554
21	Haripur	0.855	1725	123.93	7.2	5.13	4.14	52.83	42.63	71.11	57.37	46.15	496
22	Mansehra	1.425	4579	129.96	2.8	16.56	12.74	32.82	25.26	97.13	74.74	28.49	311
23	Battagram	0.379	1301	38.90	3.0	3.16	8.12	7.94	20.41	30.97	79.59	43.05	291
24	Kohistan	0.585	7492	59.14	0.8	12.62	21.34	42.37	71.64	16.77	28.36	188.70	78
Total		21.56	74522	2647.96	0.0	775.45		1337.98		1309.97		1657.60	

Age group-wise Population Projection upto 2015, by Pop. Projection formula

YEAR										TOTAL POPULATION
	1	2	3	4	5	6	7	8	9	
	0--4	5--9	10--14	15--19	20--24	25--29	30--34	35--39	40+	
1998	2.89	3.02	2.47	1.87	1.46	1.19	0.98	0.74	3.12	17.75
1999	2.97	3.10	2.54	1.92	1.50	1.22	1.01	0.76	3.21	18.24
2000	3.05	3.19	2.61	1.98	1.54	1.26	1.04	0.78	3.30	18.75
2001	3.14	3.28	2.68	2.03	1.59	1.29	1.06	0.80	3.39	19.27
2002	3.23	3.37	2.76	2.09	1.63	1.33	1.09	0.83	3.48	19.81
2003	3.32	3.47	2.84	2.15	1.68	1.37	1.13	0.85	3.58	20.37
2004	3.41	3.56	2.92	2.21	1.72	1.40	1.16	0.87	3.68	20.94
2005	3.51	3.66	3.00	2.27	1.77	1.44	1.19	0.90	3.79	21.52
2006	3.60	3.77	3.08	2.33	1.82	1.48	1.22	0.92	3.89	22.13
2007	3.71	3.87	3.17	2.40	1.87	1.53	1.26	0.95	4.00	22.75
2008	3.81	3.98	3.26	2.46	1.92	1.57	1.29	0.98	4.11	23.38
2009	3.92	4.09	3.35	2.53	1.98	1.61	1.33	1.00	4.23	24.04
2010	4.03	4.21	3.44	2.60	2.03	1.66	1.37	1.03	4.35	24.71
2011	4.14	4.32	3.54	2.68	2.09	1.70	1.40	1.06	4.47	25.40
2012	4.25	4.45	3.64	2.75	2.15	1.75	1.44	1.09	4.59	26.11
2013	4.37	4.57	3.74	2.83	2.21	1.80	1.48	1.12	4.72	26.84
2014	4.50	4.70	3.84	2.91	2.27	1.85	1.52	1.15	4.85	27.60
2015	4.62	4.83	3.95	2.99	2.33	1.90	1.57	1.18	4.99	28.37

Annexure-VI

District-wise Population of NWFP*(in descending order)*

S.No	District	Population
		(In Million)
1	Peshawar	2.495
2	Mardan	1.805
3	Swat	1.555
4	Mansehra	1.425
5	Swabi	1.269
6	Charsadda	1.263
7	Abbottabad	1.089
8	Nowshahra	1.080
9	Dir-Lower	1.080
10	D.I Khan	1.054
11	Haripur	0.855
12	Bannu	0.837
13	Dir-Upper	0.712
14	Kohat	0.696
15	Bunair	0.625
16	Lakki Marwat	0.606
17	Kohistan	0.585
18	Malakand	0.559
19	Shangla	0.538
20	Karak	0.533
21	Chitral	0.394
22	Hangu	0.389
23	Battagram	0.379
24	Tank	0.294
<i>Total</i>		<i>22.12</i>

Source:

* Population Census 1998. Population Census

Organization Statistical Division

District-wise Area of NWFP (In Sq. Km)

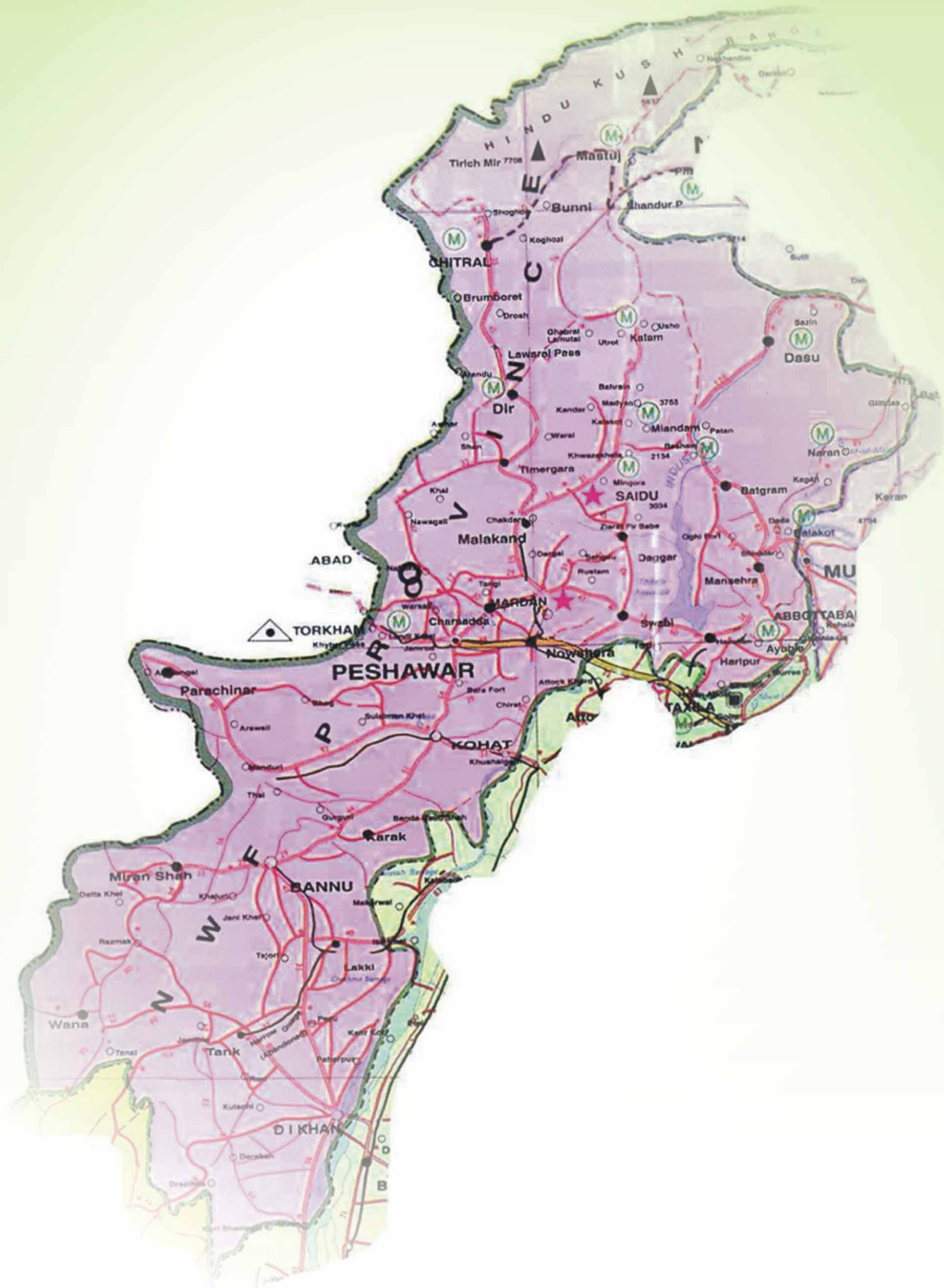
(in descending order)

S.No	District	Area	% age
		(In Sq. Km)	
1	Chitral	14850	20
2	Kohistan	7492	10
3	D.I Khan	7326	10
4	Swat	5337	7
5	Mansehra	4579	6
6	Dir-Upper	3699	5
7	Karak	3372	5
8	Lakki Marwat	3164	4
9	Kohat	2545	3
10	Abbottabad	1967	3
11	Bunair	1865	3
12	Nowshera	1748	2
13	Haripur	1725	2
14	Tank	1679	2
15	Mardan	1632	2
16	Shangla	1586	2
17	Dir-Lower	1583	2
18	Swabi	1543	2
19	Battagram	1301	2
20	Peshawar	1257	2
21	Bannu	1227	2
22	Hangu	1097	1
23	Charsadda	996	1
24	Malakand	952	1
<i>Total</i>		<i>74522</i>	<i>100</i>

* Population Cencus 1998. Population Organization, Statistics Division

Districtwise Details of Quranic Literate (Batch-4)

S.No	Sector	Nazira Literate		Total No. of Nazira Literate	Total No. of Learners	%age
		Male	Female			
1	D I Khan/Tank	3338	4836	8174	15048	54
2	Bannu /Lakki	2279	1880	4159	6458	64
3	Karak	1547	2350	3897	6634	59
4	Kohat/Hangu	1923	375	2298	10546	22
5	Peshawar	2151	2405	4556	7714	59
6	Charsada/Nowshera	5205	8862	14067	19270	73
7	Mardan/Swabi	3726	6487	10213	12879	79
8	Malakand	648	2026	2674	6220	43
9	Dir(U/L)	3438	3763	7201	13504	53
10	Chitral	1124	2433	3557	7942	45
11	Swat/Shangla	3925	3642	7567	17226	44
12	Bunir	2315	1982	4297	7882	55
13	Abotabad/Haripur	1781	8672	10453	16675	63
14	Mansehra	2017	7605	9622	13325	72
15	Batagram/Kohistan	2155	1291	3446	7155	48
Overall		37572	58609	96181	168478	57



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