



THE UNSERVED

UNAVAILABILITY OF EDUCATIONAL
INSTITUTIONS ONE OF KEY REASONS FOR
LOW GIRLS ENROLMENT IN BALOCHISTAN

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1 EXECUTIVE SUMMARY

This is series of white papers dwelling into key challenges faced by girls, particularly of school going age, in education in the province of Balochistan. The intent is to understand the multi-faceted barriers, and to identify possible ways of addressing the barriers in consultation with the local community.

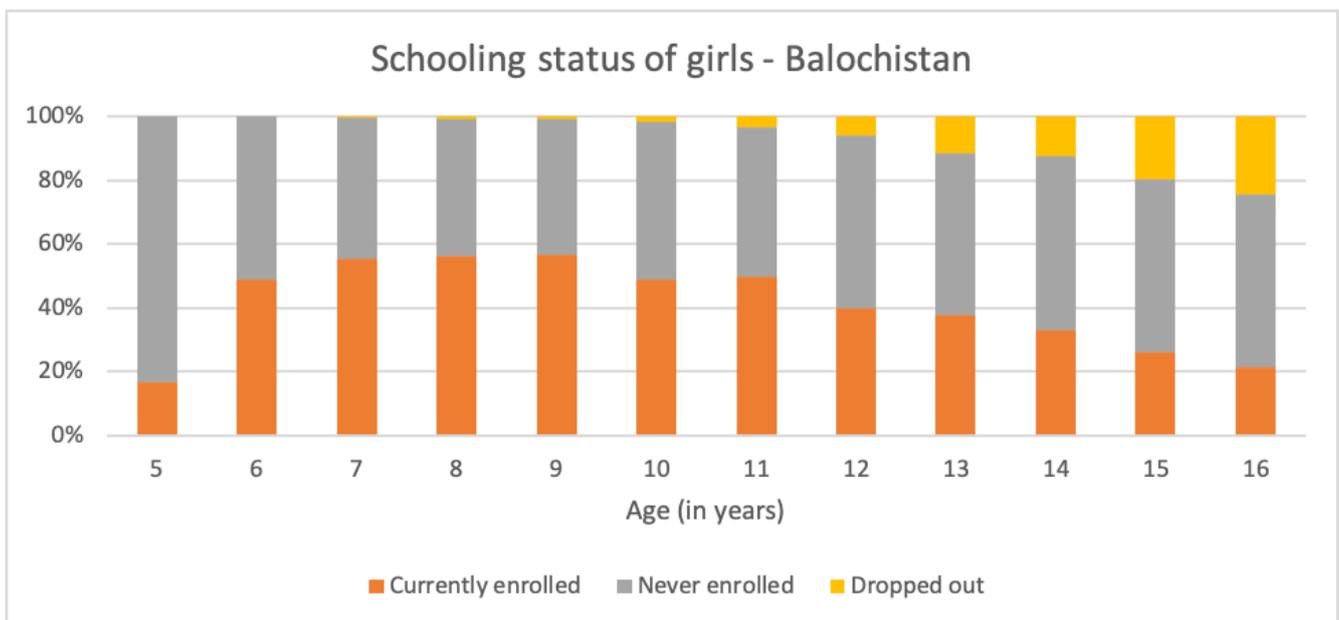
This is a five-part series, which each white paper focusing on one fundamental barrier, understanding its limitation in the local culture, value system, political context, availability and positioning of resources, and identifying its linkages to other barriers. The intent is to be able to delve deeper to capture everyday lives of the communities in the province, and seek their input into ways of addressing the longstanding challenges to girls' education.

This white paper focus on exploring the barriers faced by girls of school going age with respect to non-availability of educational institutes at different education levels. It will elaborate on the local barriers, and contextualise why and where post-primary schools for girls are needed.

The whitepaper is essentially divided in two parts: (a) initial deep dive into the challenge of 'missing post-primary schools', and (b) chalks out possible pathways which can be adopted by the state and the community to facilitate young girls' access to schools.

2 PREMISE: WHAT EXISTING DATA TELLS US

Balochistan hosts the highest proportion of out of school children in the² country, out of which 53% are girls. This translates into a total of 1,075,248 girls between the age of five to sixteen years who continue to remain out of school. A significant portion of the out of school girls in the province comprise of those who have never been seen inside of a school. The proportion of girls enrolled in schools has remained alarmingly low at all ages, however, a sharp decline can be seen at age 10, with a continually declining trend of enrollment (and a subsequent increase in girls' dropping out, and proportion of those who were never enrolled).



Over the years, there are multiple reasons quoted in existing data collected by public institutes for girls' dropping out of school or never enrolling in school.³ This data needs to be probed further to understand the community's thought-process, fears and/or norms to be able to begin tackling the issues. A recent study on the status of out of school children in Pakistan, *The Missing Third*,⁴ lays out the statistics in detail, with a summary of the province's major takeaways as below:

- First-time access is poor i.e. late enrollment in primary years
- Significant at-risk students in higher age groups, especially girls
- Gender disparity in age-wise enrollment is the highest in Balochistan
- Distance from home to school is a major contributor to dropouts in the province

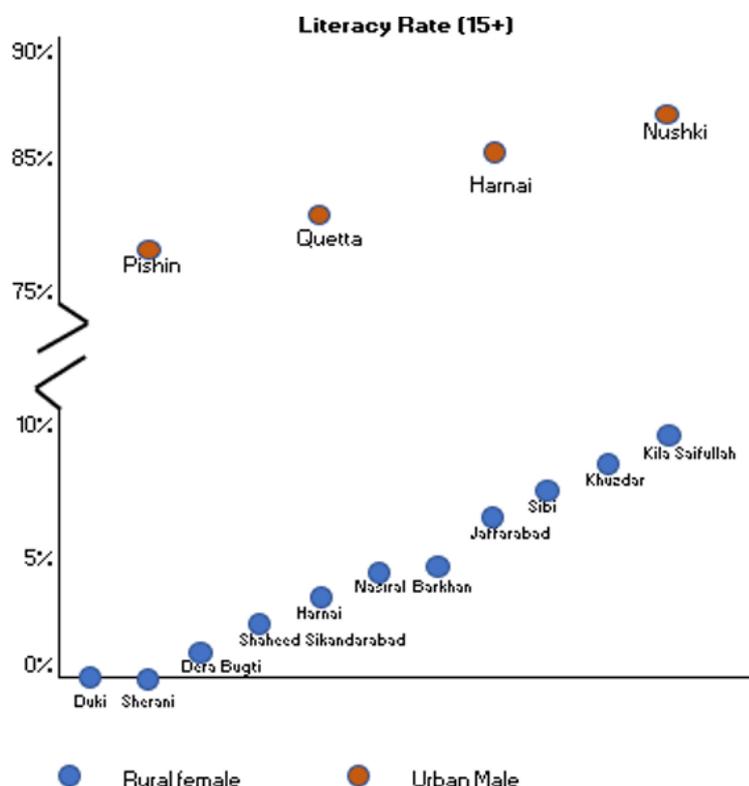
¹ Pakistan Social and Living Standards Measurement Survey 2019-2020

² *The Missing Third: an out of school study of Pakistani 5-16 year olds* (2021)

³ Pakistan Social and Living Standards Measurement Survey, 2014-2015 - 2019-2020

⁴ PAMS. 2021. *The Missing Third: an out of school children study of Pakistani 5-16 year olds*

Balochistan also has the lowest female adult literacy in the country (26%), with high levels of gender inequality. 11 out of 33 districts have a single-digit female literacy. The extent of inter-district and intra-district disparity in gender can be seen in the graph below.



Nushki, with highest urban male literacy in the province (87%), has the highest proportion of out of school girls in the province (74%).

Harnai has the second highest urban male literacy in the province (85%) with rural female literacy of 3%. Its disparities build the case for further investigation of the reason(s) of girls are not enrolling in schools.

While a portion of the barriers to girls’ education (and poor female literacy) can be attributed to socio-cultural reasons, the absence of supply-side resources plays a humongous role in signalling the value attached to girls’ education.

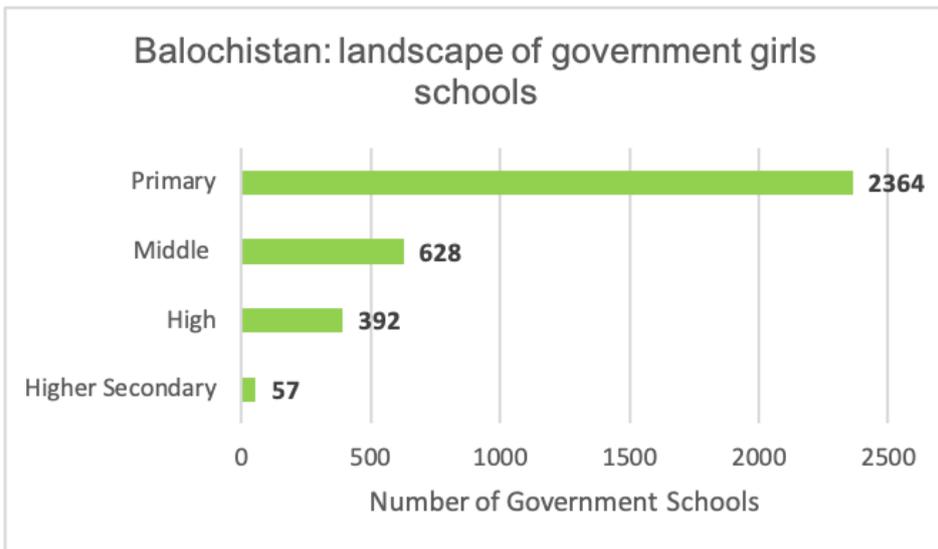
As per the latest Population and Housing Census, the province has 4,339,328 children aged 5-16 years, out of which 1,986,920 are girls.⁵ The provincial education department reports a total of 15,088 government schools for this age cohort, out of which 12,177 schools are functional.

In 2016, Secondary Education Department announced all primary schools to be gender-free i.e. all children (boys or girl) of admissible age will be eligible to secure admission in the nearest Government Primary School, irrespective of the schools’ status i.e. GGPS or GBPS.⁶ The initiative was lauded for increasing access to schools at the primary level across the province. The universe of functional primary schools for girl and boys is now at 9,464 primary schools.

⁵ Pakistan Population & Housing Census 2017

⁶ Notification by Secondary Education Department declaring primary schools to be gender-free. Available at <http://emis.gob.pk/Uploads/gender%20free%20primary%20education.pdf>





However, the supply of post-primary schools for girls continues to remain alarmingly low. For a total of 795,187 females aged between 11 and 16 years, the state has the physical capacity of 1,077⁷ post-primary schools.

A striking 702,786 do not have the provision of enrolling in a state-funded school. The landscape of private schooling in Balochistan, while significant, has been limited to selected districts. These include Quetta (31), Sibbi (23%), Ziarat (16%), Loralai (28%), Lasbela (18%), Kohlu (23%), and Duki (24%)⁸. These are the only districts with more than 15% of the overall enrollment report in private institutes.

Public-private partnership model has been successful in Balochistan (e.g. Balochistan Education Foundation) and other provinces in addressing the issue of out of school children at primary level. However, the crux of the issue remains that despite the increase in the overall proportion of private or non-government schools in the province, if these districts have not seen private sector uptake until now, chances are, they will not in the future unless a massive public-private partnership model is adopted and scaled.

⁷ There are 628 middle, 392 high, and 57 higher secondary schools for girls as per the BEMIS 2019-20

⁸ These proportion estimates are calculated from PSLM 2019-'20

These are districts where significant majority of enrolled students are attending government schools. The premise here is that either private schools and/or other private education providers do not have the incentive or interest in occupying education space in these districts. The reasons for not doing so could be wide-ranging – long distance, sparsely populated settlements, lack of availability of teacher, low enrollment areas, lack of profitability etc.. Hence, the children of these districts are dependent on state for provision of education.

This is what is referred to as *state-dependence*⁹ i.e. areas/districts where the only hope of education for the children of school going age is for a state-run school. In absence of provision of education by the state, the children (especially girls) in these districts will continue to remain out of school, and subsequently out of higher educational institutes, thereby falling trap to a vicious cycle of female illiteracy and education deprivation.

While there are multiple inter-linked supply-side barriers to girls' education, this paper will exclusively analyse barriers or exclusions faced by girls in the community due to non-availability of educational institutes.

⁹The Missing Third: an out of school study of Pakistani 5-16 year olds

3 METHODOLOGICAL APPROACH

The conceptual underpinning of this white paper is based on insights from an extensive review of literature comprising of existing frameworks addressing girls' challenges to education, policy and practice from across the globe. It also includes an in-depth analysis of the existing data plus research available in context of Balochistan.

The white paper builds on existing publically available datasets informing the existence of in-school and outside-the-school barriers to girls' education in Balochistan. Findings from these datasets and research studies are used as inputs to design the framework of primary data collection from selected districts in Balochistan. Primary data was collected with the objective of understanding local populations' thought-process regarding challenges identified in the desk review.

3.1 Secondary literature source and data sets' review

This section comprises of two types of analysis: theoretical underpinning and exploring existing datasets.

Through the literature review, barriers which exist at the individual, household, community, school or policy levels were identified. These were drawn from the work of UNICEF, UNESCO, the Global Partnership for Education and the United Nations Girls' Education Initiative and the Malala Funds' barriers to girls' education reports and frameworks to collate a longlist of barriers that exist.

¹⁰ Barriers to Girls' Education: Strategies and Interventions. (2002). Teachers Talking about Learning

¹¹ Albright, A. (2016). Five Barriers That Keep Girls Out of School – Women Deliver

¹² Antoninis, at el. (2018). Meeting our commitments to gender equality in education

¹³ UNESCO (2018). Meeting commitments to gender equality in education, Global Education Monitoring Report

¹⁴ Malala Fund. (2020). Building back equal: girls back to school guide

In addition to the theoretical literature review, three datasets have been extensively explored to identify indicators and contributors to major barriers outlined in the first section. Below is a snapshot of the datasets explored:

- Pakistan Social and Living Standards Measurement Survey (PSLM) is conducted once every two years by the Pakistan Bureau of Statistics, with analysis at the provincial and at the district levels in each alternate iteration
- Balochistan Education Management Information System (BEMIS) manages the monitoring and real time data collection for government schools and colleges in Balochistan. It also conducts private school census
- Population & Housing Census 2017 provides us with the exact number of children in each age cohort at the tehsil level

3.2 Primary data collection

Pak Alliance for Maths and Science collected primary data from five districts: Pishin, Killa Abdullah, Chaghai, Kharan and Nushki. The framework and design of the data collection tools was structured to understand the reason(s) behind commonly reported symptoms of barriers, and recording community's input on how to address them.

The team deployed a mix-methods approach to collect qualitative and quantitative information from each district.

¹⁰ Barriers to Girls' Education: Strategies and Interventions. (2002). Teachers Talking about Learning

¹¹ Albright, A. (2016). Five Barriers That Keep Girls Out of School – Women Deliver

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Below is a snapshot of the stakeholders' engagement matrix.

District level stakeholders

Stakeholders	Data collection instrument	
	Focus group discussion	Key informant interview
Out of school adolescent girls		
Parents/ community members		
Head Teacher of government girls school		
Teacher of girls' community school		
Local leader / Head of Jirgah		
Local activist / social mobiliser		
District Education Officer or Deputy		

Provincial level stakeholders

Stakeholders	Data collection instrument	
	Focus group discussion	Key informant interview
Secondary Education Department, Government of Balochistan		
Social Welfare Department, Government of Balochistan		
Donors and civil society players: <ul style="list-style-type: none"> • JICA • UNICEF • SCSPB 		

The table below gives summary states of the field outreach in five districts:

Primary data collection – Focus group discussions

Stakeholders	Participants
Adolescent out of school girls (age 10-20 years)	72
Parents/community members	115

Primary data collection – Key informant interviews

Stakeholders	Participants
District	36
Province	11

3.3 Frame of analysis

Balochistan’s data collection regime in education has significantly improved in the last 7 years. However, it continues to largely focus on collecting quantitative information in a consistent manner. While it is utmost important to be collecting consistent data, it is equally crucial to deconstruct what is being reported.

This series of white papers intend to take a deep dive at the key barriers reported and attempts to understand the local area-specific challenges and thought-process of the communities, which is currently missing from the statistical year on year reporting.

This series of white papers follow the below mentioned method to analyse the existing and primary data collected from the field:

01

Desk review

Utilising existing knowledge/data to narrow down *fundamental* barriers to girls education in Balochistan

02

Primary data collection

Developing tools for direct engagement with key stakeholders in specific districts (of Balochistan), to understand the reasons behind already-known barriers

03

Triangulating the response

Develop a nexus of understanding the local needs, correlating evidence and best practices, and preparing a menu/combination of recommended pathways to address specific *fundamental* barriers in each of the white paper

Once the data from the field and the desk review is triangulated, common themes are identified. These themes are cross analyzed to answer some of the gaps identified in the desk review.

The preliminary findings of the triangulated barriers are then used to prepare for specific key informant interviews seeking ways to address the challenge at hand.



4 BOTTLENECKS - PROVISION OF GIRLS' EDUCATIONAL INSTITUTIONS

Secondary Education Department's efforts to declare primary schools gender-free were highly lauded as it increased the community's access to basic education. For communities which did not have a girls-only primary school in their area/village meant that the parents either (a) kept their daughters out of school, or (b) bore additional cost of sending daughter to school by either enrolling in a low-cost private school, if available, or by bearing additional cost to travel to the girls' primary school in the closest village. More often than not, the result for most of the households would be to keep the girl child at home, based on economic calculations.

The new gender-free primary school policy now meant that the households did not have to incur additional costs to enroll their girls in primary schools. However, only to realise that the bottleneck was being pushed further ahead in the supply-chain process. This section presents the finding of the thematic analysis of the qualitative primary data collected from the field to be able to understand the thinking-process of the local community vis-a-vis lack of schooling opportunities for girls.

Bottleneck 1: Sporadic spread of educational institutes for girls

Majority of parents'/community members reported that (un)availability of girls' school, especially post-primary school, plays a detrimental role in the households' decision to send the girl child to school. Socio-economic influence or cultural norms are at a lower level in the households' decision-making-tree.

Whereby parents'/community members begin associating the lack of supply of school for girls with the degree of importance associated to girl's education. This stands true in case of different tiers of schools. In communities where only a girls' primary school exists, with no possibility of access to a post-primary school in nearby villages either, parents begin withdrawing girls from school even before completing primary school as they do not foresee the girl child pursuing education in the long term. Hence, reflected in the level of drop out of girls upon completion of, or prior to completion of primary school.

The decision-making is further influenced by the magnitude of islands of educational-isolation in each community i.e. the land-radius which does not have a post-primary school for girls, land-radius at which no inter college or higher secondary school for girls, and the land-radius in which no higher educational institute for girls exists.

“If there is no school for girls within the village, it becomes a common practice to not send girls to school at all. No one questions the norm in that case”

Community schoolteacher
from Sharan, Pishin

The inconsistency of the supply-side educational institutes for girls is reflected below in the number of post-school institutes for girls in the province:

District	Union Councils	Govt Primary School	Govt High School	Govt Higher Secondary	Intermediate College	Degree College
Awaran	10	154	9	2	0	0
Barkhan	13	495	7	2	1	0
Chaghai	12	176	7	3	1	0
Dera Bugti	12	312	6	1	0	0
Duki	08	233	2	1	-	-
Gwadar	05	186	11	2	1	0
Harnai	06	128	6	1	0	0
Jaffarabad	40	428	11	0	3	0
jhal Magsi	13	211	6	0	0	0
Kachhi	27	327	10	2	-	-
Kalat	18	149	16	1	2	0
Kech	37	478	30	8	0	1
Kharan	09	151	10	1	1	0
Khuzdar	34	497	18	1	0	1
Killa Abdullah	25	329	12	0	1	0
Killa Saifullah	25	437	8	0	1	0
Kohlu	08	365	8	2	1	0
Lasbela	22	508	10	4	1	0
Loralai	37	248	11	1	0	1
Mastung	13	279	17	0	1	0
Musakhel	10	238	7	1	1	0
Naseerabad	24	366	8	1	1	0
Nushki	08	162	12	3	0	0
Panjgur	16	276	15	3	1	1
Pishin	38	662	22	1	2	0
Quetta	67	309	61	7	1	6
Shaheed Sikandarabad	N/A	149	4	1	-	-
Sherani	14	131	2	1	0	0
Sibi	09	181	18	0	0	1
Sohbatpur	11	381	7	2	-	-
Washuk	11	121	6	1	0	0
Zhob	24	218	7	2	1	0
Ziarat	07	179	8	2	0	0
Total	613	9,464	392	57	21	11

Bottleneck 2: Lack of employability and career choices

Grade 9 and 10 are the starting point for shaping career choices i.e. choosing between science and arts. Grade 11 and 12 is where students choose between pre-medical, pre-engineering, commerce etc., dependent on their chosen field in high school.

Unfortunately, where no science teacher is available in school, girls are forced to take arts subjects. Thereby excluding girls, by design, to opt for STEM related professions. The dynamics of female subject specialist and its correlation to girls' enrollment will be discussed at length in the next white paper.

The second hiccup occurs where girls/women who were able to pursue careers of their choice, the lack of employment opportunities for females within their own area/district deters them to become earning members, especially in rural settlements. These supply-side gaps throughout the system keep reinforcing families to reconsider their decision to enroll their girl child in school.

Bottleneck 3: Lack of pathways for girls who are beyond school going age

Young girls who have never been to school, and are now between the age of 14 and 20 years, cannot be enrolled back into a mainstream school. They remain unskilled and illiterate, further adding to the already significantly low female literacy of the province. These are mostly first born girl child of the house who are engaged in chores or home-bound care work from a young age and never had the opportunity to enroll in school. This is a cohort of adolescent girls who are keen to learn to read, write and acquire some basic skill.

A detailed analysis of existing and previously deployed models of non-formal education and literacy programs (by state, NGOs and donors) is included in the below section.

5 RECOMMENDATIONS - WHAT NEEDS TO BE DONE

With the Article 25-A of the Constitution, the responsibility of provision of access to [quality] education for all children between the ages of 5 and 16 lies with the state. Even after 11 years of devolution of power to manage education as a provincial subject, Balochistan Secondary Education Department has largely been struggling owing to the spread of land, low population density and limited capacity of the bureaucracy. The province has seen some wins over the last decade, albeit, small, slow and short-lived.

In light of the bottlenecks discussed above, this section provides a possible set of recommendations to address the bottlenecks at different tiers of education level, especially for girls.

5.1 Expanding access through community school model

The potential of improving access to educational institutes through community schools, especially at primary level, can be seen in landmark projects like the BRAC's community driven Education Support Program in Bangladesh, Community Schools in Africa (Community Schools Alliances Project; Ghana, Community Schools; Kenya) and community-based education in Afghanistan.

Pakistan embarked on the community school model in the 1990s having established 250 community schools in far flung northern areas, often segregated by rivers and mountains. Below is what we know about community school projects executed in Balochistan and other parts of the country.

Evidence from Balochistan

	Key factors	Enabling factors	Hindering factors
Balochistan Education Project - 2015	<ul style="list-style-type: none"> Improved access through establishing 725 primary community schools Enrolled 28,042 previously OOSC Community-driven merit/needs-based school selection process Hiring of teachers on merit (through NTS) 	<ul style="list-style-type: none"> Community's ownership and engagement in identified OOSC, nominating female teacher, and donating land for school Transparency: public advertisement and call-for-communities to fill out applications to start a community school in their area Embedded sustainability: all community schools were registered as government schools once functional with a purpose-built building Establishment of Real Time School Monitoring System 	<ul style="list-style-type: none"> Insufficient engagement of District Education Administration
Community Girls Middle Schools, SESPEB / UNICEF - 2006	<ul style="list-style-type: none"> Districts: Pishin, Kalat, Sibi & Khuzdar 20 girls' community middle schools established in primary schools of each district 500 student beneficiaries 	<ul style="list-style-type: none"> Identified areas in each district with high demand for girls' middle schools (primary schools existed but no middle school) Government primary school's building was utilised PTSMCs in each area were trained and formed linkages with Secondary Education Department (covering sustainability) Crash induction course for newly recruited teachers 	<ul style="list-style-type: none"> Project-specific intervention M&E was only conducted by Project Team
Girls' High School Certification Programme, Azat Foundation	<ul style="list-style-type: none"> Program for girls who have dropped out after completing middle school 7 learning centers in Nushki District benefitted 175 girls 2 years' course condensed to 10 months Project staff claims that all 175 students had leared matriculation exams 	<ul style="list-style-type: none"> Social mobilization – identification of villages with no high school Establishment of one-room 'learning center' within the community Hiring a local teacher from the community Afternoon schooling timing Additional topics such as life-skills, health and hygiene included Students sit for matriculation exams upon completion of the 10-month course 	<ul style="list-style-type: none"> Project-based intervention, no mechanism of sustainability post-project intervention

Evidence from the rest of Pakistan

	Key factors	Enabling factors	Hindering factors
NCHD UPE Program, UNESCO-Community Feeder Schools	<ul style="list-style-type: none"> • 17,500 community feeder schools established across the country • Covers grade 1-3 • 21,000 teachers trained • Drop out ratio decreased from 50% to 10% in intervention areas (early primary grades) • Increase in enrolment from 54% to 85% 	<ul style="list-style-type: none"> • Feeder School's attachment to a nearest Government Primary School (with EMIS code) • A consistent method of mainstreaming students from the feeder school • Teachers' Continuous Professional Development Support provided by the attached Government Primary School 	<ul style="list-style-type: none"> • Lack of a rigorous monitoring and evaluation regime • Lack of Information Management System
Basic Education Community Schools (BECS) 1996-2019	<ul style="list-style-type: none"> • Home-bases schools providing basic education • Condensed primary curriculum to be covered in 3 years • 600,000 children facilitated in all four provinces 	<ul style="list-style-type: none"> • Community-centered location and teacher 	<ul style="list-style-type: none"> • Lack of governance and M&E mechanism • Ambiguity on regularization of these schools since the 18th amendment • CPD mode of teacher support was missing

Recommended pathway based on evidence and research:

The community school model of expanding educational institutes has its merits and lessons. Based on existing literature and evidence collation, here is the proposed pathway to expand access, especially to post-primary schools for girls, through community schools model:

A. Pre-define minimum criteria of selecting geographical pockets for establishing community schools:

Criteria to establish a girls' primary community school

- No primary school (government, private, NGO) for girls within 1.5-2 km radius
- At least 20 - 25 out of school girls in the community
- Availability of a female teacher for the proposed primary school in the community
- Community to provide a temporary 2-room structure for the community school
- Community to donate land for the community school

Criteria to establish a girls' middle community school

- No post primary girls' school (govt, private, NGO) within 1.5-2 km radius
- Minimum of 2 primary schools (govt, private, NGO) within a radius of 3-km to ensure consistent inflow of primary-school graduates for the proposed community-middle-school
- At least 20-25 female students in the community who've completed primary education
- Availability of a qualified female teacher for the proposed middle school in the community
- Community to provide a temporary 2-room structure for school
- Community to donate land for a purpose-built construction of the middle-community-school

- B. Community to fill out the application for the need of the girls' community (middle or primary) school. This demand-led strategy embeds ownership of the community and adheres to need-based allocation of resources
- C. Each community school (primary or post-primary) should be formally attached to the nearest Government School with an EMIS code.
- D. Embed strong governance and monitoring & evaluation mechanism for community schools at two tiers:
 - a. Vigilance committee comprising of community members/elders (local accountability)
 - b. School cluster, with the head of the school cluster responsible for providing necessary capacity building support and monitoring the 'quality'
- E. CPD-model/Mentoring for teachers of community (primary or middle) school to be linked with the nearest Government Middle/High School within the same cluster, similar to the model adopted by NCHD's feeder schools

5.2 Expanding access through upgrading existing government schools

With the objective of increasing girls' retention and transition from lower to higher grades, one of the ways adopted by education departments is to upgrade an existing educational facility to offer higher level of teaching and learning within the same premises.

Below is a grid showing criterion set for upgradation of schools by different provinces:

Balochistaan	Other provinces
Minimum enrollment defined for grade 4 & 5 for middle, 7 & 8 for high school, 9 and 10 for higher secondary	Minimum enrollment defined for grade 4 & 5 for middle, 7 & 8 for high school
Minimum land requirement	Minimum land requirement: 1-2 Kanal for middle schools, 5 Kannal for high school
Availability of land (donated or to be acquired)	Availability of land
Building structure requirements	Distance from nearest school at the same level
	Building structure requirements

In addition to the Secondary Education Department’s upgradation plan, some donor-funded projects have also facilitated the upgradation based on a demand-led criteria. Below is a snapshot of some projects having pursued school upgradation, and learnings for future regarding the criterion set for upgrading existing schools:

Evidence from Balochistan			
	Key factors	Enabling factors	Hindering factors
Balochistan Education Project - 2015	community schools, BEP upgraded 195 government post-primary schools	Community’s ownership and engagement to upgrade schools on need-basis	Insufficient engagement of District Education Administration
	195 primary schools upgraded to middle schools	Transparency: public advertisement and call-for-communities to fill out applications to upgrade existing schools	
	25 middle to secondary schools	Retention: Quality of teachers: hiring of teachers on merit (through NTS)	
	20,452 girls enrolled in post-primary grades due to upgradation	Project focused on hiring of local female teachers 200 teachers hired for mathematics and science	

5.3 Expanding access through public-private partnerships

Based on literature, public-private partnership (PPP) models have played an important role in improving access to education in the country since early 2000s. The PPP model fueled by donor, civil society or an individual, while important, have remained ad hoc and small in numbers.

The state-supported public-private partnership model i.e. state provides per child cost to a third-party (parent or school) to enroll the child in school. This voucher scheme has remained largely successful in addressing the issue of access and improving quality. To mainstream the PPP, Education Foundations were set up in each province. These semi-autonomous bodies were responsible for managing public-private partnerships in education. Each foundation chose a path to further its mandate and learning along the way. The table below lists major programs/projects each foundation runs, along with what worked for each and the lessons learned over the years.

Public private partnerships (Education Foundation node)

	Key factors	Enabling factors	Hindering factors
Balochistan Education Foundation	<ul style="list-style-type: none"> Community school based approach 633 community schools in 32 districts 28,000 + children enrolled 	<ul style="list-style-type: none"> Community engagement Schools in rural and remote areas Hiring of local teacher Private School Registration under BPEIRRA 	<ul style="list-style-type: none"> Insufficient monitoring and evaluation mechanism Weak teacher training and support mechanism
Punjab Education Foundation	<ul style="list-style-type: none"> Education Voucher Scheme: per child voucher given to parents to enroll in any private school Foundation Assisted Schools: per child cost given to private school Continous professional development program: CPD of teachers from LCPS 	<ul style="list-style-type: none"> Private sector driven Not dependent on donors PEF now manages all PPP (Foundation assisted or other non-foundation driven PPP) 	<ul style="list-style-type: none"> To improve quality, PEF had to invest in training and capacity building of teachers (PEF schools)
Sindh Education Foundation	<ul style="list-style-type: none"> Adopt a school program: donors: through SMCs a donor, individual or NGO adopts the school School Fellowship Program Foundation Assisted Schools: child subsidy model Adolescent and Adult Learning and Training Program 	<ul style="list-style-type: none"> Improved access and infrastructure In the process of school upgradation (post-primary) Tech-innovation during COVID (Microsoft) S&LD entrusted operational management of 'Comprehensive Schools' to SEF 	<ul style="list-style-type: none"> Donors and NGO driven Ad hoc monitoring and evaluation
KP Elementary Education Foundation	<ul style="list-style-type: none"> Girls community schools: 2,219 Iqra Farogh-e-Taleem Voucher Scheme: 614 partner schools 	<ul style="list-style-type: none"> Community schools in rural and remote areas Local recruitment of teachers Intermediate as minimum qualification for teacher 	<ul style="list-style-type: none"> Faced significant financial and management issues for a decade

5.4 Expanding access through second shift post-primary schools

Second shift schools allow state to improve access to school(s) with limited resource allocation, as compared to construction of a new school. Second shift schools, especially those linked to higher grades, improve retention and transition rates. They address the issue of lack of post-primary schools in remote areas by essentially upgrading the existing primary school to middle and middle to a high school in the second shift.

Evidence from different second shift programs across the country is collated below:

Second Shift Schools			
	Key factors	Enabling factors	Hindering factors
Insaf Afternoon School Program, School Education Department, Government of Punjab	<ul style="list-style-type: none"> Launched in 577 schools in 21 districts enrolling 20,000 students in post-primary schools SED used afternoon schools as a way to upgrade existing schools and increase transition and retention in post-primary schools 	<ul style="list-style-type: none"> No new school construction required Financial allocations in Annual Development Plan for the project Comprehensive upgradation criteria established for selection of schools for afternoon shifts Minimum teacher qualification criteria are set at matric up to graduation Local hiring of teachers via PTC School buildings will be upgraded, where required Transportation for boys and transport vouchers for girls provisioned in this project 	<ul style="list-style-type: none"> Insufficient monitoring and evaluation mechanism Weak teacher training and support mechanism
Second Shift Schools, Elementary & Secondary Education Department, Government of Khyber Pakhtunkhwa	<ul style="list-style-type: none"> Launched 120 second shift schools to improve access to post-primary schooling 78 boys' and 44 girls' schools to be upgraded from primary to middle and middle to high in second shift Addresses overcrowding in primary schools by limiting class strength to 40 per grade in each school session 	<ul style="list-style-type: none"> School selection concentrated in remote areas Local hiring of teachers New teacher appointments for second shift schools Financial allocations in Annual Development Plan for the project 	<ul style="list-style-type: none"> Additional teachers hired for these schools are hired as teaching interns Minimum qualification for teachers is kept at undergraduate level, even in remote areas First year of implementation hence no evaluation so far

Recommended pathway based on evidence and research:

Based on the criteria for selection of schools (Insaf Afternoon Schools) and the components of each of the projects launched in two provinces in 2021, it is recommended that Secondary Education Department, Government of Balochistan, deploy this method to upgrade existing schools and improve access to post-primary schools.

Furthermore, in Balochistan, communities where post-primary government school exists only for one gender (girls or boys), the state shall explore the option of running the school in two shifts within the same building i.e. morning shift for one gender and evening/afternoon school for the other gender. This approach can effectively address the issue of non-availability of post-primary schools within the same village, especially for girls.

5.5 Expanding access through alternate learning programs

Alternate learning programs are the prime mandate of the Directorate of Non-Formal Education of the Department of Social Welfare, Government of Balochistan. In collaboration with civil society organisations and donors, the department has successfully been able to notify the following for second chance learning programs:

- Balochistan Non Formal Education (NFE) Policy 2016-2023
- Non Formal Basic Education (NFBE) curricula approved and deployed
- Basic criteria for selection of communities to establish NFE centers
- NFBE Certification, Assessment and Examination System approved and notified by Secondary Education department
- Establishment of Non-Formal Education Management Information System

According to the Non-Formal Education Management Information System, Directorate of Literacy and Non Formal Education Balochistan has 1,003 operational state-funded schools across the province, 955 teachers, and 18,547 learners. There are other non-governmental organization(s) operating non-formal learning centers in the province (mostly on need-basis). Below are the successes and lessons learned from these project-based interventions:

Alternate learning programs - Balochistan

	Key factors	Enabling factors	Hindering factors
Advancing Quality Alternative Learning Project, JICA	<ul style="list-style-type: none"> • Technical support to strengthen non-formal education system in target areas • Target areas: <ul style="list-style-type: none"> • Balochistan • Punjab • Sindh • Islamabad Capital Territory 	<ul style="list-style-type: none"> • Development of Balochistan Adult Literacy and Non- Formal Basic Education Curricula • NFEMIS (Pakistan) established • Non Formal Teacher Training Framework • Developing tools and item banks for NFBE • Development of teaching learning material for NFE packages 	<ul style="list-style-type: none"> • Insufficient monitoring and evaluation mechanism • Weak teacher training and support mechanism
Teach and Educate Adolescent Girls with Community Help [1] (TEACH), IRC	<ul style="list-style-type: none"> • 26,000 female beneficiaries between 10 and 14 years of age who are currently not in schools • Girls enrolled in LEARN centers are to undertake classes for 18-months and sit for examination to be enrolled back into a government school • Districts: Chaghai, Nushki, Pishin, Kila Abdullah, Kharan 	<ul style="list-style-type: none"> • Community-driven approach, selection of the most rural communities within each district • Flexibility in teacher recruitment criteria • Teacher training • Strong monitoring and evaluation mechanism • Students appear for exam to be enrolled back into the mainstream school completing the 3-year curriculum in 18 months 	<ul style="list-style-type: none"> • Donor financed project, chances of all schools being taken up the Social Welfare Department are less • Effectiveness of the project and transition rates from alternate learning centers to mainstream schools is yet to be determined (project in progress)

Recommended pathway based on evidence and research

Secondary Education Department and the Social Welfare Department need to collaborate to identify villages within each of Union Councils with the highest out of school girls between the age of 11 and 16 years. These could be girls who have never been to a school or have dropped out without completing primary education.

Alternate learning centers, especially for girls, should be established in the identified communities to enroll the girls into mainstream schools. Various models mentioned in the projects' grid above can be adopted for implementation phase.

5.6 Female literacy and skills' training programs

Mid-to-late adolescent girls who have never been to school have low chances of enrolling back in a mainstream school even with an alternate learning program. These are young girls between the age of 15 and 21 years who need to be engaged in programs which equip them with basic reading and writing skills. Drawing from the findings of the focus group discussions conducted with out of school adolescent girls in five districts, the participants shared interest in learning a technical skill which could allow them to become earning members of the family.

"Skills-based education is the reason we enrolled in this community school. This will allow us to take up technical certification program" - students enrolled in the EARN Learning Center, hKharan

Below is a synthesis of adult literacy and skills' training projects implemented in the past. The findings of the below mentioned projects could direct decision makers to the developing holistic programs including literacy and skills' as core components.

Literacy and skills' program for adolescent population - Balochistan

	Key factors	Enabling factors	Hindering factors
Teach and Educate Adolescent Girls with Community Help [1] (TEACH), IRC	<ul style="list-style-type: none"> 9,000 female beneficiaries between 15 and 19 years of age who are currently not in schools Girls enrolled in EARN centers undergo a 6-month literacy program and acquire one skill for employability Districts: Chaghai, Nushki, Pishin, Kila Abdullah, Kharan 	<ul style="list-style-type: none"> Community-driven approach, selection of the most rural communities within each district Embeds training of a technical-skill within the literacy program Inclusion of financial literacy and entrepreneurship skills Flexibility in teacher recruitment criteria Strong monitoring and evaluation mechanism 	<ul style="list-style-type: none"> Selection of non-digital skills only for the project (beautician, sewing and stitching etc) Donor financed project, chances of all schools being taken up the Social Welfare Department are less No data so far on employability or earning status after skills' training (project in progress)

Advancing Quality Alternative Learning Project, JICA
 Technical support program for NFE and Adult Literacy (mentioned above)

Literacy and skills' program for adolescent population – Rest of the country

	Key factors	Enabling factors	Hindering factors
NCHD Adult Literacy Program,	<ul style="list-style-type: none"> National literacy program for adult (especially women) between 11-45 years 3,500 centers across the country 	<ul style="list-style-type: none"> Community centered Community provides space for literacy center, identifies participants and facilitators Management and training rests with NCHD 	<ul style="list-style-type: none"> Standalone intervention: no follow-up with participants of the literacy centers hence learning is lost over years Lack of program accreditation Quality could not be maintained hence the associated value with literacy centers declined in the community
Adult Female Functional Literacy Program[1], UNESCO	<ul style="list-style-type: none"> 1 district (Sialkot, Punjab), 12 Union Councils 56,000 learners from 36,816 households Females between the age of 15 and 25 years who are not in school Program integrates literacy, vocational, business and life skills training as well as civic (human rights, peace building), health (reproductive, HIV/AIDS, nutrition) and agricultural education 	<ul style="list-style-type: none"> Community-focused approach Established Village Education Communities (VEC) and Family Education Communities (FEC) Training of 224 teachers on literacy and skill components with monthly follow-ups Mobile Rickshaw Library Monitoring by VEC and FEC 	<ul style="list-style-type: none"> Monitoring by project staff and community only Some learners could not become part of the project due to home-work responsibilities Low-paying skills (sewing and cutting) Post-skill acquisition, learners were unable to find employment for a long duration and as a response to this, a follow-up training on entrepreneurship was held with learners

Recommended pathway based on evidence and research

- Close collaboration is needed between the District Education Office of the Secondary Education Department, Directorate of Literacy and Non-Formal Education of the Social Welfare Department, and the Balochistan Technical Education and Vocational Education Authority.

So far, the mandate of literacy (adult) is parked with the Social Welfare Department, skills' training lies with the Balochistan Technical Education and Vocational Education Authority, and Secondary Education Department is responsible for education-delivery of every child between the age of 5 and 16 years.

Learning from the project design of TEACH, a close inter-departmental collaboration is required to able to deliver a skills' and literacy based education for adolescent population in the province which continues to remain out of school.

- Utilising existing infrastructure for inter-departmental delivery of a holistic skills' and literacy program for adolescent youth

Deploying the second shift school method of utilizing the existing state-infrastructure, second-shift-literacy and skills' training projects need to be launched in Union Councils where high proportion of adolescent youth is not currently in school.

- Continuous support/follow-up mechanism for graduates of literacy programs

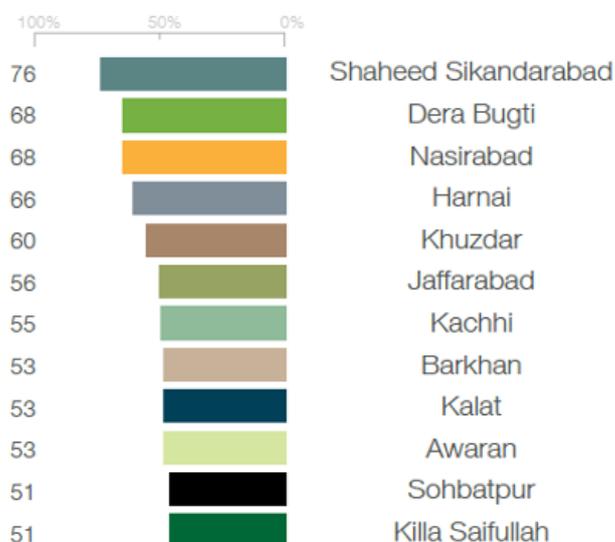
Establishing literacy centers as second shift schools within government school premises will allow to address the issue of one-off intervention to impart reading and writing skills. Each program should be supported with a monthly follow-up session for a period of one-year to curb the learning loss of the literacy-program.

5.7 Model of state dependence as a starting point

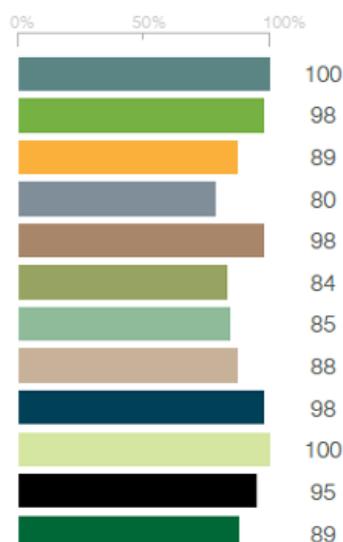
Undoubtedly, more post-primary schools for girls are needed. Many options for expansion of access have been discussed above. However, in locations/communities where no government or private school exists, the state has to intervene. It is the prime responsibility of the state to provide education to all children between the ages of 5 and 16. According to the Pakistan Social and Living Standards Measurement (PSLM), two districts in Balochistan have 100% of the children are enrolled in government schools, and 9 districts where more than 93% students are enrolled in government schools. This depicts lack of private sector's interest and incentive in opting to provide educational services. Hence, the children in these districts are dependent on the state to provide them education.

In identifying these districts, the proposed model of state dependence from The Missing Third[1], maps the districts with the highest proportion of out of school children on to the districts which are classified as state dependent, to come up with a list of 12 districts marked as highly state dependent [2]i.e. these districts have the highest proportion of out of school children and no interest of the private sector to provide educational services. The only hope for the children residing in these districts to get education is by state's provision of educational services. Hence, this model would be a good starting point to identify the state-dependent districts..

Out of school children



Enrollment in government school



Female literacy (15+)

2%
8%
8%
16%
8%
13%
24%
11%
12%
36%
17%
9%

Undoubtedly, more post-primary schools for girls are needed. Many options for expansion of access have been discussed above. However, in locations/communities where no government or private school exists, the state has to intervene. It is the prime responsibility of the state to provide education to all children between the ages of 5 and 16. According to the Pakistan Social and Living Standards Measurement (PSLM), two districts in Balochistan have 100% of the children are enrolled in government schools, and 9 districts where more than 93% students are enrolled in government schools. This depicts lack of private sector's interest and incentive in opting to provide educational services. Hence, the children in these districts are dependent on the state to provide them education.

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Coincidentally, these are districts with some of the lowest female literacy in the country.

Recommended pathway based on evidence and research

Secondary Education Department should prioritise districts which are highly-state-dependent for education provision, especially girls. Once the districts are identified, District Education Authority should devise need-based plans for the expansion of post-primary schools for girls.

6 ANNEXURE

Table 1: Girls' status of schooling in Balochistan (by age)

Age	Balochistan-Female		
	Currently enrolled	Never enrolled	Dropped out
5	16.52%	83.48%	0.00%
6	49.00%	50.91%	0.09%
7	55.31%	44.52%	0.16%
8	56.12%	43.19%	0.69%
9	56.62%	42.69%	0.68%
10	48.91%	49.69%	1.40%
11	49.84%	46.96%	3.19%
12	39.78%	54.18%	6.04%
13	37.83%	50.89%	11.29%
14	32.89%	54.58%	12.54%
15	26.09%	54.38%	19.53%
16	21.40%	54.41%	24.19%

Source: The Missing Third

Table 2: Population by age

Age	Balochistan				Total
	Rural		Urban		
	Male	Female	Male	Female	
5	171,772	155,985	58,030	52,465	438,252
6	182,948	160,310	56,609	50,722	450,589
7	171,132	147,371	58,694	51,789	428,986
8	183,445	153,863	56,989	50,082	444,379
9	162,268	136,709	56,453	48,301	403,731
10	165,936	138,134	53,520	46,002	403,592
11	134,182	110,348	50,091	42,613	337,234
12	129,696	106,062	46,008	38,753	320,519
13	116,215	93,331	44,984	37,454	291,984
14	115,708	92,948	43,188	36,501	288,345
15	108,874	85,245	42,544	35,661	272,338
16	102,230	81,979	40,857	34,292	259,379
					4,339,328

Source: Population and Housing Survey, 2017

Table 3: Enrolment by school type

Province/Region	District	Government (%)	Private (%)	Deeni Madaris (%)	Others combined (%)
Balochistan	Awaran	100	0	0	0
Balochistan	Barkhan	88	12	0	0
Balochistan	Dera Bugti	98	0	1	1
Balochistan	Duki	67	24	9	0
Balochistan	Gwadar	95	5	0	0
Balochistan	Harnai	80	11	9	0
Balochistan	Jaffarabad	84	14	1	0
Balochistan	Kachhi/ Bolan	85	12	1	3
Balochistan	Kalat	98	2	0	0
Balochistan	Kech/Turbat	95	5	0	0
Balochistan	Kharan	94	6	0	0
Balochistan	Khuzdar	98	1	0	0
Balochistan	Kohlu	77	23	0	0
Balochistan	Lasbela	71	18	12	0
Balochistan	Loralai	71	28	0	0
Balochistan	Mastung	85	13	2	0
Balochistan	Nasirabad	89	5	3	4
Balochistan	Nushki	95	5	0	0
Balochistan	Pishin	78	13	9	0
Balochistan	Killa Abdullah	56	8	37	0
Balochistan	Killa Saifullah	89	5	7	0
Balochistan	Quetta	59	31	10	0
Balochistan	Shaheed Sikandarabad	100	0	0	0
Balochistan	Sherani	75	9	16	0
Balochistan	Sibi	77	23	0	0
Balochistan	Sohbatpur	95	5	0	0
Balochistan	Washuk	98	0	2	1
Balochistan	Ziarat	76	16	6	1

Source: The Missing Third

Table 4: Government schools in Balochistan

	Primary	Middle	High	Higher Secondary
Government <u>boys</u> schools	6,472	855	709	78
Government <u>girls</u> schools	2,364	628	392	57
Co-ed schools	628	2	-	-
Total government schools	9,464	1,485	1,105	135

Source: BEMIS 19-20

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THE UNSERVED

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