



Graduate School of Development Studies

**Malakand Rural Development Project:
A hope for Rural Development in NWFP, Pakistan
A Case Study of Swat District**

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Dedication

I dedicate this paper to my wife Dr. Gulshan and my daughter Umaima

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Abstract

This research analyses the different approaches to developmental and poverty alleviation in Pakistan and specifically in NWFP. These approaches include the public sector agencies, non governmental organizations and rural support programs. The main interest is to find out what were the causes or shortcomings in public sector organisations and NGOs that they couldn't achieved their targets of development and poverty alleviation. A new experiment was replicated from the Northern areas project of Agha Khan Rural Support Program (AKRSP) with the name Malakand Rural Development Project (MRDP) in four districts of the NWFP with the assistance from Asian Development Bank. And this experiment turned out useful for these areas. This research paper is focusing only in the education sector of the program of MRDP.

List of Acronyms

ADB	Asian Development Bank
AKRSP	Agha Khan Rural Support Program
ALNRM	Agriculture, Livestock & Natural Resource Management
CBO	Community Based Organization
DCO	District Coordinator Officer
ECNEC	Executive Committee of the National Economic Council
ED	Education Department
EEF	Elementary Education Foundation
EFA	Education for All
FATA	Federally Administrated Tribal Areas
G&D	Gender and development
GDP	Gross Domestic Product
HDR	Human Development Report
ICG	International Crisis Group
KIDP	Kalam Integrated Development Project
LFA	Literacy for All
LHV	Lady Health Visitors
LHW	Lady Health Workers
MDG	Millennium Development Goals
NCHD	National Commission for Human Development
NGO	Non Governmental Organization
NRSP	National Rural Support Program
NSA	Non State Actor
NWFP	North West Frontier Province
PATA	Provincially Administrated Tribal Areas
PC	Project Concept
PCR	Project Completion Report
PSLM	Pakistan Social and Living Standard Measurement
PTA	Parent Teacher Association
PTM	Parent Teacher Meeting
RSP	Rural Support Programs
SECP	Securities and Exchange Commission of Pakistan
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNISEF	United Nations International Children Emergency Fund
UPE	Universal Primary Education
VO	Village Organization
WAPDA	Water and Power Development Authority

Chapter 1 Introduction

Poverty has been the major concern of various governments in Pakistan over the last few decades. Efforts to ameliorate poverty have been made in vain; consequently, more than one-third of population is living below poverty line (HDR, 2005). Increase in growth and squeeze in development expenditure have added to increasing poverty. Moreover, high population growth is increasing demand for public services and basic human needs (Choudry and Abe, 1999). Poverty had a declining trend in 1970s and 1980s but the trend was reversed at the end of 1990s in Pakistan (Asian Development Bank, 2002). The Asian Development Bank (ADB) further adds in its report that more than 12 million people were added to the poor strata of Pakistan between 1993 and 1999. The rising poverty was said to be the result of poor governance and slow economic growth with worsening income distribution. (Zaidi, 2000).

One of the reasons of persistent poverty in Pakistan is poverty gap in its rural/remote and urban regions. Rural areas are less developed in terms of economic opportunities as well as lack of accessibility to social services. Another key feature of poverty profile is its uneven variance across provinces and regions. Of all the four provinces of Pakistan, the North-West Frontier Province (NWFP) and Baluchistan are poorest. Rural and mountainous areas of the former are characterized by a scattered population, remote geographical location, under developed markets for goods and services and poor investment in human capital formation. These attributes in the hilly areas of NWFP have increased the severity of poverty problem (Zia, 2000). In Pakistan almost 66% of the population resides in rural areas (UNDP 1996 and Ashraf 2001) and not surprisingly, the financial condition of a large majority of the rural poor is linked with the performance of the agricultural sector. Research and development policies in the past favoured large farmers and widened this gap between the rich and poor (Ashfaq 2001 & Amir, 2006).

The mountainous areas in Pakistan are situated in the north western Part of the country and form a formidable barrier (Zia, 2000). These areas are less developed than the settled areas; however, these can be brought into development net through economic intervention. The poverty is rampant in these mountainous areas but cultural aspect provides security and subsistence under very harsh conditions. So far, no modern economic opportunities have touched those tribal areas, and there are conflicts between the government and the tribes (UNDP 1998) as a result the poverty remain unchecked.

In order to cope with the issue of poverty and empowerment of the poor people the government has adopted various plans and strategies. The strategies adopted by the government in the past to curb increasing poverty in the area, were involved in disseminating projects to the needed people, however, the problem was with the 'top down approach' adopted in these strategies. These conventional approaches of top down delivery paradigm, see poverty alleviation as a set of projects that deliver basket of goods and services 'efficiently' to the poor Furthermore, those projects aimed at enhancing income or generating employment among the poor along with providing basic services of health, sewage, education and drinking water facilities (Hussain,

1994). In those approaches there were few drawbacks, for instance, the poor were seen as passive recipients of targeted delivery efforts by the government or donor agencies, and they (government) were mostly concerned with the finances and technology rather than mobilization of people as a community (ibid). The professionals of this approach see successes in terms of rate of return on investment or cost benefit analysis, and ultimately these task were performed outside the cultural and psychic milieu of the poor. So these approaches did not work for the poor people and poverty was not affected much by projects. An alternative approach to that paradigm was the introduction of ‘participatory approach’, in which the needs of the poor were realized and they were brought to be involved in the development works of their area. This ‘participatory approach’ can rightly be named as ‘bottom-up approach’ and has been hailed by the masses and donor agencies, for little shortcomings and many merits.

To address the issue of poverty in the Malakand Agency¹ (I would suggest you introduce Malakand Agency in footnote or endnote) and its surrounding hilly areas, many projects have been initiated by government, with the assistance of donors’ community, to make the lives of people better. Some of the projects included Social Action Program (SAP), though it was started country wide in 1992-93 by Government of Pakistan, to develop a programmatic, medium term approach to public expenditure at sectoral level and aimed at improving the social indicators which lag behind the averages for low income countries (Hussain, 1994). This Social Action Program was started across the country, with concentration on limited sectors i.e. health, education and rural water supply & sanitation in all rural and urban areas in the country. SAP was not much successful because it totally ignored community participation, there were also some instances of political interferences and corruption and there was a lack of emphasis on quality of education it imparted² Kalam Integrated Development Project (KIDP) was initiated in the Swat District which left some good impact (discussion with Hussain³, one of the pioneering member of KIDP), commenced in 1981 and finished in 1998, in the hilly areas of NWFP covering Kalam, Behrain, Madyan, Mankial and

¹ Malakand agency lies at a strategically important position as it acts as a Gateway to Swat, Dir, Chitral and Bajaur. Malakand Agency is bounded on the north by Dir district, on the East by Swat district, on the South East and South West by Mardan and Charsada Districts respectively, and on the West by Mohmand and Bajour Agencies. The area of Malakand protected area is 952 square km. Malakand agency is divided into two sub-division. Swat Ranizai and Sam Ranizai. Malakand is the head quarter of Malakand Agency. The Administration has raised a levy force for the control of law and order situation. High court extended its jurisdiction to this area in 1974 and district and civil judges work here ever since. Historic ruins, founded at different places in the agency, indicate that this area was part of Ghandara civilization and Buddhist peoples lived here. (see also www.batkheila.com)

² Pakistan’s Social Action Program, success or failure? (See also <http://www.yespakistan.com/people/sap.asp>)

³ Muhammad Hussain, is working in National Commission for Human Development in Education Sector, as District Literacy Officer, in Swat District, I met him on 22nd August 2008, he was one of the pioneering member of KIDP, he was telling me that even today the work of the KIDP is visible in Swat district.

Utror. The main objective of this project was to improve the life of mountain farmers (KIDP report, 1998) along with forest conservation. PATA⁴ (Provincially Administrated Tribal Areas) Integrated Agriculture Development Project was another project being initiated in 1986 and the origin of this project lied in Pakistan-Netherlands Groundwater Development Project (started in 1979). The areas covered by this project were Malakand Division, Southern Swat, Northern Buner and Malakand Agency. The main objectives were living standard improvement and enhancing the agriculture production on sustainable basis. Most of these projects were completed and they did achieve most of their targets but they were not extended for longer period time.

One common characteristic of all these projects was that they were involved in few sectors in the area, and were not covering all segments under one head to reduce or alleviate poverty. Since poverty is not a single facet phenomenon to get that right and poverty will be alleviated but in fact, it is a multi faceted phenomenon and need to be addressed at many fronts. For instance, one can't stick to agriculture or water channels problems for addressing the problems of the poor but one has to bring improvements in the income of the people through improving not only agriculture but also other non farm activities for enhancing the income of the people. So a need was felt by the authorities to tackle the issue of poverty using a multi pronged approach. The deliberations on multi pronged approach gave birth to a new model in the history of Pakistan, and that model is called Rural Support Programs (RSPs) which is unique in its kind. The RSP movement began in 1982 in remote, poor, and sparsely populated rural districts and gradually expanded to include larger number of districts and even some work in poor urban communities. The first Rural Support Program that was started in 1982 was Aga Khan Rural Support Program (AKRSP) which was just a pilot project, after seeing its success, these programs were replicated in many part of the country.

The project of MRDP was conceived in the post uprising era of Tehrik Nefaz-e-Sharia Muhammadi (movement of imposing Islamic law or the Black Turbans) in May, 1994 (Laporte, 1995). It was presumed that the *raison d'être* of en masse tilt toward extremism in the Malakand region were extreme poverty, unemployment and prevailing sense of deprivation. (Project Completion Report MRDP, 2007). This was confirmed when a general survey revealed the startling facts of 72% rural poverty and 20% of rural women folk engaged in agriculture and livestock management. These general social imbalances were affecting each and every aspect of rural life, however, the position of women folk was particularly disadvantageous in terms of their participation in decision making and their services were hardly recognized. The

⁴ According to article 246(b) of the constitution of Pakistan, the following areas are PATA, in NWFP: Chitral District, Dir District, Swat District, the Tribal Areas in Kohistan District, the Tribal area adjoining (Batagram, Allay,) Mansehra District. In Balochistan: Zohb District, Loralai District, Dalbadin Tehsil of Chagai District, marri Tribal Territory in Sibi District, Bugti Tribal Territory in Sibi District.

irony of the situation was that there was hardly any institution that could address their problems. Civil society organization and public service providing agencies did not have the required will to work for their amelioration (PCR MRDP 2007). The conservative atmosphere further augmented the century old customs and traditions of women being of non-entity. State providing welfare services like health, education and other civic amenities were non-existent. And to crown them all, a sense of general ignorance swayed the area which made it very hard to achieve quick results “MRDP report 1999”. In order to ameliorate the plight of the people in Malakand region, many efforts have been initiated by the government, and NGOs but they were not successful to large extent.

Inspired by the Rural Support Programs like AKRSP, this project of Malakand Rural development Project (MRDP) was intended to address these issues through a multi pronged approach with prime motive to hit at root causes of rural poverty. This could only be achieved through an integrated measure of development in such a way that could enhance household incomes and improve living conditions as AKRSP did earlier. It was also envisaged that MRDP will be transformed to Malakand Rural Support Program but unfortunately this dream couldn't come true and the project was wound up in December 2007.

This research paper is going to analyse the different development models e.g. Rural Support Programs, NGOs/CBOs model and Public Sector Organisations, in addressing the issues of poverty alleviation. In second chapter this research will look at the different approaches being adopted for poverty alleviation in Pakistan. In the third chapter a brief of the Malakand Rural Development Project (MRDP) and its different sectors of operation is given. The fourth chapter will exclusively be on the education⁵ sector of the MRDP and some comparative analysis with the Literacy for All (LFA) that is also working in education sector in the same District. Since this MRDP project is jointly run by government of NWFP, NGOs and community, which is a new experiment in the Malakand Agency (because of their harsh attitude towards foreign funded projects) this paper will analyse how much this project is compatible in Malakand division. This compatibility will be analyzed through targets versus achievements. There are very few studies conducted on this project, so it will cover the gap that exists on the Rural Support Programs and especially on MRDP. This paper will also analyse the project for further replication in other rural areas in the country. I will try to analyze and concentrate only one sector of the project i.e. education, particularly, I will probe changes brought to the area in past few years in terms of enrolment enhancement and adopting strategies for it.

⁵ I chose education sector, because of limitation of data on other sectors. Almost all the sectors of the project did well in achieving its targets, except the road sectors. And the reason that comes into front is there was no community participation in that sector, it was totally up to the will of the government department of FHA (frontier highways authority).

Chapter 2 A Review of Approaches to Poverty Alleviation in Pakistan

2.1 Introduction:

This chapter presents a review of the approaches adopted in Pakistan to alleviate poverty. It will also identify the strengths and weaknesses of these approaches. At least, two types of models can be highlighted that have been applied for poverty alleviation in Pakistan: one is participatory model which incorporates the NGOs/CBOs (Non-Governmental Organizations/Community Based Organizations)⁶ and Rural Support Programs, and second model is non participatory which is basically government departments and its agencies for developmental issues. The non participatory approach will be analyzed through different eras of economic performance and its impact on poverty and other social indicators in the country, and in participatory approach we will analyze the NGOs performances in poverty alleviation and its respective strengths and weaknesses. This model will then be compared with the rural support program (e.g. AKRSP)⁷ along with its strengths and weakness, and lastly will show how this rural support program/AKRSP is better than NGOs model.

Poverty has always remained an issue in the history of Pakistan. Anti-Poverty Rhetoric is widespread, and some indicators of human well-being have improved. However, current conditions are often appalling, trends in many places negative, and future prospects for hundreds of millions of people are very bad (Chambers, 1995). The government of Pakistan has adopted many strategies for alleviating or reducing poverty but has not been fully successful. In the past three conceptual models have been used in analyzing the issues related to rural development, these are individualist (capitalist) model, the collectivistic (communist) model, and the organizational (cooperative) model (Khan & Sultan 1993).

2.2 Approaches to poverty alleviation:

In 1950s and 1960s, the Conventional models for development were the models of Economic Growth: it was perceived that over the time, economic growth would “trickle down” and thereby benefit all sections of society. This approach is called growth-centred approach, and even today the proponents of this approach to development argue that economic growth remains of

⁶ NGOs stand for Non Governmental Organisations...this term is used differently by different researchers but the most acceptable one is that “A non-governmental organization (NGO) is any non-profit, voluntary citizens' group which is organized on a local, national or international level”

⁷ Agha Khan Rural Support Program

fundamental importance for poverty alleviation for three reasons. First, growth is a prerequisite for raising per capita income in society and for expanding the economic opportunities of which the poor are able to take advantage. Second, economic growth is needed to provide the resources required to support increased social expenditure. Third, growth is essential for investment which is necessary to sustain improvements in living standards in the longer term (Riddle and Robinson, 2001).

But in many countries the evidence suggests that growth alone has not been able to reduce poverty to a great extent without more direct policy initiatives. Whereas, growth is a necessary condition for poverty reduction, it is not sufficient to alleviate poverty. Pakistan is not an exceptional case; she has experienced fast growth rates in the 1960s, because of green revolution in many parts of the country. Even during the last decade growth rates were around 6-7%. Pakistan has even had per capita growth – on average 2.2 percent per year from 1950 to 1999. Pakistan's tripling of its per capita income over this period, and Pakistan's PPP per capita income was higher than a third of the world's countries by 1999 (Easterly, 2001), but still poverty and underdevelopment persists. The purely capitalist model of growth-led development did work in 60s to 80s but that was not sustainable, and the poverty trend that was reducing in that period took U-turn and started increasing alarmingly. This is evident from the work of Anwar (2004) who says that “the rapid economic growth (growth of GDP on the average was 6.8 percent in 60s and 6.5 percent in 80s) combined with high capital inflow and decrease in population growth rate to bring prosperity and reduce poverty from 40 percent in the 1960s to about 17 percents in the late 1980s”. According to Asian Development Bank assessment the poverty in Pakistan increased from 26.6 percent in 1993 to 32.2 percent in 1999 and the number of poor increased by over 12 million people during this period (Shah, 2002).

William Easterly (2001) and Zaidi (1999) pointed out two limitations of this green revolution and structural development model. The first was concerned with area of coverage; it was confined mainly to the irrigated areas of Punjab, Sindh, and parts of NWFP. The rain-fed areas of Punjab and NWFP, and the northern hilly region and arid lands of Sindh and Balochistan, were left behind. The second limitation arose from the access to credit which was essential to the dissemination of this technology package, strengthened by considerable subsidies on agricultural inputs. This biased the use of the green revolution technology mainly in favour of the large farmers in the country, and some the industrial growth policy of nationalization etc has originated to twenty two families in the country in 1970s, this has been beautifully elaborated by Christophe Jaffrelot and Gillian Beaumont that “Ayub Khan emphasized industrial development-as witness his decision to take over the Presidency of the Planning Commission. This effort produced a rise in the average annual growth of manufacturing production during the second five-year plan (1960-65). He was popular among businessmen of his firm return to political stability. Nevertheless, only a minority gained from his boom, in particular the ‘twenty two families’ who were said to own Pakistan”. (Jaffrelot & Beaumont, 2004) So that growth favoured only few families in that period.

But despite this good performance on economic fronts (1950-99), the social indicators are pathetic for instance; infant mortality and female primary and secondary enrolments are among the worst in the world. Female literacy ranges from 41% in urban Sindh to 3% in rural, Northwest Frontier Province and Balochistan, with a nationwide average of 29%. Despite a major effort to increase services under a donor-supported 8-year long campaign called the Social Action Program, Pakistan is only spending \$2 per capita on health. Bourgignon and Verdier (1999) argue that an "oligarchy" (ruling elite in case of Pakistan) will oppose widespread education because educated peoples are more likely to demand political power, i.e. democracy. Even if the country is already "democratic", more educated people will be more likely to be politically active and thus more likely to vote for a redistribution of income and power away from the "oligarchy". The performance of the government and their believe in trickle down effect can be judge from the Rasmussen et al (2004) article which says that "from the experience of last three decades, two important lessons cannot be ignored. First, for many reasons including political volatility, weak governance and corruption, successive governments failed to deliver on their basic responsibilities, particularly in reaching the poor and providing adequate social services. Second, even in the best years of economic activity, the so called trickle down effect has remained elusive, with most of the benefits of development going to the better off. The poor have mostly been excluded from these mainstream developments.

In this model, the government behaved as a benevolent, and the people participation was not heeded, so most of the gain of the development diverted to those sectors where only the interests of the minority prevailed. That development gains were not properly managed and bad governance became eminent. The comparative advantages and disadvantages can be explained in few words, the possible strengths of the government departments or sectors are; they are non-profit driven as we mentioned earlier that they are behaving like a benevolent, because most of the time they have great access to finances. The government sector has a large infrastructural network throughout the country, and if they want they can implement any project at any time in every corner of the country. And the disadvantages on public sector side are that; though they are non profit driven but they lack efficiency. The government sectors are sometime non responsive to small volume demands because of the huge hierarchies in the government setups in the country. The government sector has limited flexibility in development activities because most of the work and management are in the hands of bureaucrats so to change those norms are not an easy tasks in developing countries. Though the public sector organization has great access to the finances but sometime they do face restrictions on budgetary allocations to different developmental projects. The government are very often politically biased. So whoever is in power, their programs and projects will be given preferences and those started by previous government are halted immediately, this is very true in case of Pakistan.

Socio-economic development is a process of mutual endeavour which calls for the participation of all segments of society. But due to the limited capability of the national government in many third world countries, it has become increasingly difficult to respond effectively to the growing and diversified needs of the vast majority of population at the grassroots (Singh,

2003). So a need arose for an alternative development paradigm, which may function as catalyst between the government and the community, but still remain independent from the direct government intervention, because the state, its institutions and public policy, were unable to address a host of issues of underdevelopment. And that new paradigm of development needs to be sustainable (Zaidi, 1999), participatory, democratic, just and environmentally friendly. A new concept of “good governance” became prerequisite for the issues of development. This institution in the present day world is being universally termed the non-governmental organizations or the NGOs or Non State Actors (NSAs) or new liberal approach (Ibid).

The essence of the NGO (specifically Southern NGOs and not Northern NGOs) approach to development is not to induce development financially, but to mobilize people into organized structures of voluntary group action for self-reliance and self-development. The first and foremost NGO emphasis is on purposively organizing people for reaching their common objectives (poverty alleviation and development). This way, NGOs are “putting people first” in their work as a methodology and as a goal (Carnea, 1985). NGOs are organizing people to make better use of their own local productive resources, to create new resources and services, to promote equity and alleviate poverty, to influence government actions toward these same objectives and to establish new institutional frameworks that will sustain people-centered or actor-centered development (World Bank report, 1989). According to Zaidi, NGOs are increasingly considered to be a far better conduit for the distribution of multilateral and bilateral aid, for the dissemination of new ideas and concepts with regard to social and economic development, and as a means to foster participation and democracy in order to improve “civil society”. Furthermore, NGOs are expected to address and resolve issues which range from those that affect the environment, gender, inequality, sustainable development, law, political emancipation and participation and almost every other shortcoming that convey the meaning to the term “underdeveloped”. The comparative advantages of NGOs, as explained in World Bank Report (1989), are; a) it has a capacity to reach the rural poor and outreach to the remote areas, b) capacity to promote local participation, c) capacity to operate on low costs and d) they have the capacity to innovate and adapt to local conditions. In the same report the weaknesses being identified are as follows; a) Limited replicability, i.e. many NGO sponsored activities are too small and localized to have an important regional or national impact, b) Limited self-sustainability, many NGO sponsored projects are not designed, so that in the future they can sustain themselves with little or no outside aid to the beneficiary communities, c) limited technical capacity, local NGOs projects are initiated with insufficient limited technical feasibility analyses and weak data bases, d) lack of broad programming context, NGO projects often are implemented individually, not as a part of a broader programming strategy for region or sector. The research conducted by Riddell and Robinson (1995) and they inferred that the NGOs projects for poverty alleviation were favourable but had the following three weakness, a) reaching the poor, the researchers are of the view that the NGO projects failed in reaching the poorest, and where poverty alleviation occurred, improvement in economic status was modest, b) cost-effectiveness, their studies revealed that these types intervention are costly to implement and

benefits take time to mature for poor masses, c) sustainability, according to them, relatively few of the projects demonstrated the potential to continue once the NGO ceased operating in the area.

As one can see the strengths and weaknesses of NGOs and government departments in disseminating the developmental projects for poverty alleviation, there is need to address the respective weaknesses and combine the two approaches of participatory and non participatory and make one model which can address the issue of poverty with perfection or at least with fewer shortcomings. To name such approach, a new model was introduced in the 1980s in Pakistan, which is called rural support programs. Their collaboration (Rahman, 2004) for social development can be built on the both - their strengths and weaknesses they have. Their weaknesses provide a reason for them to come together in enhancing their effectiveness, while their strengths provide meaningful collaborative opportunities to the two sectors for social development. And the state can provide enabling environment for the NGOs and the NGOs can implement the development agenda of governments more economically and efficiently by applying flexible and innovative methods at the grassroots levels.

The Rural Support Programs (RSPs) in Pakistan started up bottom-up, community-driven development using a flexible, autonomous, politically neutral approach, that has been replicated successfully (Rasmussen et al., 2004). Furthermore, the RSPs mobilize and organize communities to stimulate more effective demand for better public goods and services, foster important linkages between the communities and service providers and at time directly supply services (ibid). The movement of RSPs began in remote, poor and thinly populated areas in rural districts and perceived that it will gradually be expanded to larger districts and will also do some work in poor urban communities. Today RSPs have extended its services to more than million member households and this expansion is not because of just one organization but in fact so many other autonomous RSPs have been established, that are working in different geographical areas. As mentioned earlier, because of inadequate service delivery, the stakeholders in government and civil society began to seek developmental solutions outside the public domain. In this model the term “need” is not used and instead there is emphasis on “opportunities” to facilitate community requirements, moreover, communities are asked as to what opportunities they would like to capitalize on, as against what they needed.

The rural support programs model can be analyzed through Agha Khan Rural Support Programs (AKRSP) since it was the pioneering project in the 80s and the rest of RSPs are just replicas and a bit improvement of that program, based on their field experiences. The AKRSP is an Organizational Model that is acting as catalyst for rural development by organizing communities and identifying development opportunities for them and providing provision of services needed to tackle the specific problems in the high mountainous regions. This organization model has three main components: a program, participants or perspective beneficiaries and a support organization. And its success depends on a “high degree of fit between program design, beneficiary needs, and the capabilities of the assisting

organization”. The concept of “fit” in the context of rural development is central to the understanding of why some programs succeed and many do not. Underlying this notion it is assumed that it is best achieved through learning and not by following a blueprint or plan, this model uses the “learning by doing” method. In this organizational model the strategy for rural development are as follows, a) the prospective beneficiaries, e.g. small landholders, must participate fully in each stage of the development of specific program, starting from articulation of their needs and assessment of their resources, b) The program has to address those needs of the beneficiaries that increase their capacity for sustainable development, c) it must offer to the participants outputs that use their resources and assist in making their organization viable. The program and beneficiary needs have to be welded together through a participatory organization.

The basic approach of the AKRSP is participatory, flexible and evolutionary. It has its core in the idea of fit between the participants, programs and support organization. This program emphasizes productivity, equitability, sustainability and replicability (Rasmussen et al., 2004). Its claim is simply that it works: it rests on the generalized principles of cooperative behavior through participation, it is capable of making adjustments to suit specific circumstances and needs; it learns and evolves. Its is not an idiosyncratic experiment in social engineering; it is not based on some unique qualities (like charisma) of its leaders but on their unequivocal commitment; it is not expensive; it does not require complete homogeneity of prospective beneficiaries (ibid).

The organizational model used by AKRSP rests on several conditions and assumptions.

1. The rural poor as individuals lack the capacity and resources to change their harsh physical and social circumstances.
2. The poor know their needs and priorities, but live in a system of constraints in which their choices are limited or even nonexistent. They can well define their needs and are prepared to mobilize their resources.
3. The poor must form a legitimate and credible Village Organization (VO). The organization of the poor must be based on equal participation by members of each VO.
4. The partnership of the two organizations-VO and AKRSP-must be based on reciprocal obligations, of which primary obligation is of the poor to establish equity capital through whatever initial savings each member can contribute to the VOs saving fund. Other obligation is to elect two VO members as president and manager.
5. The institutional capabilities in the village are built before introducing technical change by identifying the villages’ activists who are able and willing to work for the organization.
6. The support system (this model) should not create dependence of the poor on outsider, but initiate a self-sustaining process of development without outside support. The aim is to produce capacity for self reliance.

7. A final requirement needed for the AKRSP model to work well is that it depends on a trial-and-error strategy. It is based on participation and flexibility, because a rigid, bureaucratic and centralized management approach with fixed ex ante design or plan is a sure way to failure.

Since the program of AKRSP is based on participation, it is assumed that this participation will result in a) creating and enlarging the social consensus on common issues related to development. It permits the group to identify common needs and reduce the areas of conflict and disputes b) participation acts as a deterrent against “free riders” in the case of public goods or management of common property c) the economies of scale are of particular importance to small farmers, especially in the mountain areas, in acquiring inputs and services and in marketing their products d) participation permits cost-effectiveness delivery of inputs and services. The government performs all tasks at high costs and without effective delivering system e) in areas or regions with great diversity and heterogeneity in natural resources and climates, such as the high mountain valleys, planning for the future can best be done through local institutions in which prospective beneficiaries are equal participants.

To sum up this model, one can infer that RSPs works through activists utilizing the capacities of other organizations like CBOs and NGOs already working at community level. There is an organized facilitation of community involvement in participatory development. The RSPs are an integrated approach for sustainable development in order to improve the quality of life through optimum utilization of all the available resources, but they do strongly believe that government’s commitment is essential. With this model of RSP some hopes are fears are also attached. The hopes are that it will be sustainable and will have credibility with the donors, secondly they are regularly audited by the Securities and Exchange Commission of Pakistan (SECP) and this model will have wider outreach with the help of other RSPs. On the other hand, it is feared that it will incur high establishment and operational costs and there might be transfer of savings/resources outside the project area.

2.3 How this RSP (e.g. AKRSP) model is different from other NGOs:

From the above discussion one can infer that there are great differences prevailing in both the models despite that fact that both are participatory approaches. Since both NGOs and Rural Support Programs are run by foreign donors but the outreach of the NGOs are less than the Rural Support Program, because of wide networks. The NGOs come to the poor people area with some specific agenda and programs in their minds but the rural support programs ask the people to do what they can and if they need any assistance the program is there for help. There are large numbers of NGOs working in Pakistan in many parts of the country but every NGO has a different program and agenda and they have very small network. Every NGO has one sector in which it tries to concentrate for development and reducing poverty but the rural support programs are an integrated program which covers many sectors under one head and tries to attack the poverty on many fronts. The NGOs are working efficiently, but still the concept of NGO is building with criticism (Zaidi, 1999). The NGOs are perceived as “paid activism”, and this activism is

just because of money. If there is money NGOs will operate and if there is shortage of money then their motivation level is down. The role of NGOs can easily be assessed in recent time when there was an earthquake in 2005 and Bajour operation in Pakistan, there was no activity in those areas unless and until foreign donors have given them the money. As mentioned earlier there is problem of replicability , NGOs are operative in specific area and can not be replicable in other parts in the country, but the rural support programs has the quality that it has been replicated in Balochistan, Punjab, Sindh, and at National level with name National Rural Support Program, so the RSPs strategy is emphasizing on replication rather than expansion – for scaling up.

The Rural Support Program are design in such away that they become sustainable, because every year the government allocates budget for it and if there is shortage of money, the government try to give them projects from other donor agencies and the areas in which they are working like farm and non farm income enhancement activities become an asset for the life long. At last the rural support programs are better than those NGOs because they are involving NGOs for social mobilization and only in those activities in which they have excelled, the government departments are involved to make them efficient and lastly involve the local communities because until and unless they don't participate their plight wouldn't change. The rural support program has a holistic approach, rather than uni-sectoral, approach to development and are flexible, need-based approach to community development because their approach is “learning by doing” and not a readymade plan from abroad to implement. The RSPs are seeking government support for expansion and they are – Complementing the government's efforts, rather than competing with it along with maintaining autonomy and putting in place broad-based governance structures.

Chapter 3 Malakand Rural Development Project (MRDP):

3.1 Introduction:

In this chapter, I have first given a brief account of the Malakand Rural Development Project (MRDP), and its areas of concern; that is how this project came into being and what are their motives to achieve in every sector? Who are the main sponsoring agency/ies of this project, and budgetary allocation for every sector?

3.2 Project Brief:

Malakand Rural Development Project (MRDP) is an Asian Development Bank financed project with sponsorship from Government of NWFP. The loan for this project was signed on 18th March, 1999 and it became effective on 20th July, 1999, but this project started working in July 2000 (with one year delaying) and was ultimately closed in December 2007. The project aimed at creating sustainable structures of community development at grassroots level to address rural poverty. The ADB and Government of Pakistan chose Malakand division because approximately 40 percent of the national level and about 72 percent of the population in the Division live below the poverty line—here poverty line means about US\$ 150 per capita per annum. A dire need was also felt for uplifting the masses out of poverty in that area, when the government found that the root causes of extremism lie in poverty, unemployment and a prevailing sense of deprivation. This extremism is evident from the events of 1995, when Tehrik-e-Nafaz-e-Shariat movement was promulgated in that area. The Malakand Rural Development Project area falls within the administrative boundaries of Malakand division, located in largely mountainous northern sector of the Province. The four administrative units of the project area are Malakand Agency, Swat, Buner and Shangla Districts. All these areas are further divided into seven subdivisions, 17 Tehsils, 134 union councils and 2415 settlements. The economy of the area is largely agrarian, with high dependency on natural resources, which have already depleted to a great extent. Due to high population growth rates, small land holdings and lack of alternative sources of income, the pressure on land and natural resources is continuously increasing. Agriculture land is being intensively cultivated and more and more fragile land is brought under agriculture through the cultivation of steep slopes and forest encroachments. As a result, there is a severe on-going process of land and other natural resource degradation and general decline in agriculture productivity. Agriculture growth in the area has been further hampered, because of lack of economic and social infrastructure facilities, in the area such as rural roads, marketing and storage facilities and access to basic public services (for example, health, water and sanitation facilities). It is therefore, becoming increasingly difficult for the remote rural population to make their living for sustainable livelihood in the area, and

realize their full economic potential to meet basic needs, avail alternative employment opportunities, increase income and raise overall living standards.

The project is a community based rural development project with the major aim of ‘poverty eradication on sustainable basis through community participation’. This includes: enhancing household incomes and living standards particularly of small land holders, and women communities in remote areas in Malakand division. Social organization and capacity building remains the major focus of MRDP. The project also works towards enhancing the capacity of line agencies to reinforce their participatory working techniques and re-orient them towards integrated service delivery of the village organization. Total size of the project is Pak Rs 3.829 billions, whereas Executive Committee of the National Economic Council (ECNEC) has initially accorded approval of Rs 2.700 billions. Nearly one-third amount has been allocated for road development sector; and remaining amount caters for village level participatory development schemes based on community initiative. As mentioned in previous chapter, this project came into being and draws inspiration from the much lauded Agha Khan Rural Support Program (AKRSP), which took the initiative in the Rural Support Programs in the Northern Areas of the country. Now MRDP was also looking to become like Malakand Rural Support Program but unfortunately their dream did not materialized. The sectors in which this project is working are almost the same as AKRSP did in their areas for poverty alleviation. The cost of the project is 2.7 billions and the distributions are as follows:

Table 3.1 Financial Sources of the Project

AGENCY	AMOUNT (Rs.)	%Age
Asian Development Bank	1785.780 million	66.14
Government of NWFP	545.670 million	20.21
Bank of Khyber	45.090 million	1.67
Communities	323.460 million	11.98
Total	2,700 millions	100

But later on as the project was implemented costs were revised and reached to 3,796.523 millions, in which the share of the Asian Development Bank and Government of NWFP was raised to 2653.017 millions and 967.551 millions rupees respectively, while the share of the communities was reduced to 175.955 million rupees.

3.3 The major interventions and overall targets for different sectors:

3.3.1 Agriculture, Livestock & Natural Resource Management (ALNRM):

In Pakistan, the crop yields have not been increased despite the growing demand of the people. Most of the farms were situated in the most remote areas which had no access to improved seeds, fertilizers and other inputs. The reason forwarded was, that of inappropriate government intervention in the provision of subsidies that do not help farmers, either because of rent-seeking or inefficiency (Faruqee, 1995). So there is a need for agriculture and horticulture extension services in reaching the small farmers with the aim of increasing the productivity of wheat, maize and increasing production of high value off-season vegetables and fruits. Keeping in view the required need of the agriculture sector the project has set the targets for themselves to introduce high yields varieties of wheat, maize, vegetables and rice seeds. MRDP, through the inline departments, provides inputs like quality seeds, fertilizers, insecticides and pesticides; and provides technical guidance in sowing, management, harvesting, threshing of maize and wheat crops and storage of seeds. The seed produced is thus distributed from farmer to farmer on exchange basis for further replication in the project area. The project authorities monitor and evaluate the progress and success of field activities. Marketing of the agriculture produce remains the responsibility of Agriculture Department, as they are coordinating and implementing the related component of the project. The project also aims at creating awareness about agriculture and horticulture amongst the women as well, through intensive demonstrator and farmer-training program, because majority of the women are involved in agriculture in the project area.

Raising livestock is an integral part of the rural economy in the project area. But the livestock activities are very low and the production extension services reach only a fraction of the small farmers (MRDP reports 1999). So to cover this gap the project is disseminating good quality fodder seeds on one hand while improving animal husbandry practices and services availability in the remote areas on the other hand. For livestock improvement and multiplication, progressive breeders are selected by the Livestock Department, keeping in view the genuine interest of livestock farmers, who own a wealth of at least 40 ewes in a flock. An undertaking is obtained from the selected farmers that he/she will not slaughter or sell the rams and would pay due care to the nourishment, vaccination and feeding of the allotted rams; and shall keep them fit for breeding purposes. 25% of the cost is contributed by the sheep farmers, while 75% is payable by the project. Preference is given to the local and settled progressive sheep farmers. Efforts have been made in poverty alleviation through honey bee keeping and promotion of Trout fish cultures, because the environment is very conducive for such ventures. The total share of agriculture, livestock and natural resources management (ALNRM) as per first projection was 243.045 millions rupees (PC 1 report of MRDP).

3.3.2 Community development:

Community development is a multi dimensional phenomenon. The project aimed at provision of technical assistance to communities and all these developmental schemes through community based organization. These communities development projects include drinking water and sanitation schemes, jeep able tracks, micro hydro power station, spring based water supply schemes, tube well irrigation skill enhancement training to females, etc. The project also constructed the drinking water and sanitation facilities in those communities which were lying in remote parts of the project area falling outside the normal coverage of the programs of Public Health Engineering Department, and those have been installed only in undisputed land. The communities were obtaining their drinking water from unprotected open spring or perennial streams, which are exposed to contamination and therefore pose a potential health hazards (Project Concept, PC1). These schemes would reduce workload of women and children and provide better health and hygiene facilities to the entire household. It is estimated that about 75% of the time consumed in fetching water from far off sources will be saved along with considerable reduction in the incidence of water borne diseases. The allocation for community development was 131.342 millions rupees. Few of the heads of the community development are as follows.

Jeep-able Tracks

The project of MRDP aims at constructing 260 km of jeep able tracks to develop low cost roads network for remote villages and settlements that presently lack vehicular access. It was viewed that these tracks would help farmers to achieve reduced transport cost of farm produce, agriculture inputs and other commodities of daily use; obtain better services from line agencies and would improve access to health and educational services. The jeep able tracks would jointly be implemented by the Project Management Unit (MRDP) and C&W department of the N.W.F.P government. This component was outside the scope of the community support organizations. The minimum criteria for constructing these roads are on the average five kilometres servicing 2500 people and secondly there should be no road on either side within 2-3 km radius in hilly terrain and 5km in plain areas. It was expected that living standard of the people would improve with these tracks and the acute symptoms of poverty be reduced for about 80,000 population.

Suspension Bridges:

The projects have been implemented in the areas which are mostly hilly areas and there are rivers flowing between the two hills, there was a dire need to bridge the two banks of the rivers. In order to cope with such problem of the communities, the project projected 70 suspension bridges (Vehicular and Pedestrian). This was to help the remote communities achieve reduced transport cost of the farm produce, agriculture inputs/yields and other commodities of daily use, obtain better services and improve access to health and education services. It was kept in mind that one bridge should cover about 150 household with population about 1200-1500 people.

Micro Hydro Power Schemes:

Despite the fact that there are so many rivers flowing in the project area, there are still many remote villages where there is no electricity supply. There are still villages which do not received electricity from the national grid, the eligibility criterion for such schemes are the community should not fall with in 15 years plan of the WAPDA (Water and Power Development Authority). There is a good experience of community owned hydels in Malakand. The electricity will be used for domestic lighting during night time and for agro processing and mini cottage activities during day time (PC1 report).

The overall cost of the Community Managed Infrastructure (CMI) was 647.91 million rupees, which included irrigation schemes, drinking water supply schemes, microhydel power stations and jeep able tracks.

3.3.3 Rural Financial Services:

Accessibility to credit at reasonable terms and conditions is a major problem in the project area, especially for the small farmers, the landless, women and other rural poor. Before the project started there, informal credit system was in practice, and this loan was available from the shopkeepers, middlemen, traders, friends and relatives. The practice of the borrowers, that organizing themselves into effective groups for savings and credit, to enhance their bargaining power did not yet exist in Malakand region, except in few isolated cases. In order to streamline these credits and saving mechanisms, it decided to initiate about the rural financial services in the area. For that purpose, they asked the services of the National Rural Support Program (NRSP) because they have vast experience in Micro Financing, and the money was provided by the Bank of Khyber.

3.3.4 Gender and development (G&D):

When the project was initiated it was viewed that the plight of women in the project area are pathetic and they need great care in health sector and other socio economic sectors to be at par with men, because the government departments have failed to do that. The project was designed in such away that most of the concentration was put in social uplift of the women. In order to improve the skill of female teachers, computer training has been arranged for them. For enhancing enrollment of the students informal and feeder schools (especially for female) have been established with the collaboration with National Commission for Human Development (NCHD). They are also involved in giving technical education in order to facilitate the people for self employment for instance embroidery and sewing centres etc (especially for women). In health sector the project is mostly involved in employing the Lady Health Workers (LHWs) and lady Health Visitors (LHVs), because Swat has strict cultural configuration in which they rarely allow women to go to hospitals, so most of the women die during child birth. The projects works now in providing training to rural women in basic health and labor room and provides scholarships for training to reduce the maternal and infant mortality rate. First aid kits have been distributed among health workers and training has

been imparted to traditional female birth attendants. The budgetary allocation for this sector was 51.601 million rupees.

The education sector has been performing comparatively well in collaboration with National Commission for Human Development, and they were moving fast toward achieving the 85% target of enrollment in the project area. Two-pronged strategies have been adopted one side they were concentrating on primary education of children and on the other hand working on adult literacy to cover the back log of education enrollment.

Chapter 4 Education Sector of MRDP:

Since this project is a multi-sectoral project, I have chosen only the education sector of this (because of the limitation of data on other sectors but it is one of the major sector of the project) and then compared it with the Literacy for All (LFA) Project run by the Provincial Government of NWFP. In these comparisons I analyzed their comparative strengths and weakness of the two and targets versus achievements since inception of the project, and lastly how MRDP has advantages over the LFA

4.1 Introduction:

To achieve the Universal Primary Education (UPE), the universal Declaration of Human Rights affirmed in 1948 that elementary education was to be made freely and compulsory available for all children in all nations(EFA Global Monitoring Report,2005).

In Pakistan, the quality of primary and secondary education has had a declining trend. It is realized that science education in particular is reaching lowest ebb and needs to be improved urgently. At the time of independence and after there remained acute shortage of teachers, laboratories were poor and ill equipped and curriculum had little relevance to present day needs (Behrman, 1976). The state-run school system's inability to respond to the country's educational needs has benefited the Madrasas and private schools alike. The majority of Pakistanis do not have the means to access quality private school education, and the private school system has neither the resources nor the incentive to expand to the extent that it could accommodate all Pakistani families. Moreover, it is the state's constitutional obligation to provide education to its citizens (Reforming the Education Sector, Pakistan, ICG report, 2004). Education and health are essential for economic development of the area. Swat District has the tribal background but they have one of the highest allocations in provincial primary Education program (Part of the Social Action Program). These allocations involve up-gradation of schools, construction of rooms and building, purchase of furniture and conservation of mosque schools. But there is still a need for an improvement in the education sector especially in women education, because they are the most neglected sector in the society, secondly, the drop out issue at secondary level is an important factor which needs to be addressed.

4.2 General picture of the education sector in Swat:

Table 4.1 Total Number of Institutions and Enrolment in Swat, Pakistan

Type of schools/colleges	Numbers		Enrolment	
	Male	Female	Male	Female
Primary schools	841	489	106991	44410
Middle schools	69	29	5691	2319
High schools	65	17	21147	7242
High Secondary schools	10	4	6363	1417
Degree colleges	2	1	910	658

Source: National Commission for Human Development, Swat district (2008)

There is only one Postgraduate college with enrollment of 2476 over a total population of 1600000. The one age cohort is 43000 as per population rate and total numbers of households are 228004. The total number of children of age 0-7 years are 301000 and the dropout ratio is 50% from class prep to class fifth.

But beside these formal schools and network of education there is a dire need of non-formal schools because majority of the people living in Pakistan are above the school age, and this sector has been ignored for a long time. As per Syed Muhammad Ali, (an expert on education and working with UNDP on education and writing articles for Daily Time), “eradicating illiteracy from developing countries is not easy. Even if a country like Pakistan were to achieve 100 percent primary school enrolment within a decade, it would take another five decades to achieve 100 percent literacy as a major proportion of the illiterates in the country have crossed their schooling age. We can either wait for the illiterate multitudes to die a natural death before claiming universal literacy or we can adopt a more proactive stance and look beyond the school-going population for spreading literacy” (Daily Times. 08 October, 2008). Further more he says that, efforts to enhance adult literacy have proven ineffective in the past. So now there is a great need for enrolling the adult’s multitude in the literacy circle.

4.3 Intervention of the project in the area comprises of few steps, which are as follows:

The MRDP in collaboration with National Commission for Human Development (NCHD) has adopted a two pronged strategy to enhance enrollment and meet the Millennium Development Goals by 2015. This two pronged strategy is to make the primary education level universal and secondly to cover the backlog, they have adopted new strategy for the illiterate adults, who are above the school age, and busy in bread earning for the family, but the concentration is more toward the female's enrollment because their situation is pathetic in Malakand Division. In Universal Primary Education (UPE), the MRDP are also trying to facilitate the existing infrastructure of the schools and to inline them with the required needs. They are also facilitating the education department in which they are assigned targets and to achieve them. They should not be utterly blank about what is going on in the schools. They are facilitating the government department financially in collecting the data of the illiterate persons and non school going children ranging from 0-9years in the project area.

4.3.1 Strategy adopted by MRDP:

The project first took a start from the baseline survey (2005), because it is most important for any department and organization that they must know about their target for future planning and resource allocation. Regrettably Education Department was utterly blank about their targets. They had no idea as to how many children were there for enrollment, how many dropped out, and how many attained primary education at least of the target group.

In the second step, when the project started operation in the district in 2005, they introduced a register or planner, which is called Universal Primary Education (UPE) register; it was formulated by keeping in mind the condition of government schools and especially government education departments, who have no information about the total number of students and their target groups. On one hand the collected data came in presentable shape, on the other hand, for the continuity of this data, teachers register new birth in the village with help of volunteers. For the continuity of this base line survey, UPE Planner enables education department to identify its target and allocate resources for future purposes as well as at any academic session, which was lacking earlier.

After making baseline survey and planner, the project started the enrollment drive. Before intervention of MRDP, traditional way for enrollment was in practice, that is teacher had no concern with the enrollments in the area, it was left totally on the will of the parents to choose between sending child to school or not. Education Department was blank, how to bring all enrol-able children to schools. MRDP supported Education Department in identifying target for enrollment and trained all teachers on the process of enrollment. Besides that, teachers hold regular meetings with influential, volunteers, elected representatives, parents, Parents Teacher Association(PTA) members, arrange broad base community meeting at all location and ask for support from the community in enrollment drive.

There was no proper reporting system in the Swat as well as in all other districts. Monthly Goshwara (specific format of reporting) was the only tool of reporting but was too not in practice in true sense. Teachers often failed to submit that to their high ups. On the other hand there was not compilation and reporting system. A comprehensive revised monthly Goshwara implemented for reporting purposes. All the teachers were bound to submit monthly Goshwara in time and at different level it is compiled and was reported to Provincial Directorate through proper channel.

There was lack of proper channel/Forum with Education Departments where the teachers and officers of Education Department, to sit together face to face, to discuss their issues and find solutions for these issues. MRDP established progress review and planning forum from Center up to District Coordinator Officer (DCO) level. Once in a month Monthly Progress Review (MPR) meeting held at appropriate level where on one side teachers and officers get opportunity to receive different information from the lower tier as well as instructions from upper tier, directly communicated to teachers. This forum was also utilized for training purposes.

Education Department (ED) managers hesitate to visit schools on regular basis due to different reasons, MRDP Supported ED managers, financially (per visit) as well as in planning for schools visits. Each tier was assigned a fixed number of visits and bound them to submit their visit reports on monitoring format design with the consensus of Education Department.

This was a big problem as Teachers hesitate to call community for their support in bringing students to enroll in schools, on the other hand community don't take responsibility upon themselves to come to schools and enroll their children. MRDP forced the teachers and parents that maximum of their problems relating to schools, parents and teachers would be solved by community if they involve themselves and on the other hand force or convince community to take ownership. For this purpose, MRDP is strengthening Parent Teacher Association (PTA) forum, as well as, Parent Teacher Meeting (PTM) to share with them (parents) the attainment level about their children.

Drop out was a big problem and normally 50 % of the enrolled children did not complete their primary education, and the government education department were unaware or insensible about that. As to reduce the drop out ratio all teachers were trained on the following 6 steps respectively I.e. 1: Teachers send senior class student to bring students back to school 2: Then teacher himself goes to absent child's house and inform their parents if they don't succeed 3: then Teacher send volunteers to absent child's home if they again fail to bring child back to school then 4: Teachers ask for support from the influential in the area and 5: Teacher ask for support in Friday prayers if they fail even then the 6: teacher report the absent child to upper tiers. Before MRDP intervention Teachers did not waste time on drop outs, now teachers have to do it.

Before the MRDP intervention there was practice in the government schools that there was no rationalization of teachers, in some areas there are more teachers than required and in some areas there are shortages of teachers, which effects the students negatively. To over come the issue of teacher shortage in schools, the rationalization of primary teacher (40students: 1

teacher) were done and 2100 teachers displaced and posted where ever needed in nearby schools.

4.3.2 Achievements so far by the MRDP in collaboration with NCHD (using the above strategy):

Table 4.2 Achievement by the MRDP/NCHD (by 2007) in Swat, Pakistan

Session	Out of School Children			Enrolled			%age
	Girls	Boys	Total	Girls	Boys	Total	
2005-06	No Target as NOT Baseline with ED			19667	24534	44201	No target
2006-07	42380	37005	79385	34376	26339	60715	76.4
2007-08	34649	33997	68646	31267	26383	57650	84
2008-09							

Source: MRDP/NCHD Swat Office August, 2008

This table shows that in 2005-06 there were no targets assigned to MRDP/NCHD because the education department was totally oblivious about the number of students who were out of schools. But once the MRDP/NCHD made that baseline report in 2005, then they concentrated on target achievement. In 2005-06 the education department only knew about the total number of students enrolled in government schools. In the year 2006-07, according to the extensive baseline survey, conducted by MRDP/NCHD they realized that the total number of students who were out of schools were 79385, out of which the total enrolments were 60715, which means that the percentage of students were 76.4%. But this must be kept in mind that it was not sheer achievement of the MRDP/NCHD but their contribution can't be denied in achieving these. At least they have documented everything for the education department and convinced/forced them to follow that. Because it makes it easy for education department to assign target for themselves by keeping the out-of-schools children versus total number of children enrolled. In subsequent year the out-of-the-school children fell further and enrolments rose to 84% by bringing 57650 children to school out of 68646. There is still a long way to go to achieve this target and even to maintain it because most of the times, the problem with school is that the drop out ratio is almost 50%, so if they don't pay any heed then they will need more efforts to maintain the ratio of 85%.

4.4 Literacy Program of the MRDP:

4.4.1 Introduction:

Education plays the role of leadership in the society. The functions of the educational institutions are to develop the people physically, mentally, psychologically, socially, and spiritually. It improves and promotes the economic, social, political and cultural life of the nation (Memon, 2007). Education plays a vital role in human capital formation. It raises the productivity and efficiency of individuals and thus produces skilled manpower that is capable of leading the economy towards the path of sustainable economic development. Like many other developing countries, the situation of the education sector in Pakistan is not very encouraging. The low enrolment rates at the primary level, wide disparities between regions and gender, lack of trained teachers, deficiency of proper teaching materials and poor physical infrastructure of schools indicate the poor performance of this sector (ibid). The poor condition of education can be attributed to the low public investment; it is evident from the recent budget allocation of Pakistan that it is just 2.2 of the budget.

In our Country, by definition, a “Literate” is a person who can read a newspaper and write a simple letter in any language – (1998 Population Census)

But a small change have been made in 2006 in the definition of “literate” person and it says that a literate is “one who can read and write a paragraph in any language with understanding and can make simple calculations” (UNESCO, 2006)

Literacy is the main issue in Pakistan. Large parts of the population are illiterate and to convert them to literate requires a lot of efforts on government level, NGOs level along with parents convincing. Since the government is engulfed in so many other issues they are not paying full attention to the conditions of education among the masses and the condition of the school are moving from bad to worse. There was a dire need to address this issue but to take initiatives are lacking on government level. So there was a need to formulate an integrated program in which the government departments be assisted by NGOs or other consultants in terms of finances and guidance to change the existing situation. “If the situation is not controlled all these masses will resort to insurgency as one can see in the Swat districts and its surroundings areas like Dir, Bajour Agency etc” (telephonic discussion with project Engineer Shafiq⁸, in MRDP Office, August,2008) In order to cope

⁸ Muhammad Shafiq is working in MRDP as Project Engineer, and he is disbursing money to the communities and other parties, relating to infrastructure development in the project. He has been involved in MRDP collaboration with the NCHD on

with such situation education is the required tool to address this, MRDP comes into operations with new education strategy in collaboration with National Commission for Human Development in Swat, in which they are targeting the people of age 11-45 years.

4.4.2. Literacy rates of different Provinces in the Country:

Table 4.3 Literacy Rates of Different Provinces in Pakistan

<u>Area/province</u>	<u>Overall Rate Literacy Rate %</u>	<u>Rural Areas Literacy Rate %</u>
<u>Pakistan</u>	<u>50</u>	<u>40</u>
<u>Punjab</u>	<u>52</u>	<u>43</u>
<u>Sindh</u>	<u>54</u>	<u>36</u>
<u>NWFP</u>	<u>40</u>	<u>37</u>
<u>Balochistan</u>	<u>33</u>	<u>28</u>

Source: Literacy Situation in Pakistan (PSLM Data (2004-2005) - 15+ Age Group)

This table shows that the overall literacy rate of NWFP are at the bottom of the list and just above the Balochistan province.

The situation in Pakistan is becoming more alarming because with the passage of time the numbers of illiterate persons are increasing. This can be better explained by the table below.

4.4.3. Literacy rate Population Wise:

Table 4.4 Population Wise Literacy in the Country (1951-1998)

Year	Pop 10 + (Millions)	Literacy Rate (10+)	Illiterate Pop (10+)
1951	22.71	17.9	18.64
1961	26.12	16.7	22.08
1972	42.91	21.7	33.59
1981	56.33	26.2	42.69
1998	89.84	43.92	50.38

Source: (DCR-1998 Report)

Education Sector as well. I met him in August, 2008 in MRDP office, and had an informal discussion with him on these issues in Swat.

This table shows that the numbers of illiterate population are increasing with the passage of time, in 1951 only 18.64% were illiterate but in 1998 the numbers have become almost tripled.

4.5 Reasons of low literacy in Pakistan:

There are so many reasons have been put forward to explain this poor condition of literacy rate. These reasons include Distant School Location and Non-availability of Transport for poor families. There is always shortage of teaching staff and this reason lies on government side because they have less allocation of budget toward education along with no rationalization or equal distribution of teacher over the area. There are instances in different areas that the Courses of Studies (Curriculum) are above the mental level of students and they have been taught difficult words and phrases which are not absorbable by those students. Absence of teachers is not a strange thing in rural areas in large part of the country and specifically in NWFP (Ghuman & Lloyd, 2007). The students who have been admitted to school are also stranger to the environment of schools. Corporal and physical punishment are rampant in schools which compel students not to go to school and the environment in classes too is not friendly. In 2005, the UN Children's Fund (UNICEF) with Save-the-Children and the Pakistan government conducted the first in-depth survey to determine how many children were subjected to corporal punishment. All 3,582 children interviewed said they had been beaten at school. Seven percent said they had suffered serious injury as a consequence⁹. There is a lack of sensitization at organizational level and there is lack of or insufficient will on political side, which results in weak organizational infrastructure and inadequate and delayed in disbursement in allocation of funds. Since there is a lack of will on political side, there is low professional capacity, and no training being imparted in this sector, which results in lack of training institutions and lack of research and data on education in the country. Literacy improvements have never been a priority of the government so there is lack of monitoring and evaluation system. It is dilemma in Pakistan that there are eight types of curriculum being taught in different school depending upon the financial capacity of the masses, because of this there is lack of uniform national curriculum. Ishrat Hussain, Ex-Governor State Bank of Pakistan says that "the reasons for Pakistan's low educational status are varied but one important factor is that Pakistan's educational system is highly fragmented and segmented, it has, therefore, created some intractable problems in the optimal utilization of human resources" (2005).

⁹ Pakistan: corporal punishment key reason for school dropouts", IRIN, UN office for the coordination of humanitarian Affairs,

4.6 Goal of MRDP Literacy Program:

The British left behind a legacy of three streams of education roughly divided along socio-economic class lines: the *Madrassas* catered to rural and very poor children; the vernacular-medium schooling was for working and lower-middle class children; and the English-medium schools were for the middle and upper classes. Those who overcame the obstacle of English joined their privileged counterparts in the colleges because that is where the vernacular-medium and the English-medium streams met. This system was unjust but has now become even more unjust (Shahid Javaid Burki et al, 2005).

In order to overcome the above maladies and extract the benefits of education, there was a need of an organization or institution like MRDP who are not only dealing with community but also involving provincial government in administrative problems, to achieve literacy rate of 86 % by the Year 2015 as per Millennium Development Goals adopted in Dakar and to bring harmonization in the curriculum. This target was set to be achieved through an increase in net primary enrollment rate to 90%, secondly through a reduction in dropout from 50% to 10%, and lastly through Adult literacy projects to cover the back log, and thus help to achieve literacy rate of 3.2 % per year as set by the National Government of Pakistan.

4.6.1 Objectives of MRDP Literacy Program:

To enable an individual, who can read Newspaper, write 7-10 sentences about their immediate environment and knows simple arithmetic. The duration set for such achievement is 5 months (210 instructional hours) and the target age group learners are 11-45 years (mainly focus on Female). All these learners have been prioritized accordingly:

Priority of Age Group

First Priority

- Mothers having school going kids (studying in classes “Kachi” (KG), “Pakki” (PREP), one and two).

Second Priority:

- Mothers having kids but not studying in the above mentioned classes.

Third Priority:

- Unmarried girls of age group 15 and above.

Fourth priority:

- Girls of age group 11 to 15 and Male/female of age group 11-45:

4.7 Implemented Strategy – MRDP Literacy Program:

In order to achieve the above set goals, the following strategy has been adopted. Different from traditional teaching methods and curriculum in schools in Pakistan, a new curriculum have been developed for such weak or new learners. These books are research based book and professional trainers in education field train teachers. Proper track record has been maintained in school of every learner since 2002. In order to improve the enrollment in the

project area from 65% to 85%, a baseline survey was conducted in 2005, through out the country, (as suggested by MRDP/NCHD to the federal government) to know the number of targets group/people, but that baseline was not a consolidated baseline survey, but in fact that survey each and every school was given a format to fill that in that village where that school is located, and then the school has to maintain the continuity of the format, for example if a baby is born in that village or some new settlements come into the village (discussion with the Muhammad Farooq, District General Manager, Swat and Shangla Districts, 2008). And then with the community participation every illiterate person was brought to the center (in which classes were conducted for them by teachers besides formal schools). Those people were taught reading, writing and simple numeric in 5 months. Then assessments were made to check their learning level and retention. For drop out control, volunteers would go to the homes of those children who didn't attend classes regularly and inform their parents of their absence. Classes were arranged in the evening time because people were busy during daytime. About 9000 (included those which have completed their time duration) literacy centers have been established so far.

4.7.1. "Fast Track" Literacy Program of MRDP/NCHD

The fast track program of the MRDP/NCHD comprised of following characteristics

Duration of the program: 5 months (210 hours)

Age group: -11-45 years (focus on women with emphasis on mothers)

After Completion of the Course the learner will be able to:

Reading and Writing:

- Graduates will be able to achieve the Basic Literacy – Level 1- equivalence of grade three
- Able to read from simple text of Urdu, and able to write 7-10 sentences about their immediate environment.

Numeric:

- Manipulation of three digit figure - Able to add, subtract, multiply, and divide

Life skill:

- Can use literacy skills in their daily lives

After completing their first round of learning and pass the retention test, they are "Neo-literates" now and now can acquire some more knowledge and education. Then come the second round and the salient features are as follows. In this round they have been introduced to religious studies; early childhood care is imparted to parents, especially to mothers. The other issues that are addressed are as follows.

Post Literacy Program of MRDP

When the above target is achieved by the students (who are Neo-Literates now), they become eligible for next program which has the following characteristics

Duration of the program: 6 months (192 hours)

Age group: 11-45 years Neo-literates

Objective: Retention of literacy skills acquired through MRDP's Literacy program.

In the second step the students (especially women) are taught different subjects (not so deeply but just to cope with daily affairs) which are as follows:

- Religious education
- Early Childhood Care and Development - 0 to 5 years of age
- Psychological issues with children and their remedies - < 5 years of age
- Health Education
- English literacy
- Environmental issues
- Household tips

4.7.2. Salient Features of MRDP Literacy Project (Knowledge creation i.e. tacit to explicit)

In order to achieve the 86% literacy rate this project has worked out every strategy for it. The change that the MRDP literacy project has brought had never been experienced before. They have changed the government setups of education department and forced them to take education seriously in collaboration with National Commission for Human Development. Some of the salient features of MRDP are social mobilization and community involvement in addressing the education matters. This sort of thing was absent in the traditional educational setups even in all over Pakistan. They are busy in comprehensive system of capacity building of the teachers and they have extensive monitoring system to avoid any negligence. They are keeping the track record of each learner and have good system of assessment of the learning achieved. These projects have brought motivation of adult learners by creating an enabling environment. They made literacy functional by making it meaningful and nearer to the needs of the adults. The aim of this project is not only to impart a few words and forget later on, but in fact the post literacy impact is going beyond basic literacy program, its supplement readers and let the villages open libraries. It was perceived that after completing such steps and making some grounds for enhancing the enrollment, all these activities will be handed over to the provincial government, so that they may replicate it in other areas.

4.8 Achievements of MRDP literacy program:

In order to find out the achievement of the MRDP/NCHD in education sector we have to compare it with the 1998 census reports

Table 4.5 Literacy Status 1998 Census Report 10 & above age group

Total no of literates	420454
Total no of illiterates	595320
Total no of male literates	206022
Total no of male illiterate	291706
Total no of female literate	214431
Total no of female illiterate	303613
Literacy Ratio	28.75%
Male Literacy Ratio	43.16%
Female Literacy Ratio	13.45%

Source: District Census Report, 1998, Government of Pakistan (1998)

This table shows the actual position of the education in the district before MRDP/NCHD got intervention. The literacy ratio of the district was 28.75%, which comprised 43.16% for male and 13.45% for female. According to the District Census Report of the 1998 (the last when census were conducted) the total population of the Swat district was 1,257,602 and the annual growth rate was about 3.37% per annum. Calculating on the same rate of 3.37 till 2007 one can get the value for projected population of 1,694,703 for Swat District.

4.8.1 Current Literacy Status according to MRDP/NCHD (Excluding other organization and Government contribution in respect to literacy)

Table 4.6 MRDP/NCHD Literates + 1998 Census report Literates

Status	MRDP/NCHD at the end of 2007	Literacy as per 1998 Census	Total
Total no of literates	25326	420454	445780
Total no of illiterates		595320	
Total no of male literates	3181	206022	209203
Total no of male illiterate		291706	
Total no of female literate	22145	214431	236576
Total no of female illiterate		303613	
Literacy Ratio	48.76%	27.84 %	
Male Literacy Ratio	56.60%	42.79%	
Female Literacy Ratio	20.46%	12.89%	

Source: National Commission for Human Development, Swat District (2007)

This table shows the achievements of the MRDP/NCHD from the year 2004-2007, in three year time they have improved the number of literates by 25326 in which the number of male are 3181 and females' literates were 22145. The concentration of the project was more on female education, because there are less number of institutions for female and they are facing many hurdles in going to school, so to improve the plight of the women, this project took the initiative with the NCHD, and they did establish feeder schools near the residence of the female students, and it is quite obvious from the result that they have achieved a lot in three years time. The picture is clearer from Elementary Education Foundation (A leading, and the sole, Semi-Government Institution of NWFP for promotion of literacy through Community participation) website, which is of the view that "the male to female literacy ratio is 5:1 in most of the districts in NWFP. According to them, in a backward Province like NWFP it would take decades to achieve even gender equality. As a signatory to the World Education Forum Dakar (2000) Pakistan is supposed to achieve gender equality in education by the year 2015. It has also been envisaged that all the children, with special emphasis on girls, have access to and complete free and compulsory education of good quality by the year 2015" (Elementary Education Foundation, 2005). In the last three to four years the achievement towards the enhancement of literacy is evident. The literacy ratio has increased to 48.76% in 2007 from 27.84% in 1998. It must be kept in mind that it was not the sheer thrust of MRDP/NCHD, in achieving that literacy ratio, there were some other organization also working in the education sector but their efforts and initiation can't be ignored, because it was the MRDP/NCHD who showed the path of non-formal education (with different and easy curriculum) for the adults in the area, and the rest are just adhering to that.

The achievements of the project (before going to close) can be seen as under,

Table 4.7 MRDP Progress from August 2004 to December 2007

Total Basic Literacy Centers Completed	1212
Total No of Enrolled Learners	33269
Total no of Graduated Learners	25326
Male Literate by MRDP	3181
Female Literate by MRDP	22145

Source: National Commission for Human Development, Swat District (2007)

This table shows the number of basic literacy centres completed by the project in Swat District i.e. 1212, in which total number of students enrolled was 33269 and the number of the qualified or graduated students was 25326,

the difference of 7943 shows those students who didn't qualify the course or were unable to complete the course.

4.9 Comparison of the MRDP and Literacy for All (LFA) project in Swat:

In order to compare the strategies and achievement of both the projects, one needs to know the aims and objective of the LFA, and the area of interest and concern of the project. The brief introduction of the project is as follows.

4.9.1 Literacy for all (LFA) Project in Swat, NWFP:

Introduction:

The first Human Development Report (HDR) of the United Nations Development Program (UNDP) released in 1990, which correctly recognized that "development is much more than just the expansion of income and wealth" and defined human development as 'the process of enlarging people's choices' (UNDP, 1990). But at all levels of development, it says, the three essential ones are for people to lead a long and healthy life, to acquire knowledge and have access to resources for a decent standard of living. In the latest versions of the HDRs, adult literacy and combined enrolment ratios have been selected as indicators for the knowledge dimension, life expectancy at birth as the indicator for a healthy life and an adjusted GDP as the indicator for the standard of living (ibid).

Under the auspices of the United Nations (UN), 191 states adopted the Millennium Declaration in September 2000 and identified eight Millennium Development Goals (MDGs). The eight MDGs contained within the Declaration are: (1) eradicate extreme poverty and hunger; (2) achieve universal primary education; (3) promote gender equality and empower women; (4) reduce child mortality; (5) improve maternal health; (6) combat HIV/AIDS, malaria and other diseases; (7) ensure environmental sustainability; and (8) develop a global partnership for development (UN, 2000).

These two developments in the international arena emphasizes on the importance of education at primary level as well as for adult literacy. So to meet the Millennium Development Goals of 100% primary enrollment rate many strategies have been adopted at national and provincial level in Pakistan.

In pursuance of national and international commitments Literacy for All project was conceived in June 2004 at provincial level. The task was assigned to Elementary Education Foundation (A leading, and the sole, Semi-Government Institution of NWFP for promotion of literacy through Community participation). And later on the Project was launched in June 2005. The focus of LFA is the promotion of non formal adolescent and adult literacy. The main objective is to increase the adult (9+ year) literacy rate up to 86% by the year 2015. Literacy for All (LFA) Project has so far successfully completed eight Batches (2005-08) and about 43,609 Literacy Centers have been established (all over the country). About 0.95 million learners (Age 10 – 39), 62 % female, have been made literate. With a view to develop functional

literacy, Community Social Motivators have been inducted. Urdu Manual (Vol-I and II) for functional and social literacy and English Manual (Conceptual Frame Work and Operationalization of Literacy Projects) prepared.

It initiated its working at provincial level with the major contribution coming from NWFP government and a minute amount from UNESCO to meet the MDGs. This project was only involved in non-formal education of adult masses in primarily rural areas in different districts, because most of the illiterate people are adult who have crossed the school age. The strategy being adopted for enhancing the enrollment was almost the same as MRDP/NCHD has adopted. And the same tasks have been assigned to them to open literacy centers in every districts of NWFP.

The Literacy for All and MRDP/NCHD both are operating in the Swat district, but they have divided the areas in the district union councils wise. There are about 65 union councils in the Swat district, out of which 39 union councils were given to MRDP/NCHD while in the rest 26 union councils the LFA started working. According to the District General Manager Swat and Shangla, the toughest areas were kept by MRDP/NCHD while the soft areas (without trouble and less illiteracy) were given to LFA.

The implementation strategy is the same as it was in MRDP/NCHD case and it is mentioned on their website. Their approach is a need based and as mentioned earlier deals mostly in rural and remote areas, and less concentrated in urban areas where they are mostly restricted to slum areas. Like MRDP strategy they are also dealing through communities, and establish community centres in the target areas. This Project by the government of NWFP has lasted for about four and a half years and will end in June, 2009. The duration of the course is 4-5months in which they are taught for three hours daily class. The total capital cost of the project is Rs.996.78 million and so far these projects have been operationalized in twenty four districts of the province.

This project is working in Batches, and so far eight Batches have been completed. For literacy centres the projects ask for the accommodation from the communities and very often establish centres in Mosques and Deeni Madrassas (religious schools), according to Batch IV, 1971 about 28% (of the total centres) were established in Mosques and Madrassas.

Table 4.8 Summary of last Eight Batches of Literacy Centers (2005-09)

Batches	Literacy Centers					Learners				
	Male	%age	Female	%age	Total	Male	%age	Female	%age	Total
Batch-I	1788	41%	2600	59%	4388	39373	40	59123	60	98496
Batch-II	1805	36%	3279	64%	5084	35185	33	71941	67	107126
Batch-III	2222	35%	4124	65%	6346	50733	35	95915	65	146648
Batch-IV	2680	38%	4361	62%	7041	56369	36	98347	64	154716
Batch-V	3001	40%	4541	60%	7542	60968	37	101801	63	162769
Batch-VI	2039	38%	3381	62%	5420	45470	37	76290	63	121760
Batch-VII	1567	41%	2280	59%	3847	33053	40	49954	60	83007
Batch-VIII	1640	42%	2301	58%	3941	34244	40	51101	60	85345
Grand Total	16742	38.39	26867	61.61	43609	355395	37	604472	63	959867
Note: Batch-IX with 5000 Literacy Centers is planned w.e.f January-May 2009										

This project is also providing Quranic learning's, as per Batch-VII (2008) about 57% of learners were educated with Quranic Knowledge, in which 61% were female and 31% were male. The timing of the classes is set according to the convenience of the learners. Secondly Capacity Building of Senior, Middle level Management plus the supervisory and teaching staff is the prime focus of LFA Project. During the process of training other stake holders are also included to collaborate. A pool of skilled Master Trainers has been developed to continue the process of Capacity Building.

4.10 Strengths and Weaknesses of the project:

4.10.1 Strengths:

The strengths of the projects are almost the same as the MRDP/NCHD has, but some good points about it are they are working in 24 districts of the province so they have a large outreach than the previous project. This project has the provincial government support as well in bringing the adults back to school, because at high ages it becomes even difficult to bring masses back to school and continue their study regularly for 4-5 months. Third party

validation is a good thing in this project, when one batch is complete; they ask/invite NGOs (both domestic and foreign) to make validation of their work and achievements so far. Like MRDP they are also providing stationary, black boards, chalk etc to the communities. This project has designed one book in which students are taught about their religion, politics, environmental protection and social norms. According to the Director LFA (2008), “the women and men who graduated are in better position now to get a job in market, the women mostly get jobs as peons in schools and men are in better position to keep the record of their businesses”. Participation of Ulemas (religious scholars) in Literacy Program is a good step and they are adopting because mostly Ulemas in the province are not in the favour of worldly and women education. So just to keep them involved in the religious education is a strategy to keep them quiet.

4.10.2 Weaknesses:

Some of the weaknesses of this project are that they are only funded by government of NWFP, so it depends upon the ‘mood’ and budget allocation of the government, sometime they get more and some time less amount from the government. Since there is only one financier of the project, they have limitations and restrictions on resources, and they are not in a position to cover the whole rural area in the districts. Since Swat is a mountainous area, it is difficult to reach each and every location with limited resources. Since this project is also interested in educating the women, the ‘Talibanization’ has become threat to this project; because Maulana Fazalullah¹⁰, a cleric, in swat launched a network of illegal FM radio channels throughout the Swat Valley and began broadcasting fiery speeches denouncing education for girls, prophylactic anti-polio drops, music shop, because of his this threat women quit jobs in Swat and adjacent areas. (Buneri, 2008), More than 70 Lady Health Workers in Swat district have reportedly quit their jobs after Maulana Fazlullah bluntly forbade women to leave their homes to deliver community services (Sabawoon, April,2007). This project is hiring teachers on salary of Rs.2000 per month, which is a very meager amount for them, and it clearly shows the interest of the teacher in the student he is teaching. According to the Elementary Education Foundation (EEF) report on the LFA, it says that, this project is lacking experiences staff and has no qualified female teachers to disseminate knowledge to the communities.

4.11 Comparative Analysis of MRDP/NCHD, and LFA:

As discussed earlier all the strategies and achievements of both the organizations working in the same district, lets compare the two organizations.

¹⁰ Maulana Fazlullah, a 33-year-old firebrand Muslim cleric, he seemed to some at first, more of a modern day Zorro, than a deadly terrorist. But that was then. Today, he is at war with Pakistan army in Swat, for more detail and his picture see also (<http://worldblog.msnbc.msn.com/archive/2008/01/09/565301.aspx>)

4.11.1. MRDP versus LFA:

The MRDP is working in four districts of the province, as compared to LFA which are working in all the twenty four districts. Being restricted to few districts MRDP is in better position to operate fully and whole heartedly (to reach every corner of the district) than making the things impossible for themselves (in term of reaching all the poor). Regarding funding, MRDP have funds from abroad, i.e. ADB, community as well as from the government of NWFP, so they are in better position from LFA, because the only source of funding of LFA is government of NWFP. So there activities can be disturbed through budgetary allocation by the government. Social mobilization is the main factor involved in MRDP's success, where as it is largely perceived that public/government sector don't involve the process of social mobilization in reaching the poor communities (Pasha et al, 2002).

MRDP is a multi-sectoral project; yet even in education sector they are using two prong strategies, on one side it is working on Universal Primary Education to achieve the 86% enrolment by 2015, while on the other side, deals with the adult literacy program to cover the backlog. LFA on the other hand, is involved only in adult literacy program, to meet the Millennium Development Goals. There is a big difference in MRDP and LFA strategies in approaching the illiterate persons, the government organizations are not involved in social mobilizations (as mentioned in earlier chapter) to the extent as Rural Support programs/MRDP and NGOs are. Even in education sector the government organizations like LFA go to the village and meet one person "head of the village" and ask him about the concentration of illiterate persons and place for their community centre in the village and then LFA starts opening centres in that locality. On the contrary, MRDP conduct complete survey of the village and then decide through their own assessments which locality/localities need the centres the most. The MRDP teaching method is a bit different from LFA. MRDP teaching is concentrating on those alphabets in Urdu which are mostly used and many of the sentences are made from it. There are 52 alphabets in Urdu language but they teach only 28 out of 52, so that to get started with ease and most of the sentences in Urdu are made of these 28 characters. This 28 characters' teaching method is called Phonic Teaching Method, so the method of MRDP/NCHD is much convenient for the adult students. While LFA has its own books and curriculum for adult literate those are much different from that of MRDP.

Regarding the education system, MRDP is involved in formal and non formal education in the district, and is also trying to inline the existing infrastructure of schools and enrolment of the students, and assign targets to the teacher (informal education) to bring 'out of school' children to the schools, which have never been practiced before, whereas, LFA deals only with the non formal education, and are less concern with the inline departments, but LFA will handover all the existing setups to the education department after completion of the project in 2009. So there is a small difference in their approaches; MRDP is involving the education department in sitting the things right, where as LFA don't involve them and ultimately thing will handover to them, without knowing how to continue the existing structure.

The per student cost of the MRDP/NCHD is Rs.660, which means that much money is required to educate or make a person literate, whereas the cost in LFA is about Rs.900, as compared to government cost (incurred in government primary schools) of 2900/annum (EEF report 2005). The MRDP is spending this money in five months while LFA is spending the larger amount in four months. It was the cost effectiveness of the MRDP/NCHD that UNESCO suggested to replicate this model across the country. Being a cost effective they had a very strong monitoring system. After comparing the total number of graduates versus total number of students enrolled (not year wise but in toto, because of limitation of data), one can see that passing percentage of the students of MRDP/NCHD 76.12% are higher than the LFA's 50.97%. in order to select illiterate persons for the literacy centres there is a need to do some social mobilization, and one has to be convinced that why he should come to the learning centre. Since there is a lack of social mobilization in government sector, many centre end up with no graduates, as it is evident from the figures of total number of students' enrolled and total number of student passed out.

Table 4.9 Comparison of MRDP/NCHD versus LFA

Approaches	MRDP/NCHD	LFA
Operational districts	4	24
Per unit cost of educating one student	660	900
Funding sources	ADB, government of NWFP, Khyber bank, communities	Government of NWFP and minute amount from UNESCO
Achievement so far (graduated/total enrolled)	25326/33269=76.12%	34644/67967=50.97%
Sectors	Multi sectored project, comprising of five sectors	One sector (just non formal education)
Sustainability	Through micro finances and communities involvement	Only government support through budgetary allocation.
Approach to the communities	Direct go the needy peoples for assessment and then go for involving other peoples	Involves the head of the village in opening centers, so a factor of biasness arises.
Time duration of the course	Five months	Four months
Contribution of livelihood	Training of enhancement enterprise skill	No such trainings

Chapter 5 Conclusion:

In order to analyze the different development models that has been used in Pakistan for poverty alleviations, three developmental models (public sector, NGO/CBO and rural support programs) have been assessed through their strengths and weaknesses. One can infer that Rural Support Program model has least shortcomings. This Rural Support Program was assessed through Agha Khan Rural Support Program (AKRSP), and because of its successes in the mountainous Northern regions in Pakistan, this project was replicated in other rural areas across the country.

Malakand rural development project is in line with this last approach and solely due to this very reason it was generously funded by the Asian Development Bank, so much so that this project in its 10 years existence, has never utilized its allocated yearly funding due mainly to paucity of professionals and train human resource in the project area with another restraining factor of local culture, traditions, customs etc.

Malakand rural development project came into being in 1999 mainly to access local communities in fight poverty, illiteracy, and social taboos in the Malakand and its adjacent areas. This paper tried to explain all its sectors, processes, innovations etc carried out by the project. Also in the paper is the strength and weaknesses of different sectors, related programs and coordination strategies with other rural development organizations for the achievement of goals. Since the aim of the project was poverty alleviation through community development, therefore participation of local populace in planning, decision making, monitoring was part and parcel of this approach. As all the foregoing issues require a rudimentary form of education, therefore, targeting illiteracy became a major goal of the project. This project accommodated itself in the very harsh environment of these areas through bringing flexibilities in its structure, model and approach to meet its targets without harming any socio-cultural milieu the area.

There is no denying the fact that this project was multi-sectoral and was targeting poverty but its emphasis was on two major areas i.e. Gender and Development and Infrastructure Development. Gender and Development was in-fact responsible for women development --through participation, training in different livelihoods like traditional birth attendants etc, educating girls through establishment of community schools, adult literacy centres for grown-up women, computer centres for educated women etc. One of the greatest achievements of this project was the motivation given to the people for participation in the local development and this can be verified from the fact that at one time more than 300 NGOs were working in different sectors of this project in an area known for cultural rigidity and obscurantism.

Education, specifically of female, was targeted hard. Here not only schools and adult literacy centres were established through a fast track program, but also a large number of small reforms were introduced in education department and institutionalized in the project areas. The hallmark of these reforms was that later on education department of NWFP adopted the same and

implemented. These include; induction of female staff exclusively from local areas, flexibility in timing, record of out of school children along-with those enrolled, maintaining of birth record in the catchments areas of the school, co-education at primary level, etc.

In-fact the most appreciable and outstanding achievement of MRDP was adult female literacy. Here a lot of efforts were put in and through a combined strategy with another sister organization, NCHD, awareness revolution was brought to the area. This program was not only fast track but also simple to adopt, participative, suited to the local needs, prepared in collaboration with active involvement of local people and monitored by local community. This program was absolutely run by local community and to the surprise of many, after the winding of the project, people voluntarily run it.

This program deviated in many ways form other programs in adult literacy like it model, process, books, methodology, teaching, monitoring, expenditure per person, engagement of graduate after successful completion of her studies, practical usage of what has learnt, effects on children in term of increase enrolment, etc. and when a comparison was made with the Literacy for All (LFA) project; there were so many areas where this project has advantages over LFA

From the discussion of developmental model and approaches to poverty alleviation reflects that people involvement and participation can improve their existing standard of livings and they can avoid the incidence of poverty. It is also evident that there are projects and model which are not only cost-effective but very effective in reducing the poverty in many areas e.g. AKRSP and MRDP. The good thing about these project are that it confers a sense a empowerment and confidence, owing to which, instead of looking toward the government, the people should concentrate on their own strengths and abilities for improving their lot (Khan, 2002). Poverty can not be alleviated only through empowerment or participation there are so many other factors that are also involved like good governance, strong democratic institutions, political will, decentralization, etc, so by ignoring any one of them will not yield in satisfactory results.

At the end it is concluded that MRDP is a hope for rural development not only in Swat but for many other rural areas in Pakistan, hence it should be replicated.

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