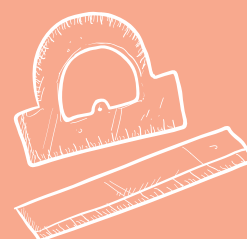# PRIMARY AND SECONDARY EDUCATION BUDGET ANALYSIS

Federally Administered Tribal Areas (FATA)

(2012-13 to 2014-15)

CGPA
CENTRE FOR GOVERNANCE
AND PUBLIC ACCOUNTABILITY

Alif Ailaan
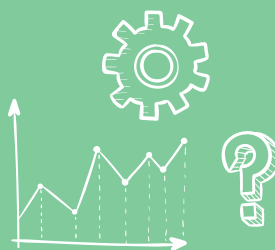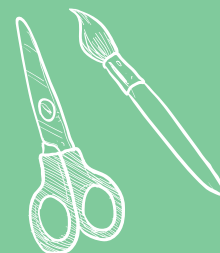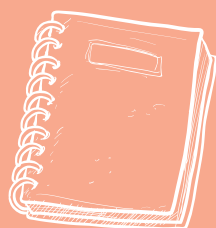الف اعلان

CENTER FOR GOVERNANCE AND PUBLIC ACCOUNTABILITY (CGPA)

PRIMARY AND SECONDARY
EDUCATION BUDGET ANALYSIS OF

FEDERALLY ADMINISTERED TRIBAL AREAS (FATA)
(2012-13 to 2014-15)

This study is one among the six education budget analysis studies carried out by the Center for Governance and Public Accountability (CGPA) and commissioned by Alif Ailaan. CGPA has been carrying out district level education budget analysis in Khyber Pakhtunkhwa in cooperation with other partners and donors as well. The present series of education budget analysis studies includes five districts: 1) Abbottabad; 2) Mardan; 3) Bannu; 4) Kohat; 5) Tank; and 6) FATA, and is jointly concerted by CGPA and Alif Ailaan.

August 2015

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List of Acronyms

AA	Administrative Approval
ADP	Annual Development Programme
AEO	Agency Education Officer
APA	Assistant Political Agent
DoE	Directorate of Education
DDO	Drawing and Disbursing Officer
EMIS	Education Management Information System
F&F	Furniture & Fixture
FATA	Federally Administered Tribal Areas
FCR	Frontier Crimes Regulation
FD	Finance Department
FDIHS	FATA Development Indicator Household Survey
FDWP	FATA Development Working Party
FR	Frontier Region
FY	Financial Year
GES	Gross Enrolment Rate
GIS	Geographical Information System
IHC	Industrial Home Centre
KP	Khyber Pakhtunkhwa
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
NER	Net Enrolment Rate
NWA	North Waziristan Agency
NWFP	North West Frontier Province
P&D	Planning & Development
PA	Political Agent
PC-I	Planning Commission Performa I
PCNA	Post Crisis Needs Assessment
PSLM	Pakistan Social and Living Standards Measurement Survey
R&R	Reconstruction & Rehabilitation
RO	Research Officer
SWA	South Waziristan Agency
TDP	Temporarily Displaced People
UNESCO	United Nation Educational, Scientific and Cultural Organization
UPE	Universal Primary Education
W&S	Works & Services

Executive Summary

FATA is an integral part of Pakistan and consists of seven tribal Agencies and six Frontier Regions (FRs). It is represented in the national assembly (with twelve national assembly seats) and in the senate (with eight seats of senators reserved for FATA). Regarding administration, FATA has a special status and comes under the direct executive authority of the president of Pakistan. It is administered by the governor of Khyber Pakhtunkhwa (KP) in his capacity as 'Agent' to the president of Pakistan.

Governor KP is the overall administrator of all FATA Agencies and Frontier Regions. Further, at Agency/ FR level, each Agency/FR has its separate administrative setup. Each Tribal Agency is administered by a Political Agent (PA) and each PA is assisted by two or three Assistant Political Agents (APA). As to the chain of command, Frontier Regions are a bit different from the Agencies; each Frontier Region comes under the administrative authority of Deputy Commissioner (DC) of the adjacent settled district of KP. Administrative power at ground is exercised, in each Frontier Region, by an Assistant Political Agent (APA).

Since FATA has a special administrative status, it is different from other parts of the country. It does not have the administrative setup of settled districts and the Agency level administrative powers in FATA are concentrated in the PA. This arrangement is a continuity of the British colonial legacy and has caused heavy setbacks to the area regarding socioeconomic progress and development. At present, poor socioeconomic indicators, an adverse law and order situation and the phenomenon of terrorism are consequences of the decades' long bad governance of FATA.

The total estimated population of FATA as of 2015 is 4.59 million[1]. As per FATA Development Indicator Household Survey (FDIHS) 2014, the overall literacy rate in FATA is 33.3% with a gender breakdown of 49.7% and 12.7% for males and females respectively. Majority (almost 60%) of the FATA population being young (between the age of 15 to 29 years) constitutes its demographic strength on the one hand, while majority of these youth being uneducated and unskilled, constitutes demographic liability of FATA on the other hand.

Although, provision of compulsory free and quality primary education to every child of Pakistan is incumbent on the state, the circumstances in FATA emphatically require considerate measures in this regard. Educating the youth is necessary in order to manage conflict, ensure security and resume peace. It further calls for huge investments in education service provision such as infrastructure, quality of teaching and creating awareness of the importance of education among FATA residents.

As per the DoE FATA estimates, the demand of primary and secondary schools in FATA is 13,407 schools whereas the number of existing schools (primary and secondary) is 4,656. This means that there is a

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1   *Population estimate is made on the basis of 1998 Census of Pakistan's population and the then population growth rate of FATA. The formula used is 3176331x1.0219[17].*

shortage of 8,751 schools which constitutes almost a 65% shortage of schools. Mosque schools and community schools are alternate education facilities in FATA areas where the access to government primary schools is difficult. Including their number in the primary and secondary schools would raise the total number of schools to 5,645. But again, a large number of schools (more than 200) are hit by the terrorist attacks and/or targeted by the suicide bombers bringing the education service provision to a reduced level. That is why the literacy and enrolment rates at primary, middle and high school levels in FATA are lower than in other parts of the country.

The total education budget of FATA in the FY 2012-13 both for the development and current budgets was Rs. 9.911 billion which rose to Rs.10.661 billion in the FY 2013-14 and to Rs.11.212 billion in FY 2014-15. In the overall budget the share of primary education is quite high, standing at Rs. 3.50 billion in FY 2012-13 as compared to secondary education which was Rs. 2.7 billion. In FY 2013-14 and FY 2014-15 budget share for primary education was Rs. 3.7 billion and Rs. 3.9 billion respectively.

Rugged terrain and variation in population density are major challenges that make provision of education service difficult in FATA. Distant location of schools, security threats, and some cultural bearers also hinder the educational attainment of the children there. Availability of trained and qualified teachers is quite difficult besides a long list of other issues in FATA. Vested interests of the influential also hinder the optimum utility of available resources, for example, in many cases school sites are selected keeping in view the employability of political affiliates instead of easy access of maximum number of students.

Other setbacks in the education management of FATA are: poor mechanism of measuring teachers'/learners' performance, teacher absenteeism, ghost schools, sporadic school locations, illegal use of school buildings by *Maliks* and other influential, and targeting of girls' schools by militants.

To achieve the Millennium Development Goals (MDGs) as well as the "Education for All" goal, the DoE FATA needs a higher budget, an increase in enrolment rates, presence of schools with appropriate facilities in all communities, additional classrooms for overcrowded schools, infrastructure, teaching and learning materials as well as training additional teachers, especially female teachers.

Introduction

FATA situates in the north west of Khyber Paktunkhwa (KP) and consists of seven Agencies and six Frontier Regions. The seven Agencies include: 1) Khyber Agency, 2) Mohmand Agency, 3) Bajaur Agency, 4) Orakzai Agency, 5) Kurram Agency, 6) North Waziristan Agency (NWA), and 7) South Waziristan Agency (SWA). The six Frontier Regions (FRs) include: 1) FR Peshawar, 2) FR Kohat, 3) FR Bannu, 4) FR Lakki Marwat, 5) FR Dera Ismail Khan, and 6) FR Tank.

FATA is an integral part of Pakistan but when it comes to public debate on issues relating to governance FATA is considered 'sensitive'. Researchers and journalists know for a fact that accessing information or official records containing information about FATA is quite challenging. Same is the case with education budget tracking. It was only through informal means and with the cooperation of a few secretariat officials that some information about the education budget figures is sought. However, the complete information as was targeted in the objectives of this study could not be accessed. For example, the gender distribution of primary and secondary education current budget expenditure, and the salary and non-salary distribution of the current budget could not be accessed. Similar information was accessible for the districts of KP included in this series of education budget analysis studies.

What is covered in this education budget analysis is the annual expenditure figures, their distribution by development and current expenditure, distribution by agency and frontier region and distribution by primary and secondary level education. A comparison of FATA demographics and literacy rates with the provinces of KP and Balochistan as well as with the whole Pakistan is provided in the report in order to develop an understanding of the comparative standing of FATA within Pakistan. Reason for comparing FATA with KP is the geographic proximity of these two regions. Reason for comparing with Balochistan is that Balochistan is likewise a neglected and underdeveloped province of Pakistan as FATA.

Information on the school infrastructure in FATA and a detailed literacy profile of FATA is given in the report along with the needs assessment of education facilities. This will help understand the state of provision and demand in the education sector in FATA. These issues in FATA should be brought to the mainstream national debate as the issues of other parts of the country are discussed.

Study Objectives

The purpose of this report is to demystify the budget for a layman's understanding of the monetary flow of public finances and to provide an insight into the processes of education budget preparation and execution. However, the scope of this report includes only the primary and secondary level education budgets. This report provides material to initiate a debate among civil society, media, policy makers and scholars on equitable, need-based and efficient education budgeting in FATA. It is desirable and expected that the proceeding debate will generate suggestions for improvement in fiscal discipline and informed

engagement with public authorities for reforms and policy compliance. It will support the overall objective of optimum utility and public scrutiny of public finances in the education sector of FATA.

Methodology

This report is heavily based on a review of statutory sources, which provide guidelines for budgeting and help develop a framework for budget analysis, and databases sought from a number of public departments. However, primary information collected from the field through informal interviews and discussions with the relevant persons, and some other secondary sources of information also contribute significantly in shaping the report.

Main sources of information used to compile this report (specially for demographic and literacy figures) along with primary data collected through informal means, include Annual Statistics Report 2013-14 of Government Educational Institutions (DoE FATA: July 2014), Education Management Information System (EMIS) FATA, FATA Development Indicators Household Survey 2014 (FDIHS), and Pakistan Socioeconomic and Living Standards Measurement Survey (PSLM) 2012-13.

FATA Profile

Area and Population of FATA

FATA covers an area of 27,220 km^2 which makes almost 3.4% of the area of Pakistan. Population of FATA is 4,475,000 which is almost 2.4% of the population of Pakistan. KP is a little less than thrice the area of FATA but its population is six times more than that of FATA. Some basic geographic indices and demographics of FATA and KP are given in the table below along with the national figures in order to show FATA's comparative strength in Pakistan.

Table 1: Area and population of Pakistan, KP and FATA

	Pakistan	KP	FATA
Area (km^2)	796,096	74,521	27,220
Estimated Population (000 persons)	188,019	27,932	4,475
Density (persons per km^2)	236	375	164

Source: PSLSM 2012-13

Figure 1: Area and population of Pakistan, KP and FATA
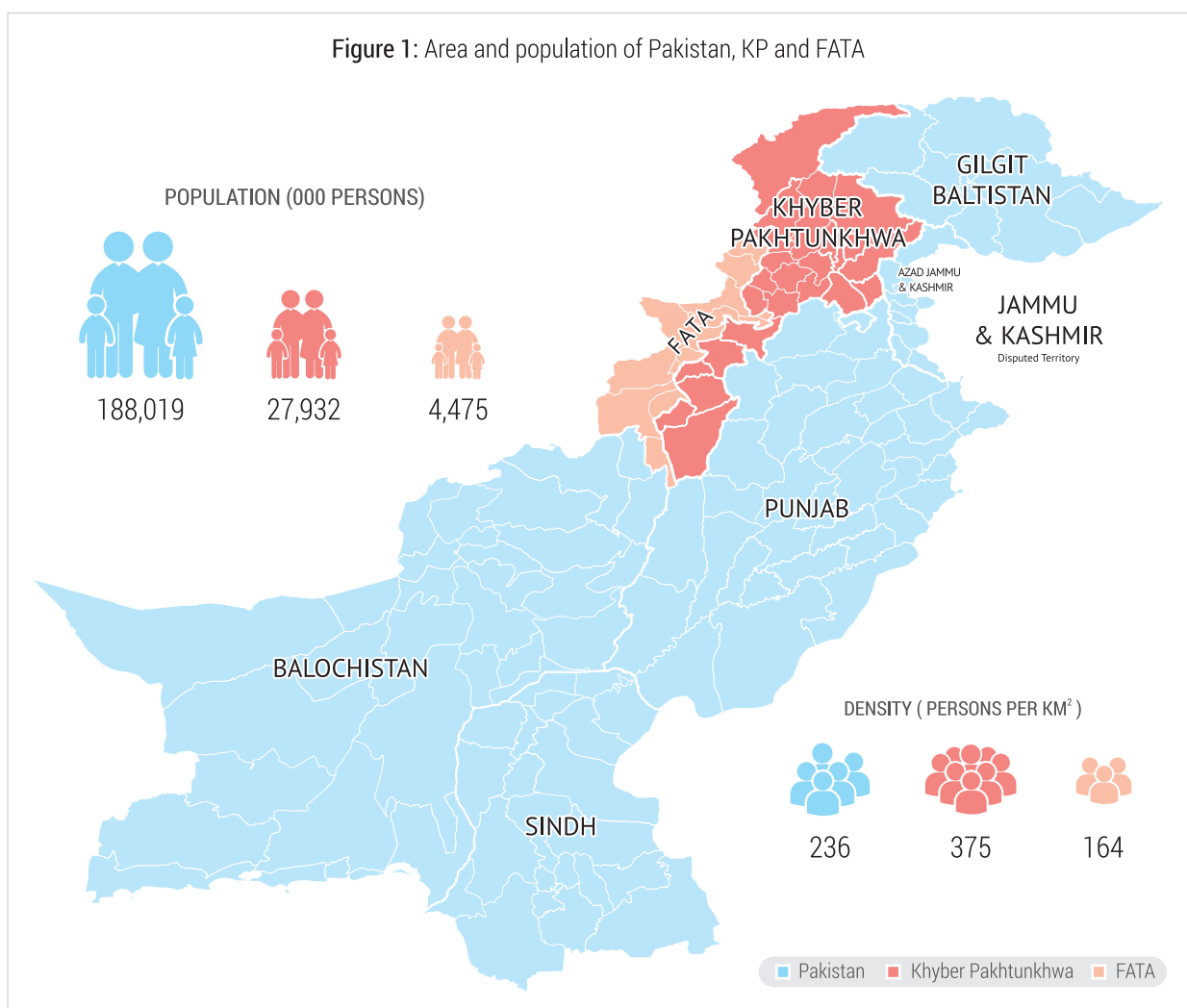
Literacy Rate of FATA

The literacy rate of FATA is lower than both the national literacy rate and the literacy rate of KP. This applies to all types of literacy rate, overall, male and female literacy rates. This situation is very alarming. Comparative figures are provided in the table below:

Table 2: Literacy rates of Pakistan, KP and FATA

Indicator	Pakistan	KP	FATA
Overall literacy rate (%)	60	52	33.3
Male literacy rate (%)	71	70	49.7
Female literacy rate (%)	48	35	12.7

Source: PSLSM 2012-13

Figure 2: Literacy rates of Pakistan, KP and FATA

LITERACY RATE (%) (OVERALL)

60%   52%   33.3%

LITERACY RATE (%) (MALE | FEMALE)

71%   48%   70%   35%   49.7%   12.7%
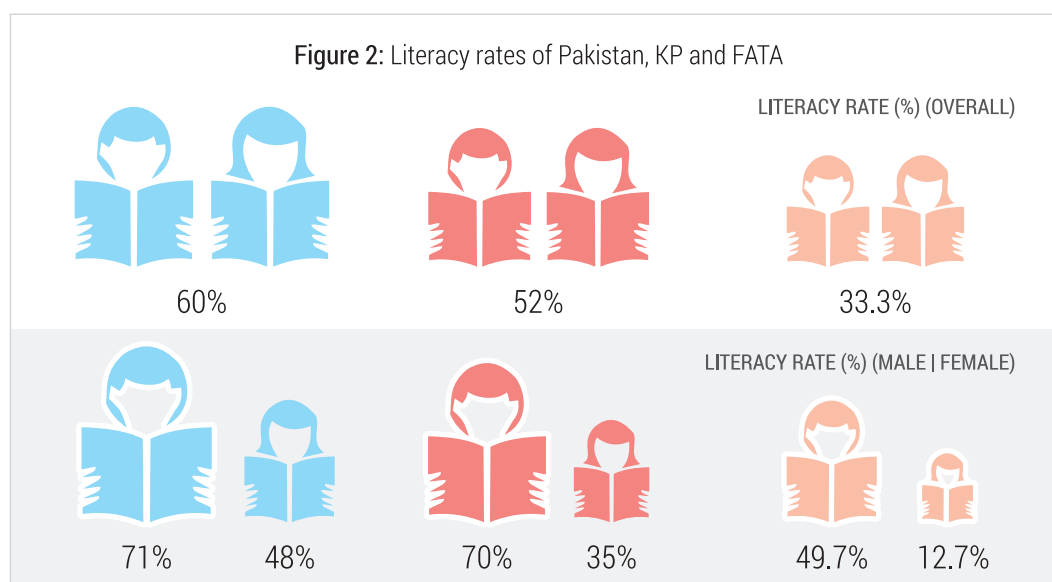
Education development of FATA should be focused on and the people there should be provided with adequate and good quality education facilities. This is necessary and important because education correlates well with development and this fact is reflected in the recent theory of development. This will be discussed in some detail in the forthcoming text (in the development perspective on education part).

Special Status of FATA

In respects of the exercise of executive authority and applicability of laws FATA has got a special status in Pakistan. The patterns followed in these respects are different from the patterns followed in other territories of Pakistan despite the fact that FATA, by virtue of Article 1 of the constitution of Pakistan, is likewise an integral part of Pakistan as rest of the territories constituting Pakistan.

Although FATA has got representation in the national assembly and the senate it remains under the direct executive authority of the President of Pakistan in line with the constitutional provisions of Articles 51, 59 and 247 of the Constitution of Pakistan. Laws framed by the national assembly do not apply in FATA, unless ordered so by the President of Pakistan, who is also empowered to issue regulations for the peace and good governance of tribal areas. Today, FATA continues to be governed primarily through the Frontier Crimes Regulation (FCR) 1901. It is administered by the Governor of the KP in his capacity as Agent to the President of Pakistan. It would be interesting to have an overview of the history and historical significance of FATA in relation to its administration. So the following paragraphs present a very brief account of the history of FATA administration.

Historical Background of FATA

Prior to independence of the Indian subcontinent in 1947, these tribal areas served as a buffer zone between the USSR and the British Indian Empire. Despite all efforts of the British Indian Empire to occupy the area, including military action, these tribes fought hard and successfully maintained their independence. However, the British also succeeded in attaining a weak hold of the area and invested there heavily for the sake of influencing politics of the tribal areas. They implemented an administrative setup and issued FCR which was modified time and again as the needs arose to suit the interests of the British rulers.

Frustrated with their efforts to control the region fully, the British in 1901 issued a new 'Frontier Crimes Regulation' that expanded the scope of earlier regulations and awarded more powers to administrative officials there in FATA than they had before it. For instance, FCR 1901 bestowed judicial authority upon the administrators of tribal areas. In the same year, a new administrative unit, then North-West Frontier Province (NWFP) was created by carving out parts of the Punjab province and adding certain tribal territories to it. The province, as it was constituted at the time, included five settled districts (Bannu, Dera Ismail Khan, Hazara, Kohat and Peshawar), and five tribal agencies (Dir-Swat-Chitral, Khyber, Kurram, North Waziristan and South Waziristan), and was placed under the administrative authority of a chief commissioner reporting to the Governor General of India (Hunter et al., 1840-1900).

The institution of the Political Agent (PA) was created at that time. Each agency was administered by a PA who was vested with wide powers and provided with funds in order to secure loyalties of the local influential in their respective areas. It was also during this period that the *Maliki* system was developed to allow the colonial administration to exercise control over the tribes. Under this system, local chiefs (*Maliks*) were designated as intermediaries between the tribes and the colonial authorities, and also assisted in the implementation of government policies.

Soon after the independence of the Indian subcontinent in 1947, the various tribes in the region entered into an agreement with the Government of Pakistan, pledging allegiance to the newly created state. Some 30 instruments of agreement were subsequently signed. Mohmand Agency was included in FATA in 1951 and Bajaur and Orakzai agencies in 1973.

The agreement, signed at the time of independence, did not include political autonomy of the tribes. The instruments of agreement, signed in 1948 granted the tribal areas a special administrative status. This unique system was also crystalised in Pakistan's Constitution of 1973.

Ever since the creation of Pakistan, FATA has not been progressing in terms of development, as some other parts of the country have been. That is why the socioeconomic indicators of FATA are very poor and its comparative standing in Pakistan is very low on many fronts. These are consequences of this decades' long negligence by the successive governments about FATA and some of them can be seen and well related to the ongoing terrorism and fundamentalism.

Present Scenario in FATA

Years of regional instability underpinned by decades of poor governance have shaped the crisis unraveling in the north western border areas of Pakistan. Marginalisation of FATA has prevailed through legislation and underdevelopment. Bad governance, corruption and very poor socio-economic profile of FATA had caused frustration among the people there. Political instability and the law and order situation there developed in the recent past posed high vulnerability to public property including schools. Consequently a big number of schools are targeted and blown up by terrorists. More than 200 schools, according to an estimate, have been damaged fully or partially in these terrorist attacks. As a result, education service in government schools was suspended for years. Bara and NWA (North Waziristan Agency) have borne more loss in this respect than other FATA areas.

Each Tribal Agency is administered by a Political Agent (PA) and each PA is assisted by two or three Assistant Political Agents (APA). Depending on the size of a tribal agency, each agency has about three to ten *Tehsildars* and a number of *Naib Tehsildars* with the requisite support staff. The FRs differ from the Agencies only in the chain of command. Each FR is headed by the Deputy Commissioner (DC) of the adjacent settled district of KP (like DC Peshawar heads FR Peshawar). However, the DC is assisted by an APA and a number of *Tehsildars*, *Naib Tehsildars* and support staff in each of the FRs. For the administration of education, each agency has an Agency Education Officer (AEO).

Development Perspective on Education

Investing in the people and equipping them with skills they require in order to play a productive role in the national mainstream is the need of hour in FATA. Until this is not done, sustainable development will remain an illusion. Education is a basic human right and its significance in the development of a people should not be undermined.

It is incumbent upon state to provide free compulsory education to all children aged 5 to 16 by virtue of the Article 25-A of the constitution of Pakistan. However it is to make clear that this article was promulgated in the constitution through eighteenth amendment and came into effect on April 19, 2010. It says: "Right

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

According to Vision 2030 [2], "Education is a key driver of economic growth because of its positive linkages with employability, entrepreneurship, empowerment of women and productivity – conditions that are all conducive to building a knowledge-based productive economy where our youth are better skilled, productive and scientifically trained to compete with the fast changing global trends". Linking the demographic transition with economic development, Vision 2030 states, is possible only if we increase investment in human capital. This is an opportunity to invest more in primary and higher levels of education and to eliminate gender differentials at all school levels. This is an essential prerequisite to achieve the target of Universal Primary Education (UPE) as well. Moreover, the labour force can become more productive, gets higher wages and acquires an improved standard of living with education.

The total estimated population of FATA as of 2015 is about 4.5 million. Majority of the population is young; around 60% population falls in the age bracket of 15-29. Majority of this young population, being unskilled and uneducated raises the social vulnerability of this area. Educating this youth is necessary in order to manage conflict, provide security and resume peace. This further calls for huge investments in education service provision like school infrastructure, teaching and managerial staff and awareness raising measures on importance of education. A sort of situation analysis of FATA education is presented in the subsequent parts of this report. The following part gives an account of the school infrastructure of FATA.

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2   *Vision 2030 is a long term perspective document highlighting the strategic directions which need to be followed to achieve a "developed, industrialised, just and prosperous Pakistan through rapid and sustainable development in a resource constrained economy by deploying knowledge inputs" by the year 2030. This document was prepared by the Planning Commission of Pakistan in consultation with eminent Pakistanis from different fields of knowledge, approved by the National Economic Council and published in August 2007.*

FATA School Infrastructure

Types and Levels of Schools in FATA

As regards the structure of education and academic coaching in schools, FATA fundamentally resembles the rest of Pakistan. Primary education consists of first five years in school and the secondary education consists of seven years (school grades six to twelve). However, secondary education is divided into three levels which are: 1) middle, 2) high, and 3) higher secondary. Likewise there are three types of schools for imparting respective levels of secondary education. Middle level is from school grades six to eight, high school level is for grades nine and ten and higher secondary level is for grades eleven and twelve. For imparting primary education there are primary schools (primary schools coach students from grade one to five) however there are certain other alternate arrangements for imparting primary education.

'Mosque schools' and 'community schools' are the alternate arrangements for primary education. In areas where primary schools are not available with an easy access, mosques are utilised for the operation of primary schools. There are 178 such schools in the whole of FATA. Each mosque school is run by one teacher and mosque schools are financed from primary education budget. Then, there are community schools, also for primary education. Community schools are a special initiative of Annual Development Programmes (ADPs) and are financed from the development budget. Each community school has two teachers and one grade-IV peon. Purpose of community schools is also education service delivery and they are initiated on account of the lack of school facilities and aim also at addressing the accessibility issue in their respective areas.

Along with conventional schooling, embroidery is also taught at middle school level in certain middle schools for girls. Such middle schools where embroidery classes are held are called Industrial Home Centers (IHC). However, the salary of the embroidery class teacher is paid from the primary education budget.

Many schools in FATA are not functional on account of the law and order situation/ security reasons. However, there are two categories of non-functional schools. One is the schools which have suspended education service operation and are notified by the government to be so on account of security threats. These are called closed schools. The other category is of those schools which are non-functional on account of security reasons but have not been announced to be so by the government. Such schools are called non-functional schools. The difference between both categories is just of the official notification. Otherwise both categories include nonoperational schools.

The total number of schools imparting primary and secondary education in FATA as of the education statistics report 2013-14 published by DoE FATA is 5,645. Breakdown of these schools by level and gender is given in the table below.

Table 3: Distribution of schools by level of education and gender

S #	Level of education	School Name	For Boys	For Girls	Total
1	Primary level	Mosque schools	178	-	178
2		Primary schools	2,114	1,613	3,727
3		Community schools	360	451	811
4	Middle level	Middle schools	337	200	537
5		IHC	-	44	44
6	High school level	High schools	257	75	332
7	Higher secondary school level	Higher secondary schools	11	5	16
	Total		3,257	2,388	5,645

Figure 3: Distribution of schools/institutions by level of education and gender
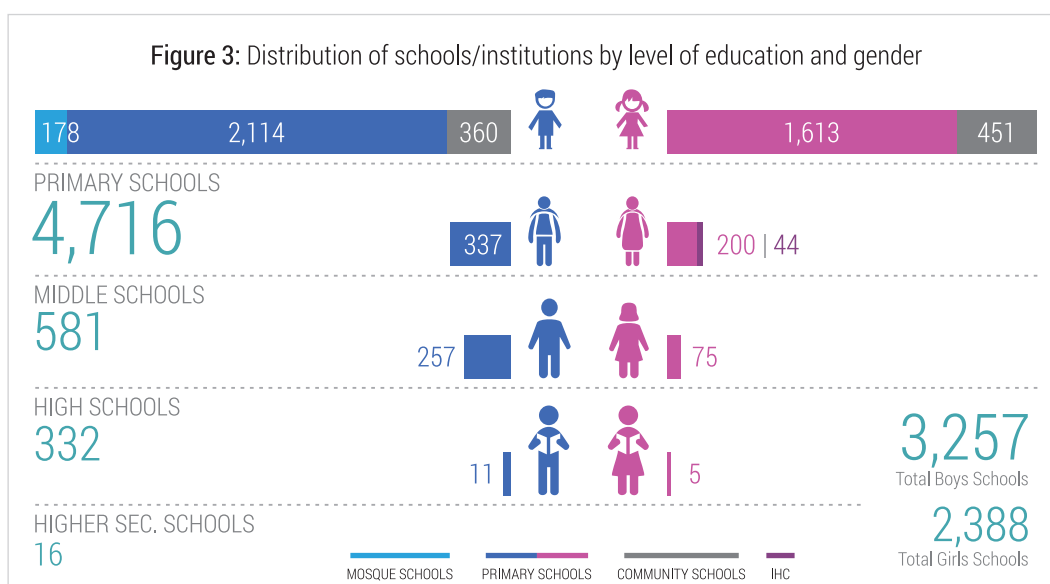
The percentage share of schools for girls and boys at primary and secondary levels of education in FATA is 42.3% (2,388) and 57.7% (3,257) respectively. Although, the number of schools for girls is lesser than the number of schools for boys at each school level, the gap is severer at secondary level schools. Specially, the middle schools for girls are so deficient in number and so distantly located that the access to school for girls in many areas of FATA at middle level is highly inconvenient. Moreover, as the girls grow older, their chances of admission to school become meager because of cultural barriers.

Figure 4: No. of primary & secondary schools in FATA and their gender distribution

3,257   2,388

57.7%   42.3%

■ No. of schools/institutions for boys   ■ No. of schools/institutions for girls
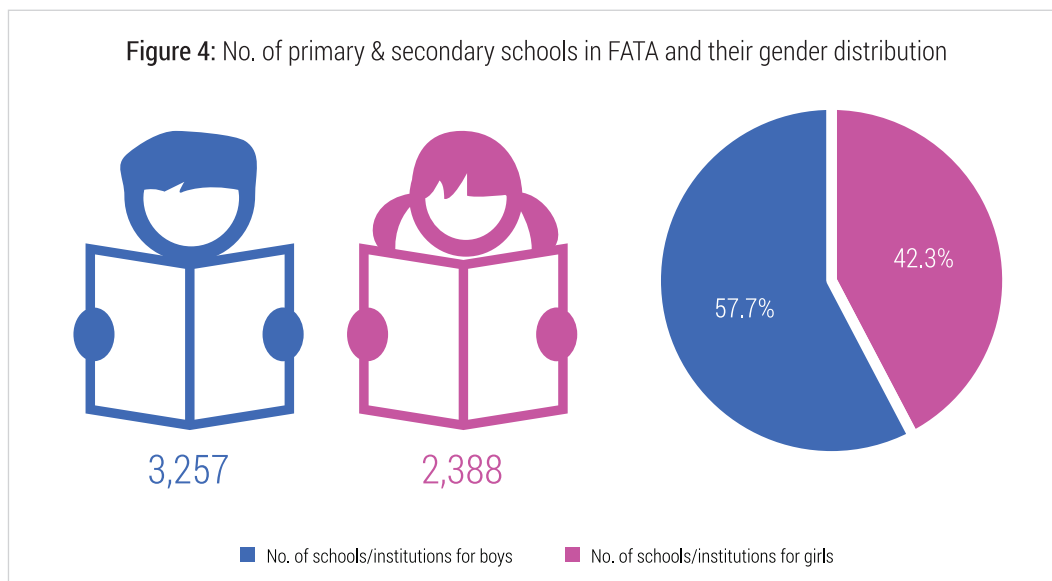
Other than these 5,645 primary and secondary level schools there are 41 colleges in FATA. Out of these 41 colleges, 37 colleges are degree colleges and 4 colleges are elementary colleges. Degree colleges are affiliated with some university whereas elementary colleges are affiliated with Elementary and Secondary Education Boards in the adjacent settled districts of KP and conduct different courses for primary school teachers. There is no university in the whole of FATA. Thus, it can safely be said that the educational institutions in FATA, when it comes to numbers, are predominantly primary and secondary level schools. However, including colleges, the number of educational institutions in FATA becomes 5,686.

Shortage of Schools in FATA

As per the estimates made by the DoE, the number of schools required in FATA is 13,407 whereas the number of existing schools is only 4,612 (excluding mosque and community schools) which mean that there is a shortage of 8,795 schools. This shortage of schools is almost 65% of the number of schools in demand. Huge amounts of money and other resources are required to fill this gap of schools but the present circumstances do not seem very favorable for filling this gap. Despite the fact that education got the highest percentage share of allocation in the ADP 2014-15, financing for the construction of only 50 new schools could be provided in the plan. An amount of Rs. 140 million is allocated for the construction of these 50 new schools. New primary schools planned in the ADP 2014-15, consist of two classrooms each with a capacity of accommodating 40 students. In total, the accommodation capacity of a new primary school will be for 80 students.

If the construction of required schools in FATA is done at this pace of 50 schools a year, it will take another 176 years to fill the school infrastructure gap. If all required schools are to be constructed right now, an amount of Rs. 24.626 billion is required at the rate of NDP 2014-15.

The overall average distance of school from home for currently enrolled students of age 6-15 in FATA is 1.8

km[3] whereas for female students this average distance is 1.6 km. Many of the schools available at present in FATA are not in good situation. Most of them do not have basic facilities of latrines, drinking water, boundary wall and/or electricity. Following table shows the situation of availability of basic facilities in educational institutions of FATA as per Annual Statistical Report 2013-14 of FATA Government Educational Institutes.

Table 4: Number of schools with and without basic facilities in FATA

		Boundary Wall	Water	Electricity	Student Latrine
No. of schools	With	3,144	1,980	2,193	2,008
	Without	1,971	2,426	2,353	3,110
	Not-known	571	1,240	1,140	568
	Total	5,686	5,686	5,686	5,686

(Source: Directorate of Education FATA, Annual Statistical Report 2013-14 of FATA Government Educational Institutes)

Figure 5: Number of schools with and without basic facilities in FATA
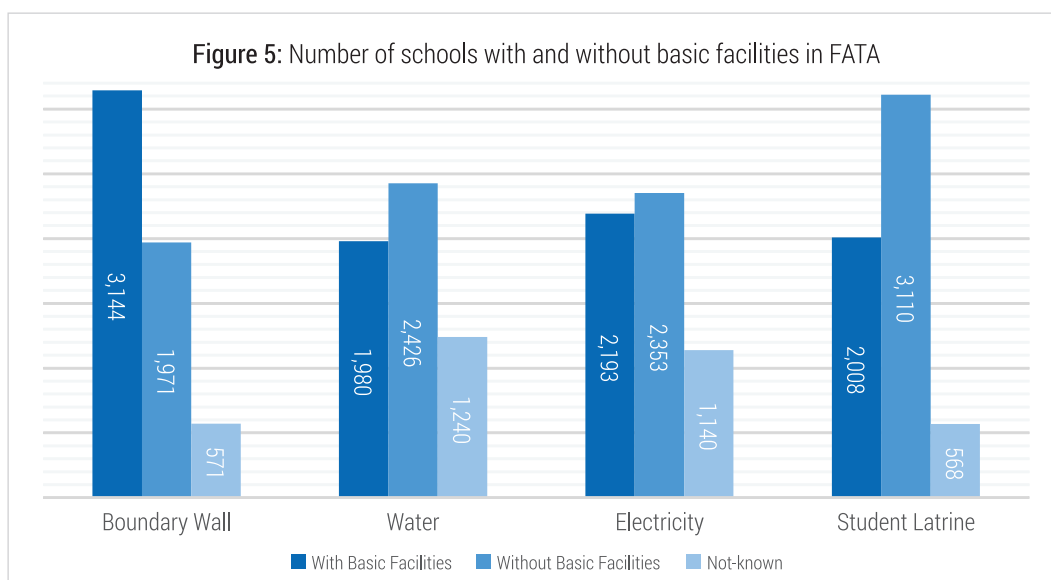
Operational Status of Available Schools in FATA

Unfortunately, all of the available (5,686) educational institutions in FATA are not operational. Many of them are closed and many others are not functioning because of the ongoing military operations, terrorist threats and security risks. According to the Annual Statistical Report 2013-14 of FATA Government Educational Institutes, 197 educational institutions were closed which means that they were notified by the government to suspend their routinely operation of imparting education. However, another big number of 1,145 educational institutes of FATA are not performing any function on the same account of security concerns. They are called nonfunctional education institutes.

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3   FDIHS 2014

Teaching Staff in FATA

The total number of teaching staff at primary and secondary level schools in FATA is 19,129. Out of these 19,129 teachers, 12,905 are male teachers and only 6,224 teachers are female. It means that the teaching staff in government schools for boys in FATA is more than twice in number as compared to the teaching staff in girls' schools. The breakdown of teachers by level, type of school and gender is given below in the table.

Table 5: No. of teachers in each school type in FATA

Type/level of school	No. of Teachers		
	Male	Female	Total
Mosque schools	201	-	201
Primary schools	5,601	3,648	9,249
Middle schools	2,695	1,075	3,770
High schools	3,902	773	4,675
Higher secondary schools	329	111	440
Community schools	177	543	720
IHC	-	74	74
Total	12,905	6,224	19,129

Figure 6: No. of teachers in each school type in FATA

201	IN MOSQUE SCHOOLS	-
5,601	IN PRIMARY SCHOOLS	3,648
2,695	IN MIDDLE SCHOOLS	1,075
3,902	IN HIGH SCHOOLS	773
329	IN HIGHER SEC. SCHOOLS	111
177	IN COMMUNITY SCHOOLS	543
-	IN IHC	74
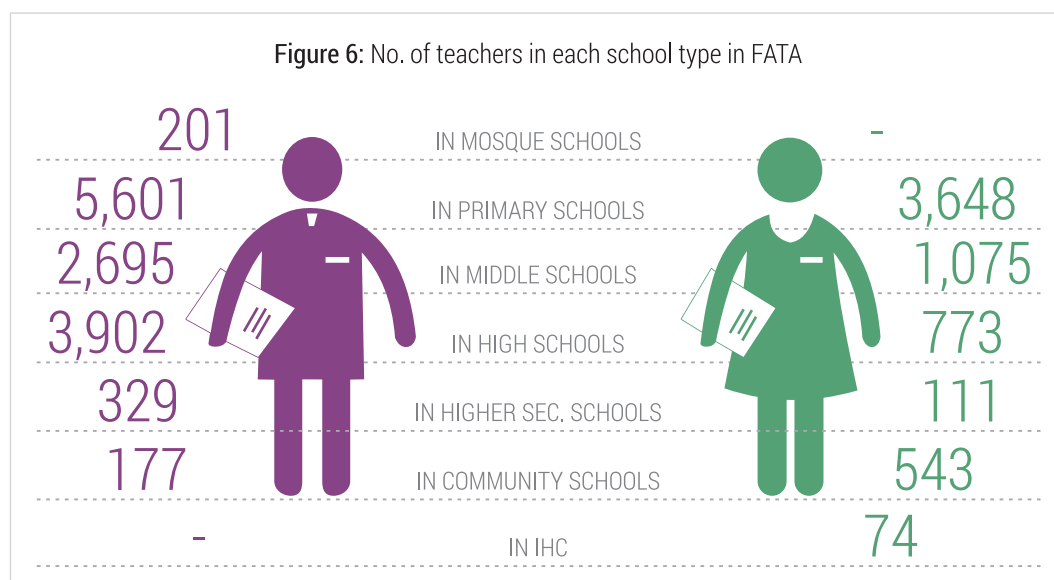
It should however be remembered that all sanctioned posts of teachers are not filled in FATA. 11% of the sanctioned posts of teachers in boys' schools and 15% of the sanctioned posts in girls' schools are lying vacant.

Education Management in FATA

Education management in FATA is performed by the DoE FATA. DoE has set four guiding principles in the administration of education. These guiding principles include: 1) Access to Education, 2) Quality of Education, 3) Governance and Management, and 4) Equity. At present, the DoE FATA neither has its own text book board nor any Intermediate and Secondary Education Board(s). Therefore, it receives textbooks from the Textbook Board of KP and it is obvious that KP gets priority over FATA in securing text books. In the same manner high and higher secondary level schools in FATA Agencies and Frontier Regions are affiliated with the close-by Boards of Intermediate and Secondary Education (of Peshawar, Bannu, DI Khan and Malakand).

The Right to Free and Compulsory Education Act 2012 of Islamabad Capital Territory (ICT) is extended to FATA. Now, there is a need of initiating administrative measures that would result in the similarities of education provision and literacy attainment between FATA and ICT. In the past, it has been observed, that certain laws are extended to FATA without any administrative framework or logistic support. This should not be allowed to happen in this case of Right to Education law ICT extension to FATA.

Literacy Profile of FATA

According to Pakistan's Millennium Development Goals (MDGs) Report 2013, FATA's overall literacy rate is 33.3%. It is 49.7% for men and 12.7% for women which is very low. It is much lower than Pakistan's literacy rate which is 60% overall and 71% and 48% for men and women respectively. According to the MDGs' target for Pakistan, it should have been raised to 88% by the end of 2013. So on the one hand, the progress toward literacy targets in Pakistan is off track and on the other hand it is extremely gender imbalanced. We have very low literacy rate in women compared in men. This situation calls for gender parity measures in education management of FATA as well as in other parts of the country.

Table 6: FATA literacy rate target as per the MDGs

Indicator	Pakistan	FATA	MDG Target	Remarks
Literacy rate	60%	33.3%	88%	Off track
Male	71%	49.7%		
Female	48%	12.7%		

Source: Pakistan Millennium Development Goals Report 2013

In 1998 overall literacy rate in FATA, accordingly to the 1998 census, was only 17.1% which in case of males was 28.2% and only 2.7% for females. Continuous efforts by the government of Pakistan to improve the situation have raised the overall literacy to 33.3%. Keeping the UPE objective in sight, the pace of progress from 17.1% to 33.3% over a period of 16 years is very slow and a lot more needs to be done.

Comparison of FATA's Literacy Rate with other Parts of Pakistan

All Pakistan literacy rate, as per Pakistan Social and Living Standards Measurement Survey (PSLM) 2012-13, is 60% which is 71% in case of males and 48% for females. KP's position as per PSLM 2012-13 compared to FATA and Balochistan is far better where overall literacy rate is 52% which is 70% for males and 35% for females. In case of Balochistan overall literacy rate as per PSLM 2012-13 is 44% with a break up of 62% and 23% for males and females respectively.

Table 7: Comparative literacy rates of FATA, Pakistan, KP and Balochistan by gender

Literacy Rates	FATA	Pakistan	KP	Balochistan
Overall	33.3%	60%	52%	44%
In Males	49.7	71%	70%	62%
In Females	12.7	48%	35%	23%

Source: PSLSM 2012-13

Agency/FR Wise Literacy Rates in FATA

As is already mentioned, FATA comprises of two types of areas i.e. tribal Agencies and Frontier Regions and the literacy rate varies from Agency to Agency and/or from FR to FR. Khyber Agency is on top with 49.4% literacy rate followed by Kurram and Orakzai in overall terms. Similarly in case of male literacy the situation is far better in Khyber agency with 76.3% followed by Kurram and Orakzai Agencies with 53.5% and 48.7% respectively. The pattern is changed in case of female literacy rates which is 17.3% for Orakzai closely followed by Khyber Agency with 16.6%. NWA is lowest in terms of female literacy which is 3.15%. Bajaur and Mohmand Agencies also have extremely low literacy rates amongst females. For all FRs overall literacy rate is 41.5% with a break up of 60.4% and 15.5% for males and females respectively.

Table 8: Agency/FR wise literacy rates in FATA

Agency/FR	Overall	Male	Female
Khyber	49.4	76.3	16.6
Mohmand	27.9	41.3	10.8
Bajaur	19.6	29.9	7.8
Orakzai	34.6	48.7	17.3
Kurram	34.8	53.5	12.5
NWA	16.1	27.5	3.15
SWA	31.3	43.7	12.3
FR Peshawar			
FR Kohat			
FR Bannu			
FR Lakki Marwat	41.5	60.4	15.5
FR DI Khan			
FR Tank			

Source: FDIHS 2014

Figure 7: Agency/FR wise literacy rates in FATA (Overall)

FR Peshawar
FR Kohat
FR Bannu
FR Lakki Marwat
FR DI Khan
FR Tank

■ Khyber ■ Mohmand ■ Bajaur ■ Orakzai ■ Kurram ■ NWA ■ SWA ■ Frontier Regions
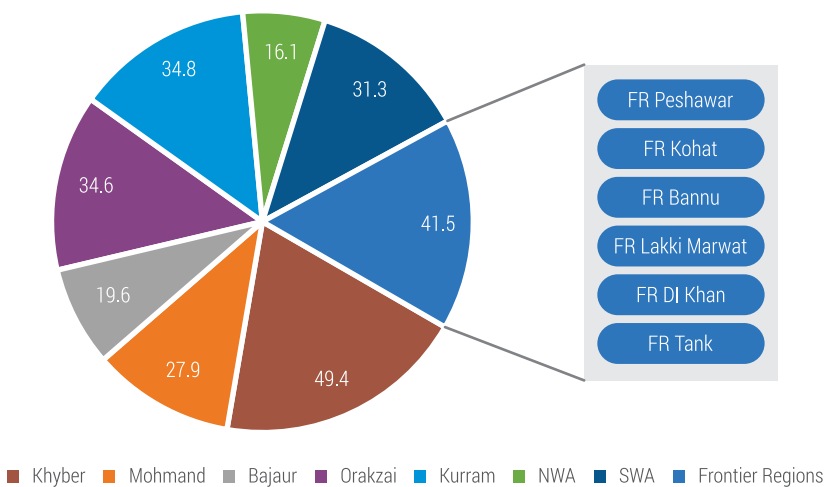
Figure 8: Agency/FR wise literacy rates in FATA (Male)

FR Peshawar
FR Kohat
FR Bannu
FR Lakki Marwat
FR DI Khan
FR Tank

■ Khyber ■ Mohmand ■ Bajaur ■ Orakzai ■ Kurram ■ NWA ■ SWA ■ Frontier Regions
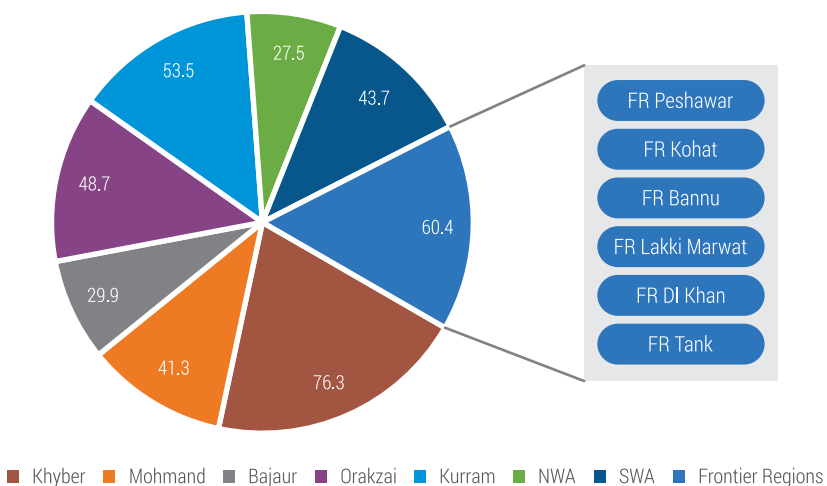
Figure 9: Agency/FR wise literacy rates in FATA (Female)

FR Peshawar
FR Kohat
FR Bannu
FR Lakki Marwat
FR DI Khan
FR Tank

■ Khyber ■ Mohmand ■ Bajaur ■ Orakzai ■ Kurram ■ NWA ■ SWA ■ Frontier Regions
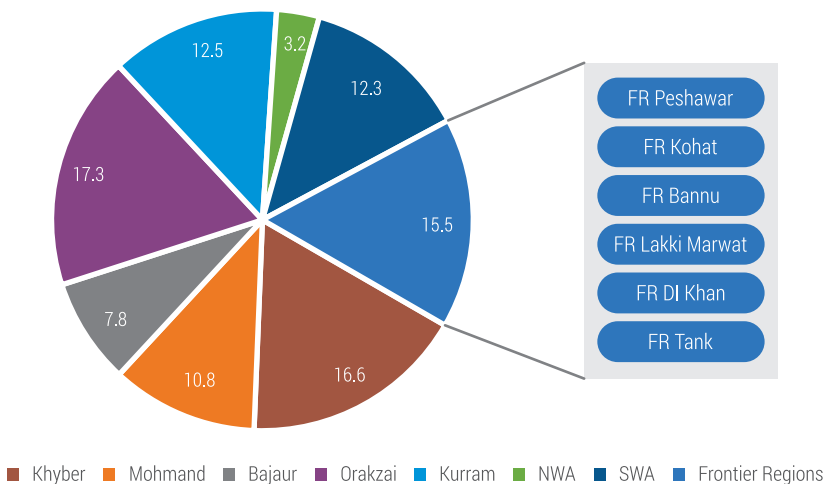
Primary and Secondary Level Enrolment Rates of FATA

There are two types of enrolment rates. One is Net Enrolment Rate (NER) and the other is Gross Enrolment Rate (GER). NER is the percentage of children enrolled in school falling in the officially determined age bracket for enrolment in the respective type of schools. For example the officially determined age bracket of primary school children in FATA is 6 to 10 years. Thus percentage of children enrolled in primary schools falling within the age bracket of 6 to 10 years of age will constitute the NER at primary level for FATA. But, the fact of the matter is that some over-age students are also enrolled in primary schools. Such may be the students who enter the school at a later age or who fail in a school grade and have to repeat it in order to pass. These over-aged students are not included in the NER. They are rather included in the GER. Thus, the total number of students enrolled in primary schools irrespective of their age would constitute GER at primary level in FATA. Another important difference between NER and GER is that NER cannot exceed 100% whereas GER can exceed 100%[4].

Official age brackets for primary, middle and matric level schools' students for measuring NER and GER are 6 to 10 years of age, 11 to 13 years and 14 to 15 years respectively. As is stated in the introduction part of this report, comparisons of FATA education indices are made with education indices of KP and Balochistan as well as with national indices of Pakistan, the NER and GER of FATA for primary, middle and high school levels are also provided with the respective NERs and GERs of KP, Balochistan and Pakistan. This is done in order for developing an understanding of FATA's education standing comparing other parts of country as well as with national standing.

It has also been mentioned already that securing information on FATA is very difficult. This fact is reflected in the Pakistan Socioeconomic and Living Standards Measurements Survey (PSLM) 2012-13; this survey is conducted in all parts of the country and provides NERs and GERs of all parts of Pakistan except FATA. However, FATA Development Indicators Household Survey (FDIHS) 2014 fills this vacuum of information and provides NER and GER for FATA at different school levels. This is the reason that neither of the two stated surveys can provide for all parts of Pakistan. FDIHS was conducted only in FATA and the PSLM survey was conducted in all parts of Pakistan except FATA. Therefore, two different surveys (FDIHS and PSLM) will be used for NERs and GERs of FATA and other parts of Pakistan.

Enrolment Rates at Primary Level (Age 6-10)

Overall NER in FATA at primary level is 52.1% whereas for boys and girls it is 62.3% and 38.7% respectively. Pakistan and KP are comparatively better where the overall NER at primary level is 68%. NER's gender breakdown both in Pakistan and KP is 76% and 60% for males and females respectively. In case of Balochistan the overall NER is 55%, which is a bit better than FATA.

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4   The difference between the NER and the GER is described as by Friedrich Huebert 2005 http://huebler.blogspot.com/2005/04/primary-school-gross-and-net.html

Table 9: NER at primary level

Area	Overall	Boys	Girls	Survey
FATA	52.10%	62.30%	38.70%	FDIHS 2014
KP	68%	76%	60%	
Baluchistan	55%	--	--	PSLM survey 2012-13
Pakistan	68%	76%	60%	

Figure 10: Net enrolment rate (NER) at primary level
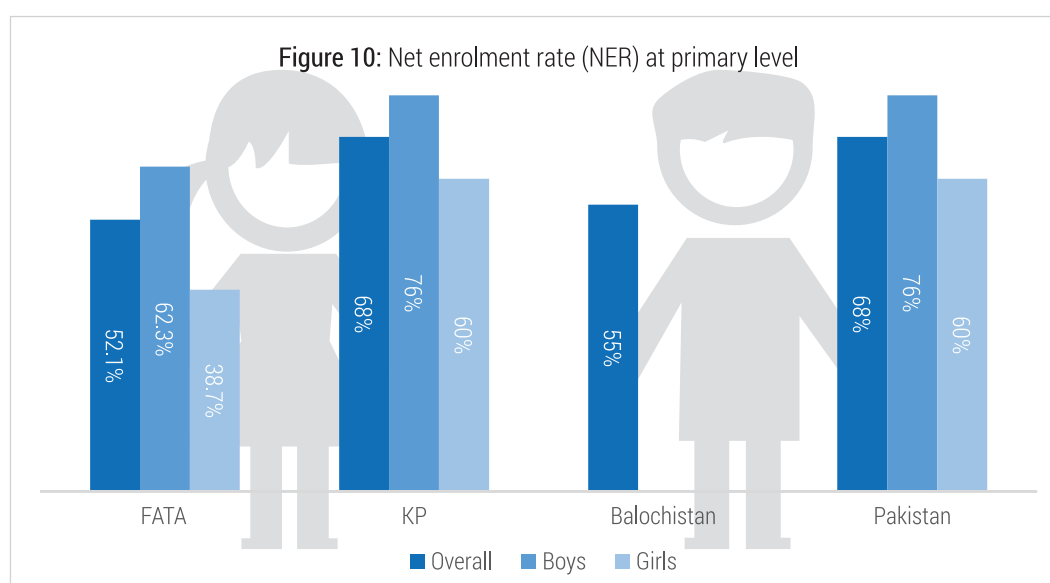
GER at primary level in FATA as per FDIHS 2014 is 77.4%. Overall GER in Pakistan and in KP is 92%. However in Balochistan GER is 73% which is the lowest of all regions named here.

Enrolment Rates at Middle Level (Age 11-13)

Overall NER at middle level in FATA is 19.9% which is highly inconsistent along gender lines. It is 28.5% and 8% for males and females respectively. The NER at the middle level in Pakistan is 38% in overall terms with a gender break up of 40% and 35% for males and females respectively. KP's position in terms of NER for the age bracket 11-13 is 38% with a gender break up of 44% for males and 31% for females.

Table 10: NER at middle level

Area	Overall	Boys	Girls	Survey
FATA	19.9%	28.5%	8%	FDIHS 2014
KP	38%	44%	31%	
Pakistan	38%	40%	35%	PSLM survey 2012-13

Figure 11: Net enrolment rate (NER) at middle level

Overall GER at the middle level in FATA is 51.1% whereas for males and females it is 72.7% and 21% respectively. In Pakistan overall position of gross enrolment is 63% with a break up of 69% and 56% for males and females respectively. KP's position in terms of GER at middle level is 69% with a gender breakdown of 82% and 53% for males and females respectively.

Enrolment Rates at Matric Level (Age 14-15)

At the matric level, overall NER of FATA is lower than KP and Balochistan. As per FDIHS 2014 it is 10.1% whereas for males it is 13.9% and for females it is only 4.6%. In KP the overall NER is 26% with a gender breakdown of 28% and 23% for males and females respectively. Balochistan is almost railing at the same pace with KP where overall NER is 26% with a gender breakdown of 28% and 23% for males and females respectively. Overall GER at the matric level (age 14-15) in FATA is 40.5% as compared to KP and Balochistan where it is 57% and 35% respectively.

Figure 12: Net enrolment rate (NER) at matric level
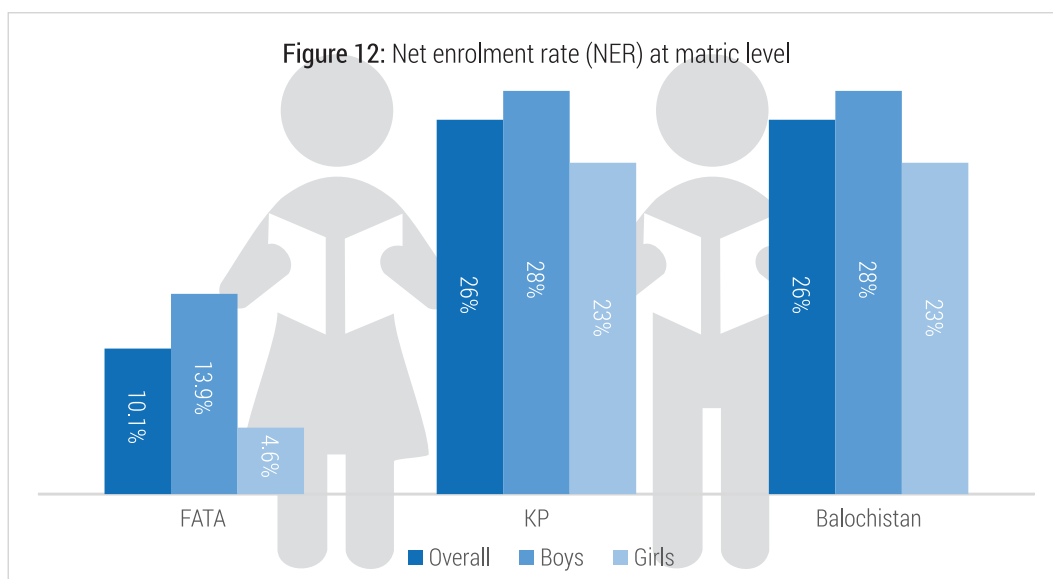
Table 11: NER at matric level

Area	Overall	Boys	Girls	Survey
FATA	10.1%	13.9%	4.6%	FDIHS 2014
KP	26%	28%	23%	PSLM survey 2012-13
Baluchistan	26%	28%	23%	

Table 11: NER at matric level

FATA Primary & Secondary Education Budget 2012-13 to 2014-15

Primary and secondary education receives funds from current and development budgets. The current and development budgets are two separate budgets consumed for different types of expenditure within the DoE FATA. The current budget funds are used for the payment of staff salary (including teaching and non-teaching staff), operation and maintenance of education institutes (both schools and administrative offices) and other administrative expenses of the directorate. The current budget is mainly categorised into salary and non-salary budget heads. The salary head, as is clear from the name, is for the payment of salaries of the teaching and non-teaching staff whereas the rest of all the expenses fall in the non-salary head. Likewise, the development budget has also two main sides of expenditure. One is the capital side which covers the construction of new schools (or other buildings in demand by the DoE) and it is administered by the Works and Services (W&S) department. The other side is revenue side of expenditure which deals with the procurement of Furniture and Fixtures (F&F) as well as hiring of communal teachers. This revenue side is managed by the Planning and Development (P&D) department of the FATA DoE. Overall current and development budget amounts for FATA for the FYs 2012-13 to 2014-15 are shown in the table below.

Table 12: Education budget of FATA for FY 2012-13 to FY 2014-15 (Rs. in Millions)

Years	Current Budget	Development Budget	Total Budget
2012-13	6,255.169	3,645	9,900
2013-14	6,894.551	3,676.093	10,570.9
2014-15	7,304.102	3,865.593	11,169

Budget Making Process

The budget making process for the current and development budgets is also a bit different. The main stages involved in budget making for the development budget and current budget are outlined in the following paragraphs.

Development Budget Making Process

Each FATA agency has an Agency Education Officer (AEO). The AEO prepares PC-1 for a development scheme in line with the dictates of the Annual Development Programme (ADP) FATA and forwards it to the DoE FATA for review. After the DoE's review, the development scheme is forwarded to the P&D department. The P&D department does a detailed scrutiny of the scheme. A research officer at the P&D department writes his/her evaluation and recommendations on the development scheme to forward it further to the FATA Development Working Party (FDWP) along with the PC-1 of the scheme for formal approval. After the Administrative Approval (AA) by the FDWP a code number is assigned to the development scheme by the finance department for allocation of funds and online display of the expenditure details.

Figure 13: Education development budget making process in FATA

Preparation of PC-I for Development Scheme by the Respective AEO → Review by the Directorate of Education → Comments and Recommendations by the Planning & Development Department ↓ Review & approval by FATA Development Working Party ← Administrative Approval (AA) and Issuance of Code Number by the Finance Department → Allocation of Funds by Finance Department ↓ Implementation of Development Scheme

Current Budget Making Process

The process for the current budget which mainly deals with salary and allowances of the education sector staff is simpler than the development budget making process. In the current budget, the relevant AEO prepares budget estimates in light of the previous year's current expenditure and the number of permanent and temporary staff for the year ahead. On the bases of this estimation a lump sum (one-liner) budget is submitted to the finance department by the AEO. The finance department has its own fixed budget targets and to adjust the lump sum budget estimates with the finance department's budget targets, the finance department makes budget cuts against the estimated amounts and adjusts it with the budget targets. After these adjustments are made, the current budget is approved and budget amounts are distributed among the Drawing and Disbursing Officers (DDO). DDO is in charge of the expenditure against all activities including payment of salaries and allowances. The principal of each secondary level school performs as DDO for the respective school whereas AEO in each agency is the overall DDO for all primary schools.

Figure 14: Education current budget making process in FATA

Budget is approved and released to the DDOs

Finance Department makes adjustments in line with its budget targets

The AEO prepares budget estimates according to the previous year's expenditure and the strength of staff
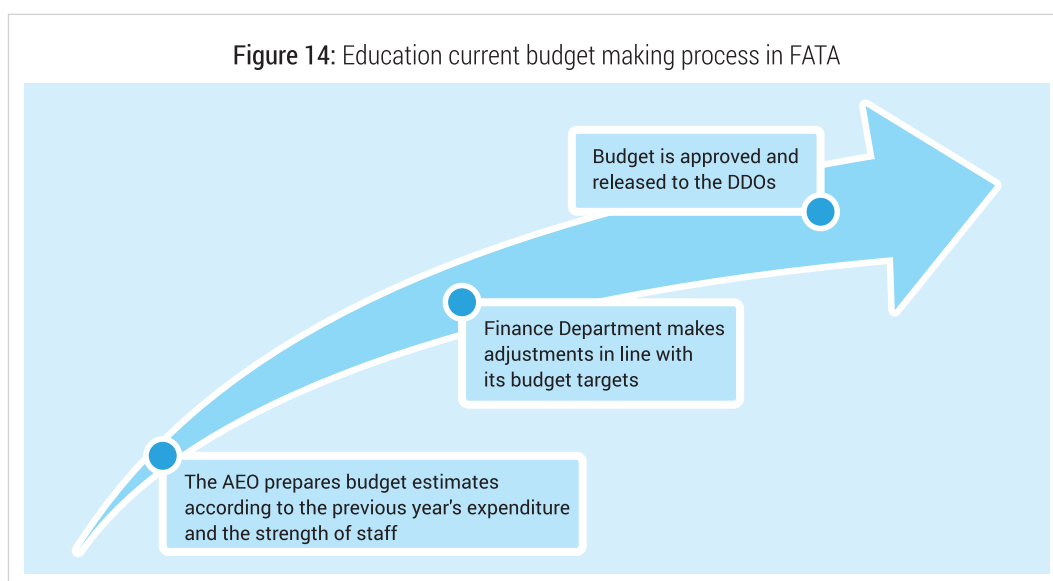
Primary and Secondary Education Development Budget FATA

The development budget constituted 36.8% of the total budget in the FY 2012-13, 34.7% in the FY 2013-14 and 34.6% in the FY 2014-15. Compared with certain districts of KP e.g. districts of Bannu, Tank and Mardan; this range of percentage share of the development budget in the overall primary & secondary education budget of FATA is much higher. This fact reflects the significant importance that education sector has received in the Annual Development Programmes of FATA. Education sector has received the highest share of FATA development budget in the last three years. It was 28.07%, 24.64% and 25.15% of the annual development budget in FYs 2012-13, 2013-14 and 2014-15 respectively. However the rate of increase in development budget has been lower than the rate of increase in current budget. In the FY 2013-14 the rate of increase in current budget was 10.2% against the 0.84% rate of increase in development budget. Likewise, the rate of increase in the current budget in the FY 2014-15 was 5.9% against the rate of increase in the development budget which was 5.2%.
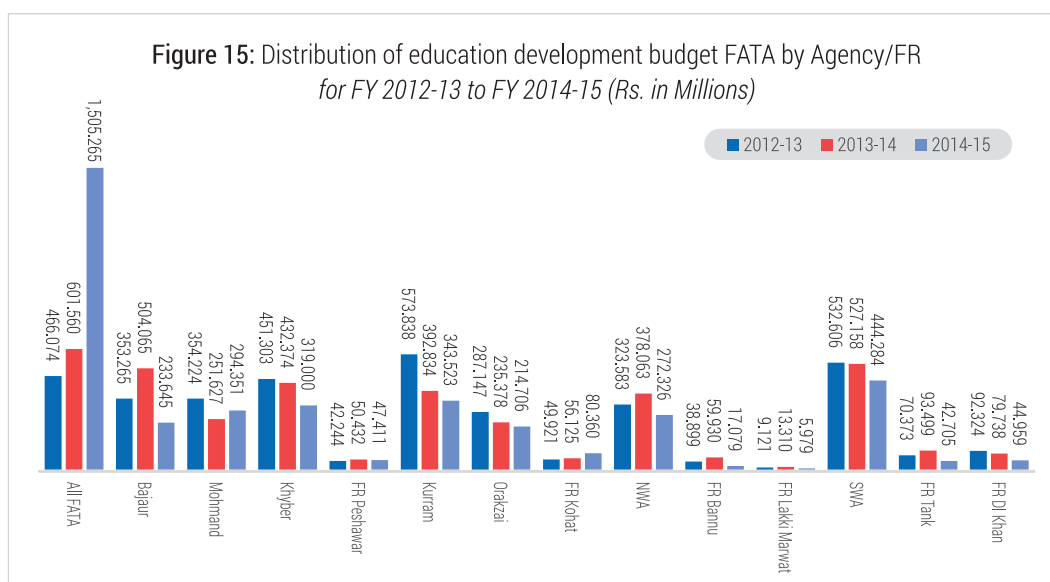
Agency/FR wise Breakdown of the Primary and Secondary Education Development Budget FATA

There are two types of development schemes being implemented in the education sector of FATA. First, the agency specific schemes which are managed at agency level and vary from agency to agency. Second, the All FATA development schemes which extend to all FATA areas. Annual expenditure of agency specific development schemes for all agencies for the FYs 2012-13 to 2014-15 is available and presented in the table below but, the agency wise breakdown of All FATA development schemes' expenditure is not available. Therefore, it should be clear that the expenditure against All FATA category is the total expenditure for all agencies of All FATA development schemes.

Table 13: Distribution of education development budget FATA by Agency/FR FY 2012-13 to FY 2014-15 (Rs. in Millions)

Sr #	Year	2012-13	2013-14	2014-15
1	All FATA	466.074	601.560	1,505.265
2	Bajaur	353.265	504.065	233.645
3	Mohmand	354.224	251.627	294.351
4	Khyber	451.303	432.374	319.000
5	FR Peshawar	42.244	50.432	47.411
6	Kurram	573.838	392.834	343.523
7	Orakzai	287.147	235.378	214.706
8	FR Kohat	49.921	56.125	80.360
9	NWA	323.583	378.063	272.326
10	FR Bannu	38.899	59.930	17.079
11	FR Lakki Marwat	9.121	13.310	5.979

Sr #	Year	2012-13	2013-14	2014-15
12	SWA	532.606	527.158	444.284
13	FR Tank	70.373	93.499	42.705
14	FR DI Khan	92.324	79.738	44.959
	Total	3,644.922	3,676.093	3,865.593

Figure 15: Distribution of education development budget FATA by Agency/FR for FY 2012-13 to FY 2014-15 (Rs. in Millions)

The development expenditure which is meant for creation of new facilities or up gradation of existing ones is less than required as terrorist attacks and the military operation in response, caused heavy damages to schools.

Primary and Secondary Education Current Budget FATA

FATA education current budget amounts are already shown in table 12. The agency/FR wise breakdown of these current budget amounts for the three years covered in this study is being presented in table 14 below.

Table 14: Distribution of education current budget expenditure FATA by Agency/FR for FY 2012-13 to FY 2014-15 (Rs. in Millions)

S #	Agency/FR	Current Budget Expenditure		
		2012-13	2013-14	2014-15
1	Bajaur	597.933	662.874	721.747
2	Mohmand	713.142	787.512	823.77
3	Khyber	800.228	884.139	986.978
4	FR Peshawar	230.176	253.759	275.172
5	Kurram	701.435	775.097	988.188

S #	Agency/FR	Current Budget Expenditure		
		2012-13	2013-14	2014-15
6	Orakzai	474.914	528.977	561.284
7	FR Kohat	232.984	254.936	285.694
8	NWA	890.175	981.051	664.326
9	FR Bannu	528.355	585.284	670.054
10	FR Lakki Marwat	0	0	2.682
11	SWA	677.535	752.574	661.983
12	FR Tank	87.088	207.532	333.697
13	FR DI Khan	321.204	220.816	328.527
	Total	6255.169	6894.551	7304.102

Figure 16: Distribution of education current budget expenditure FATA by Agency/FR for FY 2012-13 to FY 2014-15 (Rs. in Millions)
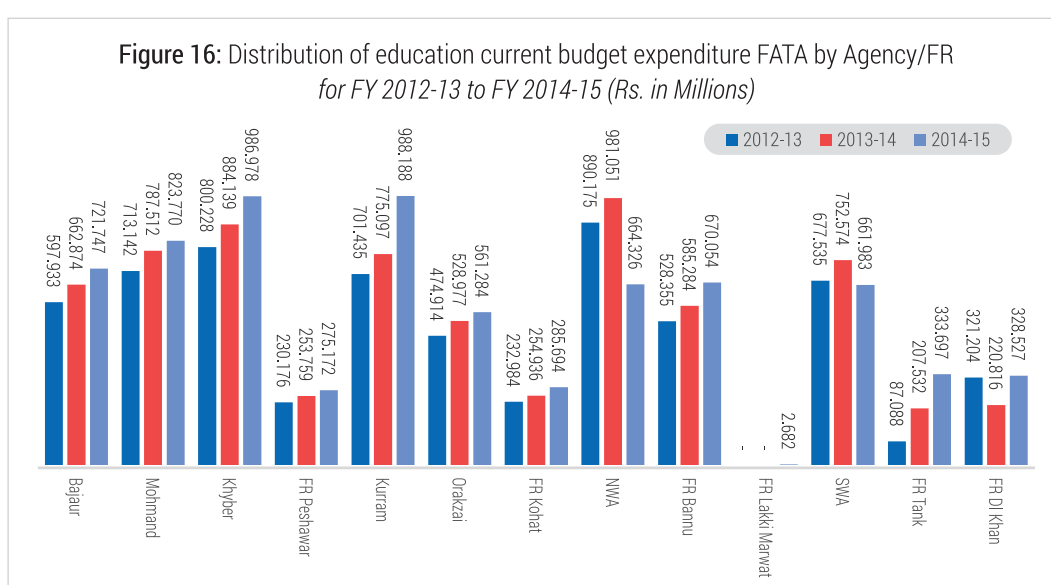
FATA Education Current Budget Distribution by Primary and Secondary Levels of Education

Primary and secondary levels of education provide a major line of distribution for administration and budget expenditure analysis. In KP, both at provincial and district levels, primary education is proportionally underspent. The percentage of actual current budget expenditure on primary level remains below 50% in most of the cases whereas in FATA, the percentage share of current budget expenditure on primary education has been more than 50%. Reason being majority (83.5%) of the schools in FATA are primary schools. The following table provides detailed figures of primary and secondary level current budget expenditure along with percentage share for the FY 2012-13 to FY 2014-15.

Table 15: Distribution of education's current budget FATA by primary and secondary levels of education for FY 2012-13 to FY 2014-15 (Rs. in Millions)

Years	Primary Level		Secondary Level		Total Current Budget
	Budget Amount	% share of Current Budget	Budget Amount	% share of Current Budget	
2012-13	3,500	56.5%	2,700	43.5%	6,255.169
2013-14	3,700	53.6%	3,194	46.3%	6,894.551
2014-15	3,900	53.4%	3,404	46.6%	7,304.102

Figure 17: Distribution of education current budget FATA by primary and secondary levels of education for FY 2012-13 to FY 2014-15 (Rs. in Millions)
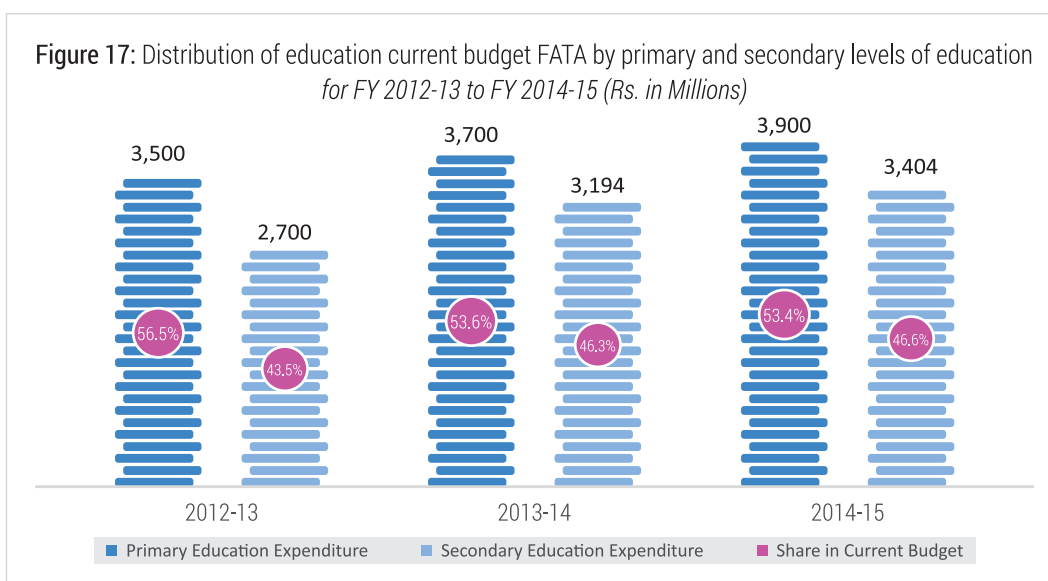
On average (of the FY 2012-13 to FY 2014-15), actual current expenditure on primary education in FATA is 54.5% and on secondary education it is 45.5%.

Table 16: Agency/FR wise breakdown of the current budget distribution by primary and secondary levels of education for FY 2012-13 to FY 2014-15 (Rs. in Millions)

S #	Year	2012-13		2013-14		2014-15	
		Primary	Secondary	Primary	Secondary	Primary	Secondary
	Agency/FR	In Million	In Million	In Million	In Million	In Million	In Million
1	Bajaur	342.985	254.948	380.696	282.178	425.797	295.950
2	Mohmand	386.458	326.684	428.771	358.741	460.845	362.925
3	Khyber	463.933	336.295	514.159	369.980	572.325	414.653
4	FR Peshawar	108.127	122.049	119.071	134.688	127.322	147.850
5	Kurram	321.403	380.032	357.980	417.117	22.818	465.370

S #	Year	2012-13		2013-14		2014-15	
		Primary	Secondary	Primary	Secondary	Primary	Secondary
	Agency/FR	In Million	In Million	In Million	In Million	In Million	In Million
6	Orakzai	292.332	182.582	322.909	206.068	339.926	221.358
7	FR Kohat	115.608	117.376	127.225	127.711	140.172	145.522
8	NWA	516.081	374.094	569.649	411.402	343.117	321.209
9	FR Bannu	320.084	208.271	352.907	232.377	378.523	291.531
10	FR Lakki Marwat	-	-	-	-	-	2.682
11	SWA	359.227	318.308	397.180	355.394	246.339	415.644
12	FR Tank	60.209	26.879	122.657	84.875	251.709	81.988
13	FR DI Khan	220.683	100.521	122.664	98.152	219.567	108.960
	Total	3,507.130	2,748.039	3,815.868	3,078.683	4,028.460	3,275.642

Findings and Recommendations

» 1,145 schools in FATA are nonfunctional and 197 schools are closed. These closed schools should be reopened and brought to normal function of teaching and learning. Likewise the function of the nonfunctional schools must be resumed. There have been heavy amounts invested in the construction of these closed and nonfunctional schools with the purpose of providing education to the children of FATA. Those public investments should not go to waste because of bad governance or circumstantial excuses.

» The lack of 8,795 schools should be fulfilled with the construction of new schools at the most appropriate sites accessible to the maximum number of students. Huge amounts of investments are in demand for the provision of education facilities in FATA. Therefore, the state and citizens should do everything possible to bring the education provision in FATA to a good standard.

» Education budget of FATA should be increased to cater for all FATA children's education. Also, budget tracking should be made possible for the sake of transparency and accountability.

» The Right to Information Act needs to be extended to FATA as well which will make the access to information possible for researchers and enable the interested to compile studies on public concerns. It will also provide the right of the residents of FATA to ask for any public documents affecting their lives and shaping their field of opportunities.

» FATA does not have its own boards of intermediate and secondary education. It depends on the adjacent settled districts of KP for the services the boards provide. It gets a secondary consideration for the provision of services from the adjacent boards because the first priority is given to the provision of services to the schools situating in the settled districts. Therefore, it is recommended that FATA should have its own boards of intermediate and secondary education in each tribal Agency.

» FATA does not have its own textbook(s) board. It depends on the text book board of KP. It gets secondary consideration for the provision of books because the first priority of the KP textbook board is to provide textbooks to the KP students. It causes inconvenience to the FATA students in securing the text books. Therefore, it is recommended that FATA should have its own textbook board.

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