

# Public-Private Nexus for the Educational Development of Central-Tribal Region of Pakistan

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## Abstract

Public-private blend remains the more pragmatic approach for efficiency through assistance and mutual cooperation for the contemporary educational policies in any area. This article summarizes PPP for advancement of the secondary education through quantifiable and qualitative support from both the poles in the most backward central tribal region of Pakistan. It is focused on policy strategies, over the years, from the national educational institutions facilitated by not-for-profit sector to increase net enrolment rate, gross enrolment ratio and reduction in gender parity through the package of developed infrastructure, teaching material provision and studentships. Furthermore, training of the teaching-staff to boost quality aspect to provide enough qualified human resource to tertiary level alternatively to improve the local economy. However, the article concludes wide-range objectives' setting through sequential educational policies, and strategies, investment of significant financial resources, and outlaying of comprehensive mechanism of implementation, yet, triggered retrogression across net enrolment rate, gross enrolment ratio, wide geographical and gender disparity besides discrepancies across selection of teachers for training, training modules and trainers' competencies.

**Keywords:** Secondary education, Public-private partnership, Tribal region, Teachers' training, Literacy rate, Gender disparity

## 1. Introduction

### 1.1 Theoretical Implications

[All] Social behaviours, in the ‘Structural Functionalism’ paradigm, are framed in an order and design, no matter single or multiple e.g., structural functional or interpretive, which originate towards regulating and maintaining the social order (Capper & Jamison, 1993). So, for ultimate maintenance of the social order, individual entities cannot be understood independently. That is, the way they function and contribute. Even distinct beliefs and practices come in an embedded system (Holmwood, 2005). Thus, social cohesion within the social order brings social institutions; state and non-state actors, closer and ripens the inter-relationship for social stability (Friedkin, 2004). It’s about relationship and a matrix between two or more structures that produces functions for common goal and yield results (Mannheim, 2013; Mulkay, 2014). Likewise, the functions of the all the structures are subjective to one common greater good; the *survival*, through contribution of all the individual entities aimed at maintaining the entire social system (Kingsbury & Scanzoni, 1993).

### 1.2 Education and Public-Private-Partnership

Public policies towards education provision has over the years embraced public interests and allowed private sector engagement (Rosenau, 2000). So, joint venture of both public and private sectors, when combined and applied, ended-up with better results (Linder & Rosenau, 2000). The banner of public-private-partnership emerged as an alternative to procurement for several initiatives in a situation, where the state proceed for a private consortium for designing and service delivery of the quality attributes (Pouyet & Martimort, 2006). Hence, to achieve better outcomes within the pre-set educational framework through public-private venture, not-for-profit organizations engagement is accustomed for effectiveness and professionalism. So, it represents one course action to present all (possible) practical solutions to the key target aspects (Martin, 1996). If done so, studies confirm that the role of NPOs can be refined to provision of the educational services with advanced service delivery mechanism that further extends to policy advocacy. Consequently, public sector ought to cognizance the role of NPOs in educational advancement with full support, coordination and consultation as NPOs alone faces major constraints in educational programs’ implementation (Kadzamira & Kunje, 2002).

## 2. Secondary Education in Central FATA

The constitution of Pakistan (1973) influences the State to ‘*tackle illiteracy and provide free and compulsory secondary education within minimum possible period*’. (GoP, 1973) Therefore, to meet the constitutional needs, national government has finalized, the most recent, educational policy-1998-2010 along with several other educational strategies, like Education Sector Reforms-ESR (2001-06), Education for All (2000-15), National Action Plan-NPA (2001-15) and Ten Years Perspective Development Plan (2001-11) for the educational development at the secondary level that lasts from grades IX to XII. All these policies and strategies set several target for educational advancement, particularly in the

under-developed regions e.g., rural FATA.

### 2.1 Policies and Strategies – Quantitative Targets

All the educational strategies were fabricated inline with the modern trends in education and the global emerging requirements. The focused remained to increase access to secondary education besides quality and equity of the educational opportunities according to international standards and goals [(MDGs, Dakar Framework of Action-Education for All (EFA), and Fast Track Initiatives (FTI) with the motto of ‘education for all’]. Thus, the point of departure at secondary education was ensuring greater access to all those striving for academic opportunities. Hence, all the prepared policies and strategies were strived to i) increase enrolment rate from 40% to 75% by the year 2010 through the provision of free text books, stipends and scholarships ii) discouraging any parochial, racial, tribal etc. prejudices among citizens iii) eliminating gender disparities (by half) and balancing all types of injustices to promote equity iv) building model secondary school in each district/agency for those with less access to urban centers v) building inadequate infrastructure and other related educational facilities through community involvement and local contribution for programs’ ownership. (ESP, 2009; ESR, 2002; NEP, 1998).

<sup>1</sup>Teachers’ Training, <sup>2</sup>Infra. Development and Material Provision, \* National Education

Table 1: Educational Targets – Qualitative & Quantitative Targets

|              | 2005-06 | 2006-07 | 2007-08 | 2008-09 | 2009-10 | Gender<br>Disparity | TT <sup>1</sup> | ID <sup>2</sup> |
|--------------|---------|---------|---------|---------|---------|---------------------|-----------------|-----------------|
| NEP*         | 55%     | --      | --      | --      | 75%     | ✓ (by half)         | ✓               | ✓               |
| ESR**        | 40%     | --      | --      | --      | --      | ✓                   | ✓               | ✓               |
| NPA***       | 41%     | --      | --      | --      | 70%     | --                  | ✓               | ✓               |
| ESP****      | 40%     | --      | --      | 60%     | 70%     | ✓                   | ✓               | ✓               |
| Valid (max.) | 55%     |         |         | 70%     | 75%     | ✓                   | ✓               | ✓               |

*Policy (1998-2010), \*\*Education Sector Reforms (ESR, 2002-06), \*\*\*National Plan of Action-NPA (2001-15), \*\*\*\*Education Sector Plan (2007-16)*

### 2.2 Policies and Strategies – Qualitative Targets

Public administration’s willingness to engage not-for-profit sector was, nevertheless, encouraging for the qualitative advancement of the secondary education sector, rather just focusing on statistical values, as according to NEP; government alone cannot carry the burden of the education processes. Therefore, under NEP, the objective remained; ‘to

*strengthen delivery of educational services through greater involvement of the NPOs*'. Likewise, for ESR, such an engagement was to *'improve access to- and quality of education*'. Hence, teacher's training through not-for-profit organizations remained *de-rigueur* for quality enhancement in the central FATA. It was to increase effectiveness of the system through potential teachers' recruitment and their training by improved learning material. Moreover, training of the potential teachers, at the secondary level and from all subjects, through innovated teaching methods (ESR, 2002; NEP, 1998; NPA, 2003).

So, involvement of the not-for-profit-organizations was *sine-qua-non* for quality education provision. For educational governance in the area, such an activity refreshed on raising the level of human development by the private sector (NPOs), along with the state' institutions (Hassan I.N & Najam, 2007; NEP, 1998). So, for quality up-gradation, pre-service and in-service teachers' training programs were planned. Simultaneously, a comprehensive framework was put in to place for policy planning and development, tailoring both serving and pre-service teachers' capacity building. Likewise, strengthening of quality system in the education sector besides an up-to-date catalogue development and its dissemination for teachers' guidance (NEP, 1998, pp. 7-21).

Due attention was also on establishing a separate teaching and management system to train and strengthen the pre and in-service teachers by revising the curricula, revamping textbooks and instrumental materials. Other than in-service teachers' training, efforts were excessively directed to train the trainers and educational administrators by introducing a parallel program of longer duration at the secondary and higher secondary level. The ambition was teachers' capacity building in a suitable time-frame and at the school sites rather than bringing them to training centers in other areas, thereby discouraging the cluster-based resource center approach (ESP, 2009; NEP, 1998; NPA, 2003). And for that, laying solely on consultation with teachers in designing the training program, according to their priority needs, concerns and motivation (NEP, 1998, p. 31).

### *2.3 Comprehensive Implementation & Evaluation Mechanism*

To achieve the educational calculable targets, likewise, training of teachers trainers, a comprehensive mechanism was planned to implement, review and evaluate the effectiveness of the whole exercise. National education council was proposed with an information/feedback system from the academy of educational planning and management-AEPAM that should be linked with the national educational management information system-NEMIS. Similarly, at the agency level, provincial educational council was responsible for review, monitor and evaluate the timely progress of the strategies' implementation process; however, a federal monitoring and evaluation committee was supposed to control these councils. In the same way, provincial policy implementation committee, after reviewing the success and hurdles against the set targets, provides feedback to provincial education council, in a horizontal order. Provincial policy implementation committee was planned to be linked with academy of educational planning and management for timely correction of any externalities and to overcome the time and cost over-run. Here, global information system-GIS was designed to be installed, which is to ensure identification of the need based school sites, construction

works, community mobilization, appointment of the teachers, besides the concerned posting and transfer. At district/agency level, district/agency educational committee was outlined to review the policy implementation with the help of district/agency educational management information system. School management committees at village level, like in each agency in central FATA, were programmed to appraise the educational development activities and report accordingly to district educational authority (ESP, 2009; ESR, 2002; GoP, 2003, 2008c; NEP, 1998). (See Figure 1)

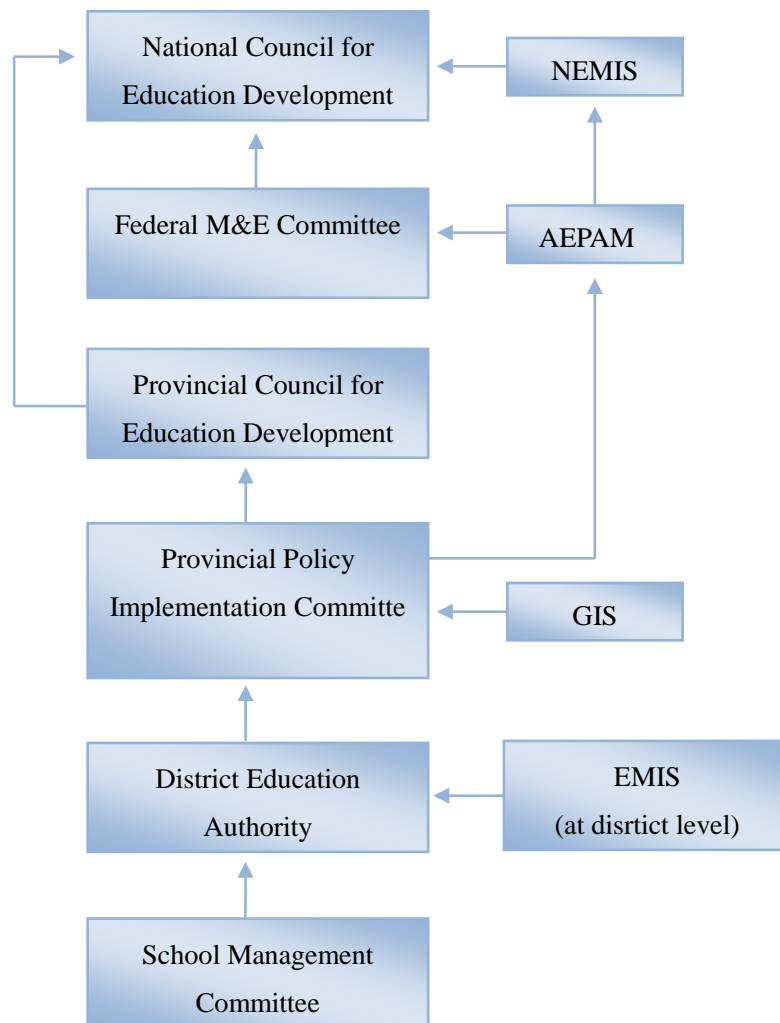


Figure 1: Hierarchy of Implementation and Information Flow

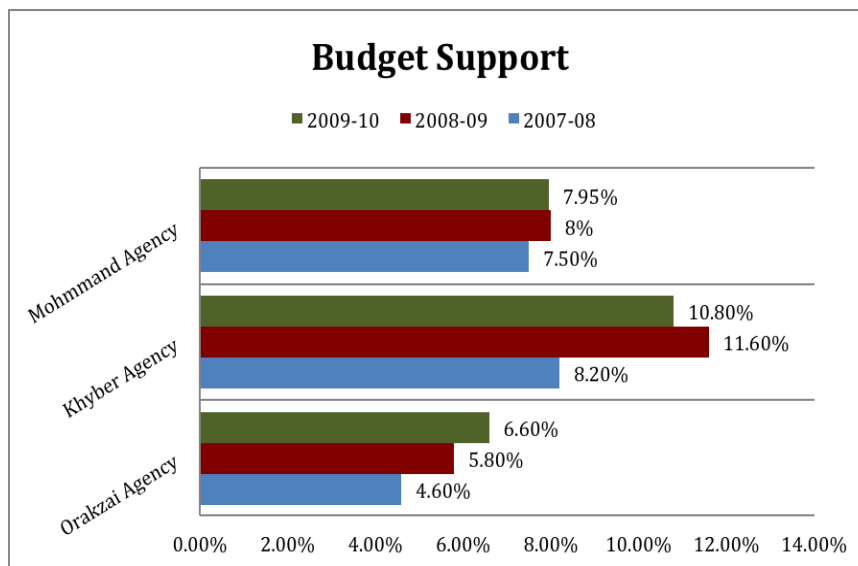


Figure 2. Educational Financial Support – % Central FATA

#### 2.4 Budget Allocation

For educational advancement, the policies and strategies agreed to make adequate funds available for the set goals. That is, increasing the funding from its current level of 2.2% (1998) to 4% of the GNP in 2010 (GoP, 2008a; NEP, 1998). Similarly, in Central FATA region, the emphasis remained on increasing budgetary support, particularly, for the enhancement of facilities in girls’ schools in order to decrease gender gap in enrolment. It was ensured to increase the developmental budget for education with an increase of 150% (ESR, 2002). Therefore, the proportion of the budget for central FATA, although varied over the years (2004-10), but the aggregate percentage raised up-to 21% i.e., Rs. 516.561 million from educational budget of the whole FATA (FDP, 2006). (See Figure 2)

### 3. Rationale & Problem Statement

Despite of much focus on increasing enrolment rate and decreasing gender disparity, several issues were starting arising in the under-developed tribal region. The issues lingered: low access to secondary education, un-attractive school environment, high dropout rate, lack of physical infrastructure, lack of teaching material, and inadequate pre-service and in-service teachers’ training (DPD, 2009; FATA-Secretariat, 2008; NPA, 2003) Moreover, FATA, as a whole, was identified with higher level of gender and geographical (urban/rural) disparity. The statistics confirmed an increased gender disparity of 78% and 154% of girls to boys. (Jennings & Asia, 2009). So, education sector in FATA was documented poor, concerning both quality and quantity aspects of the basic educational services (GIZ, 2002, 2009). The statistics of FAT secretariat unveiled the overall ground realities i.e., worsening of the educational sector also at the secondary level. This situation had called for an in-depth analysis of the cited problem at both secondary and higher secondary level that generally bridges the gap between primary and higher education and alternatively feed the local

economy. Thus, analyzing the discrepancies at the secondary education remained important in the central FATA. It is due to fact that central tribal region stayed under much focus by the education department FATA and it was targeted with comparatively higher proportion of budgetary support from the national government, at-least in the last quarter of policies' implementation (2005-10). So, under the stated theme, this study tried to highlight the severity of the problem both the quantitative (net & gross enrolment rate and GPI), qualitative (teachers' selection and training) aspect and chocked-out the associated issues that thwarted the effective implementation of the educational strategies for accomplishing the pre-set targets.

### *3.1 Research- Hypothesis & Questions*

There remained no significant advancement in access to- and quality of the secondary education in the central tribal region of Pakistan.

1. What are the strategies' focuses to increase access to secondary education and decrease gender disparity for the Central-FATA region?
2. What are the actual net enrolment rate, gross enrolment ratio and gender disparity across the study area?
3. What are the outcomes of the teacher-training program on teachers' selection and their capacity building?

## **4. Methodology**

### *4.1 Study Area*

Central FATA is based on three tribal agencies, namely Mohmmand, Khyber and Orakzai, located on the western Pakistan's boarder with Afghanistan with an area of 6,410 sq. km and approx. 1.2 million inhabitants. Central FATA comprises of total 81 secondary and 11 higher secondary institutions (GoP, 2012).

### *4.2 Study Design and Sampling Technique*

The study is based on both qualitative and quantitative analysis in the social sciences model. The qualitative aspects covers the primary information e.g., interviews from the teacher community and observation. Moreover, secondary information; public documents and statistics form educational information management system-EMIS. So, the raw data of EMIS on enrolment was gathered, which was then further scrutinized and examined to study the school enrolment and gender inequality trend in the selected samples (schools) in the area.

Clusters sampling technique was adopted to conduct the interviews from the teachers community. Clustering was done because; schools are located diversely in rural and relatively urban regions in the study area. The sample size remained 21%, covering 5, 7 and 6 'secondary schools' in each Mohmmand, Khyber and Orakzai agency, respectively. Whereas, purposive sampling technique under probability sampling method was taken to select the higher secondary institutions and sample size remained 50% = 7 schools from each agency. (See appendix A)



### 4.3 Instruments and Procedures

Based on the summative evolution or external evaluation educational policies and strategies were analysed, which remains a tool of judging the worth of a program at the end of the program activities i.e., an outcome based evaluation (Bhola, 1990). Also, this research has drawn some independent variables and reliant-on that the dependent variable are set to achieve the study's objectives.

Table 1. Dependent & Independent Variables

| No. | Independent Variables                   | Indicators/Dependent Variables  |
|-----|---|---|
| 1   | Strategies of Education Department      | <ul style="list-style-type: none"> <li>▪ Physical targets for NERs and GPI</li> <li>▪ Infrastructure development</li> </ul>   |
| 2   | Budget Allocation                       | <ul style="list-style-type: none"> <li>▪ Federal budget allocation for Central FATA</li> <li>▪ Ad-hoc budget (if any)</li> </ul>  |
| 3   | Teachers' Training                      | <ul style="list-style-type: none"> <li>▪ Process of teacher's selection</li> <li>▪ Curricula of training and refresher courses</li> <li>▪ Satisfaction of teachers after being trained</li> </ul> |
| 4   | Resultant Access to Secondary Education | <ul style="list-style-type: none"> <li>▪ Net and Gross enrolment ratio</li> <li>▪ Gender Parity Index-GPI</li> </ul>  |

Thus, to study the independent variable, at the first instance, quantitative analysis is done, which is based on the secondary data of annual net secondary enrolment rate of last five years (2005-10), of the selected 25 secondary and higher secondary institutions. This was done to verify the goals set under different educational strategies in different times and resultant decrease in enrolment rate across gender in the study area. Similarly, in total 25 interviews were conducted of the head-/teachers of secondary and higher secondary schools. The aim remained to check teachers' satisfaction on i) the recruitment process ii) training modules iii) training schemes iv) evaluation system. Similarly, 5 interviews were conducted in total from the NPO's staff and staff of the education department FATA in Peshawar to cover their concerns over strategies implementers, so as to highlight the constraints, if any, faced during the execution cycle.

### 4.4 Data Analysis



Comparative analysis technique is deployed, and the results are present through tables, and graphic illustration to present 'net enrolment rate, gross enrolment ratio, GPI, financial resources pledged and the main hurdles confronted over the years against set targets.

## 5. Findings and Analysis

### 5.1 Net Enrolment Rate

Enrolment rate during the last half of the strategies implementation revealed that in case of Mohmmmand agency, NER was decreased in the academic year 2007-08 up-to 4% and 1.3% at higher secondary level. In the academic year 2008-09, highest decrease of enrolment was reported at secondary level that remained -36%, followed by -1% at the higher secondary level. Although, there was certain advancement, in which the figure aped-up to overall 7.9% in the secondary education in the agency during the educational year 2009-10, however, the trend lasted at nearly -12% and -0.30% at the secondary and higher secondary level, respectively.

Similarly, in case of Khyber agency, overall enrolment rate computed was 7.7% and 15.9% at the secondary and higher secondary level, by the year 2007-08. But, during the academic year 2008-09 the situation was worse with 16% decrease in enrolment rate at higher secondary level. It was more than the increase in the former year. This trend was followed by -3% at secondary level (IX & X class). During the last educational year 2009-10 of the strategies implementation, the dropout of students entering at higher secondary remained almost the same with -3%, followed by -11% at the higher secondary level. Similarly, the overall dropout of students at the higher secondary level remained at approx. -4% and negligible increase of nearly 1% at the second tier of secondary education in the central FATA.

The trend of net enrolment rate at both the levels of secondary education in Orakzai agency were calculated as about -6%, followed by -3.7% at higher secondary level. Over the next two year there continued a positive increase of boy's enrolment of more than 3%. However, the trend remained the same i.e., -0.6% at both secondary and higher secondary education during the academic year 2008-09. Although this numerical value improved by slightly over than 1.3% but still average value stood at about -2% and -1%, respectively, at the secondary and higher secondary level. (*See Figure 3*)



Figure 3: Net Enrolment Rate and Gross Enrolment Ratio – Central FATA

### 5.2 Gross Enrolment Ratio

The Gross Enrolment Ratio (GER), which is ‘the measure of number of children enrolled in primary or secondary school as a percentage of the total number of children in the relevant age group for that level’ (UNESCO, 2006), was computed based on the available statistical data and it remained at a difference of about 9%, across both the gender. It was reported as almost 13% and 3% for boys and girls in the Mohmmand agency. The GER in Khyber agency persisted with the figures of about 20% and 3% w.r.t boys and girls. Hence, the difference remained about 17%. Similarly, in Orakzai agency the GER difference was 17%, just like in Khyber agency but alarmingly high as compared to Mohmmand agency.

### 5.3 Gender Parity Index-GPI

GPI is a tool that is deployed to access gender differences as it measures ‘the enrolment ratio for girls to that of boys’ (UN, 2003). Thus, GPI for Central FATA was calculated at the end of policy and strategies implementation and the figures were then compared across the study area to check the level of disparity between the three selected agencies. It was found that, gender disparity that stood at 0.135 was much higher in case of Khyber agency than in other two agencies. Orakzai agency stood with second highest level of 0.187 and Mohmmand agency with comparatively better rate of 0.254 within the study area. Average GPI in Central FATA was extended to 0.19. The figure were quite disappointing on comparison to whole FATA, which stood at 0.16 at both secondary and higher secondary level (GoP, 2008b). (See Figure 4)

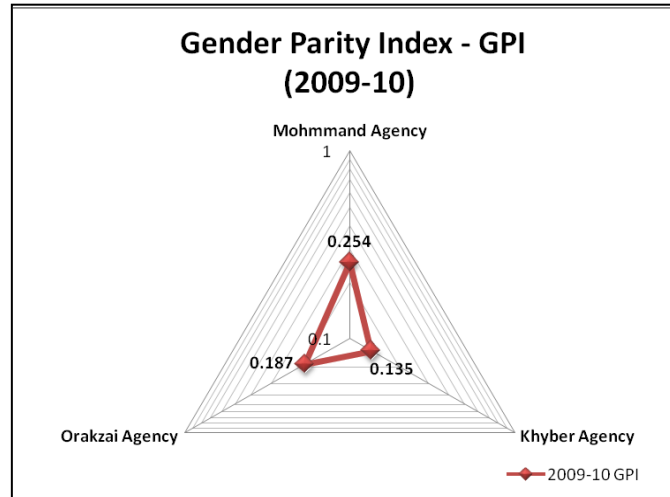


Figure 4. Gender Parity Index in Central-FATA

## 6. Conclusion

The results of the study confirmed that instead of policies and strategies development, comprehensive public administration mechanism and competencies of the NPOs for the educational governance, net enrolment rate and gross enrolment ratio regressed over the half quarter of the policies and strategies' life, which confirmed the study's main hypothesis. Net enrolment rate in all the three agencies found either declined or not significantly improved. Similarly, gross enrolment ratio computed remains also quite low, especially among gender that shows quiet low access to secondary schools. Moreover, GPI is far from its satisfactory level and huge differences exist among agencies of the central tribal region.

The main reasons behind these disappointing results found were: poor schooling infrastructure, unequal distribution of furniture, inadequate water and sanitation facilities particularly in girl's institutions and not the least the problem of ghost schools. Although, particular focus was given to provision of free texts books, stipends and scholarships to attract the poor to schools but all these ambitions were not grounded. The construction of schools, where initiated, remained subjective of the local feudalism, where local powerbrokers; the *Maliks* and their masters; the *Political Agents*, thereby directing the resources towards their constituencies on deciding about the location, construction and administration of schools in the area. The rural poor remained again vulnerable to educational facilities. Yet, no model school was constructed in any agency to target all those entities live in far-flung areas. Likewise, instead of much emphasis, it is found that although the percentage of funds provision remained fairly significant but sudden increase and decrease of financial support either set-backed or delayed the educational projects in the area. Similarly, abrupt provision of financial resources by the State led to shutdown the educational program in some areas – again aided the ghost schools psyche in Central FATA.

For quality education through a series of teachers' training, the study revealed that out of total of 25 teachers and institution heads, those who were interviewed, only 6 (24%) attend the training and just 1 from all got the refresher course. Moreover, against the essence of the educational strategies, teacher's selection for training was totally based on personal relations,

irrelevant curricula, training curricula, incompetent trainers, training sites outside the area, non-related training curricula, refresher courses for 'new' candidates, shorter time period (MS Office in one day) and no evaluation of teacher's performance after training. Moreover, it was found that Education department FATA played no role in teacher's selection for training. This was against the strategies guidelines, in which the concerned department was liable for teachers' selection and trainings' need analysis. Hence, central-FATA has also portrayed the ineffectiveness of the public (national, provincial and FATA) educational administration both in coping the issue of dropout, and gender disparity and cooperation with NPO(s) in the successful implementation of the strategies for quality educational provision.

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### Appendix A. Secondary Schools' Samples

| Agency                                  | Sub Division      | School Name  | Address                                 | Gender                |
|---|-------------------|--|---|-----------------------|
| Mohmand Agency                          | Lower             | GGHS Yekka Ghund                                   | Village Yekka Ghund                     | Female                |
|   |                   | GHS Yekka Ghund                                    | P/O Yekka Ghun                          | Male                  |
|   |                   | GHS Paindiali                                      | Village Paindiali P/O Paindiali         | Male                  |
|   |                   | GGHSS Ghallanai                                    | P/O Ghallanai                           | Female                |
|   | Upper             | GHS Lakarai  | Lakrai                                  | Male                  |
|   | Higher Secondary  | Govt. Degree College Ekkaghund                     | Mohmand Agency                          | Male                  |
|   |                   | Govt. Degree College Lakaro                        | Mohmand Agency                          | Male                  |
|   |                   | Govt. Girls Degree College Fikkaghund              | Mohmand Agency                          | Female                |
|   | Khyber Agency     | Jamrud   | GGHS Spilano Kass                       | GGHS Spilano Kass     |
| GHS Shahgai Tehsil Jamurd Khyber Agency |                   |  | P/O & Tehsil Jamrud Khyber Agency       | Male                  |
| GGHS Jamrud                             |                   |  | Village Jamrud                          | Female                |
| GHSS Jamrud Khyber Agency               |                   |  | Tehsil Jamrud Khyber Agency             | Male                  |
| Landi Kotal                             |                   | GGHS Landi Kotal                                   | GGHS Landi Kota                         | Female                |
|   |                   | GHS Khargali Landi Kotal                           | GHS Khargali Landi Kotal                | Male                  |
| - Bara-Camp School                      |                   | Camp Schools                                       | Jalozai Camp                            | Male                  |
| Higher Secondary                        |                   | Govt. Girls Degree College Jamrud                  | Jamurd Khyber Agency                    | Female                |
|   |                   | Govt. Degree College Jamrud (Project College)      | Jamurd Khyber Agency                    | Male                  |
| Orakzai Agency                          |                   | Lower Orakzai                                      | GGHS Kurez                              | Village Kurez Orakzai |
|   | GHS Mandati       |  | Mishti Area Lower Orakzai Agency Kalaya | Male                  |
|   | GHS Mishti Bazaar |  | Mishti Bazaar Orakzai Agency            | Male                  |
|   | GHSS Kalaya       |  | Kalaya Orakzai Agency                   | Male                  |
|   | GGHS Mirbak       |  | Village Mirbak Feroz Khel Lower         | Female                |
|   | GHS Gulistan      |  | Gulistan Orakzai                        | Male                  |
|   | Higher Secondary  | Govt. Degree College Jalaka Mela (Project College) | Orakzai Agency                          | Male                  |
|   |                   | Govt. Girls Degree College Kalaya                  | Orakzai Agency                          | Female                |



**Appendix B. Central-FATA Map**



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