



Draft

**NATIONAL EDUCATION POLICY**  
**2009**

**Ministry of Education**  
**Government of Pakistan**

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## INTRODUCTION

1. The National Education Policy (NEP) 2009 (the “Policy”) comes in a series of education policies dating back to the very inception of the country in 1947. The review process for the National Education Policy 1998-2010 was initiated in 2005 and the first document, the White Paper was finalised in March 2007. The White Paper became the basis for development of the Policy document. The lag in finalisation of the draft owes to lot of factors including the process of consultations adopted as well as significant political changes in the country.

2. Two main reasons prompted the Ministry of Education (MoE) to launch the review in 2005 well before the time horizon of the existing policy framework (1998 - 2010)<sup>1</sup> had approached. Firstly, the policy framework has not served as a satisfactory guide, as the policies pursued under that framework had not produced the desired educational results. Performance of the education sector has been deficient in several key aspects, most notably in access rates, and in quality and equity of educational opportunities.

3. Secondly, new international challenges like Millennium Development and Dakar Education for All (EFA) goals, have gained greater momentum in the intervening years and demanded fresh consideration. These challenges are triggered by globalisation and nation’s quest for becoming a “knowledge society”. Besides, some compelling domestic pressures such as devolution of powers, economic development and demographic transformations have necessitated a renewed commitment to proliferation of quality education for all.

4. The Policy is based on a lengthy process of consultation initiated in 2005, in line with the roadmap endorsed by the Inter-provincial Education Ministers’ (IPEM) Conference. The review exercise was conducted in close co-operation with all stakeholders, particularly the Provincial, Area and District governments. Several in-depth research studies were commissioned to feed into the process. To garner focused discussions, a series of 23 green papers were prepared on different topics by the National Education Policy Review (NEPR) team and widely disseminated to stimulate discussion and get feedback. The process included field visits to 31 representative districts, one national and seven provincial/area education conferences, ten issues based focused group discussions and extensive consultations with educationists from all over Pakistan. With further consultations, the results were summarised in a pre-policy ‘White Paper<sup>2</sup>’ and circulated for comments. The final policy document benefits from a further round of comments from all stakeholders including the Provincial and Area Governments. The findings and recommendations represent the view of the majority of the stakeholders consulted across the country.

5. The document is organised into eleven chapters. Chapter 1 lays out the current state of Pakistan’s education sector. Available indicators are assessed against data in comparable countries. Chapter 2 describes overarching challenges and responses. Chapter

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<sup>1</sup> *National Education Policy: 1998-2010*, Ministry of Education, Government of Pakistan, Islamabad, 1998.

<sup>2</sup> *Education in Pakistan: A White Paper*, Document to Debate and Finalize the National Education Policy, National Education Policy Review Team, Ministry of Education, Government of Pakistan, Islamabad, 2006.

3 identifies two fundamental causes that lie behind the deficiencies in performance, and outlines the way forward that consists of system-wide and sub-sector level reforms. Chapters 4 and 5 chart out ways of improving performance at the sector-wide or system level, while Chapters 6 to 9 outline reforms and policy actions to be taken at the sub-sector level. Chapter 10 deals with Financing of Education and last Chapter 11 broadly suggests a framework for Implementation Action Plan of this Policy document.

6. Many of the areas discussed in this document have also been part of previous policy documents prepared in the country and apparently many of the problems continue. A new policy document on its own will not rectify the situation. However the document does recognise two deficits of previous documents, which if redressed, can alter results for the present one: governance reform and an implementation roadmap.

7. On governance, the policy discusses the issue of inter-tier responsibilities wherein the respective roles and functions of the federal-provincial-district governments continue to be unclear. Confusion has been compounded, especially, at the provincial-district levels after the 'Devolution Plan' mainly because the latter was not supported by a clear articulation of strategies. The other issue identified for governance reforms is the fragmentation of ministries, institutions etc. for management of various sub-sectors of education as well as, at times, within each sub-sector. Problems of management and planning have also been discussed and recommendations prepared.

8. On implementation, the Policy document includes a chapter that describes the implementation framework. The framework recognises the centrality of the federating units in implementation of education. The role of the Federal Ministry of Education will be that of a coordinator and facilitator so as to ensure sectoral and geographic uniformity in achievement of educational goals nationally. A shift has been made by making national policy a truly 'national' rather than a federal matter. For this, it has been recommended that the Inter-provincial Education Ministers' Conference, with representation of all the federating units, will be the highest body to oversee progress of education in the country. In this respect the Federal-Provincial collaborative effort, already initiated, remains the key to success.

9. It has also been proposed to make the document a living one that will be subjected to change whenever a requirement is felt. The IPED will approve all such changes which can be proposed by any of the federating units.

10. The purpose of the Policy is to chart out a national strategy for guiding education development in Pakistan. Many of the policy actions outlined have already been initiated in reforms during the process, most notably in the domains of curriculum development, textbook/learning materials policy, provision of missing facilities and a number of initiatives already being implemented by the provincial and area governments. The Policy takes account of these ongoing reforms and integrates them into its recommendations.

11. The success of the policy will depend on the national commitment to the sector. Already there has been a marked improvement in the area as all provinces and areas as well as the federal government have raised the priority of education. This will now have to be matched with availability of resources and capacity enhancement for absorption of these resources to improve education outcomes for the children of Pakistan. It is a long journey that has already begun. It is hoped that the policy document will help give a clearer direction to the efforts and help in institutionalising the effort within a national paradigm.

# CHAPTER 1

## THE STATE OF PAKISTAN'S EDUCATION

12. Taking stock of the current situation is an indispensable part of any policy development exercise as a mean of identifying areas of policy intervention. This chapter provides a brief review of Pakistan's education system through indicators of access, equity, quality, resources, and structure of the education system. The latest available profile is complemented by information on how some of the indicators have evolved over the recent years. The chapter also provides a comparison with a selected group of countries that could be regarded as benchmark or reference countries.

### 1.1 ACCESS TO EDUCATIONAL OPPORTUNITIES

13. Gross Enrolment Ratio (GER) for early childhood education (ECE) rose quite remarkably from 36% of all children aged 3-4 years in 2001-02 to 91% in 2005-06<sup>3</sup>. This is significant progress, and the EFA mid-term targets for ECE have been met, although there remain questions about the quality of provision in so-called "Kachi" class.

14. There was considerable progress as well, at the primary level, where the Gross Enrolment Ratio rose from 71% for 2001-02 to 84% in 2005-06. Progress is evident in the Net Enrolment Rate (NER) as well, which measures enrolment as a percentage of all children in the required grade-specific age. Primary school NER rose from 57% in 2001-02 to 66% in 2005-06. There has been good progress in cutting down the drop-out rates in public sector, which fell from 43% in 2001-02 to 28% in 2005-06 for the Primary sector. Despite the progress, however, the 66% rate is below mid-term NER target (79% for 2005-06).

15. Participation at the secondary school level has also improved: the GER and the NER rose, respectively, from their levels in 2001-02 of 24% and 20%, respectively, to reach 31% and 24%. Enrolment ratio in tertiary education, which was 2.5% for 1999-2000, rose significantly to its 3.7% level in 2005-06.

16. During 2005-06, literacy rate for all adults 15 years old and over rose to 51.7% and for young adults (aged 15-24 years) to 67% in 2005-06. Both these rates show improvements from their 2001-02 levels, of 43% and 62% respectively<sup>4</sup>.

17. Despite the progress, the 2005-06 participation and attainment levels are disappointingly low. Some one-third of primary school age children remain out of school, a proportion that rises to some three-quarters for secondary school children. Clearly, Pakistan is some distance away from achieving universal schooling, even at the primary level.

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<sup>3</sup> *Education for All: Mid Decade assessment, Country Report: Pakistan, Statistical Analysis*, Ministry of Education, Government of Pakistan, Islamabad, 2007.

<sup>4</sup> *ibid*

18. An equal concern is that except for ECE, Pakistan's performance on GER and NER lags behind its neighbours from the primary level and above. The performance on primary completion rate is particularly weak, and Pakistan's adult literacy rate (49.9%) is lower than the rate for countries like Sri Lanka (90.7%), Iran (82.4%), Indonesia (90.4%), Vietnam (90.3%), Egypt (71.4%) and India (61%) for 2004-05<sup>5</sup>.

19. Low access rates can also be attributed to the lack of confidence in the public sector schools to deliver quality education which has convinced parents either to shift their kids to private schools or absorb additional financial burden by arranging private tuitions. Where neither is affordable the households prefer to have their children drop out from school and join income earning activities. The average student of the public sector education system cannot compete in the job market. This leads to social exclusion of the already poor. The decline has primarily resulted from political interference and corruption that has permeated the entire sector. Recruitments, transfers and postings became politically driven. Absentee teachers and ghosts schools have discovered under various exercises. Cheating in examinations is a widespread phenomenon. Primary sufferers are the most poor and underprivileged in the system. Those who make it to higher education in the public sector cannot get employment due to absence of merit or poor quality of their educational abilities.

## **1.2 EQUITY IN EDUCATION**

20. The averages for Pakistan, noted above, mask large differences in access across gender, ethnic minorities, provinces, regions and rural-urban divides. This results in weaker performance on equitable distribution of educational opportunities. It is common knowledge, as well as a proven outcome of many studies that discrimination exists in the education system in various forms. The inequity has been the result of poor implementation and social customs. Over the years, little attention has been paid to rectify the situation. The issue of equity runs through the entire education system and has serious implications for sustainable and equitable development in the country. Unless the issue is seriously recognized and assessed in all its manifestations, a realistic policy to relieve the situation will not evolve.

21. Data reported below, which are limited to gender and rural urban and provincial disparities, show that females and pupils in rural areas face systematic disadvantage at all levels of education. The intersection of these dispersions compounds the disadvantage for some groups; the disadvantage faced by female students becomes multiplied if the female student happens to be in a low performing province or region.

### **1.2.1 The Gender Dimension**

22. In 2005-06, the Gender Parity Index (GPI) for primary education was below the parity level 0.82 for both GER and NER. These figures showed significant improvements from their 2001-02 figures of 0.72<sup>6</sup>. The Index falls for the secondary level to 0.77 (GER

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<sup>5</sup> *Human Development Report 2007/2008*, UNDP, The World Bank, 2007

<sup>6</sup> *Education for All: Mid-Decade assessment, Country Report: Pakistan*, Ministry of Education,

and NER) but, again, registers improvement from their 2001-02 level of 0.73. Despite improvements, it is evident that those girls continue to face significant disadvantage in access as they reach adulthood. The situation improves significantly for higher education, where in some subject areas the index is in favour of females. Further positive features for gender parity come from the survival rates for young girls reaching Grade 5, where the GPI (1.02) reveals a marginally better result than for young boys. Young girls do better, as well, in transition rates between primary and secondary education (1.07).

23. Gender Parity Indices for adult literacy rate rose from 0.51 in 2001-02 to 0.58 in 2005-06 and for youth literacy rate, it remained at the same level of 0.72 in the same period. Proportion of female enrolment in vocational education is at 38%. Females are particularly under-represented in rural areas (36% versus 43% for urban areas), a feature that also holds for secondary education (35% for rural and 48% in urban areas)<sup>7</sup>. Female teachers make up only 47% of primary school teachers, rising to 55% in secondary schools, but with only 31% in TVE<sup>8</sup>.

### 1.2.2 The Rural-Urban Divide

24. The relative disadvantage of the rural areas compared to the urban becomes evident from the secondary level and above. At the early childhood education level, the GER for urban areas (88%) for 2005-06 was actually below the figure for rural areas (93%), and, at the primary level, the GER for urban areas (85%) was only slightly better than the 84% for rural areas. The rural disadvantage at the secondary level is rather large: (48% urban versus 22% rural). The percentage gap between the two areas has widened from 20 points in 2001-02 to 26 points in 2005-06<sup>9</sup>.

25. More surprisingly, rural provision also performs better on some efficiency measures. Grade 1 repetition rates for rural areas, was better than the urban rates (2.25 versus 3.1%), a comparison that holds through to other primary level Grades. The differential for Grade 5, was 2.0% versus 2.9% in favour of the rural areas. In terms of the survival rate to Grade 5, however, rural areas are at a significant disadvantage, where the survival rate is only 67% compared with 94% in the urban setting. On the other hand, in terms of teacher input, the pupil teacher ratio (PTR), is favourable for rural primary schools (39 pupils per teacher) compared with the urban (43 pupils per teacher). This is reversed for secondary schools, where the ratio of 12 pupils per teacher in urban areas is better than for rural secondary schools (18 pupils per teacher).

26. The rural schools suffer more from poor facilities: while 90% of urban schools benefit from water sources, only 63% of rural schools do so. A similar disadvantage pertains to sanitation facilities, which are available to 88% of urban schools but only to 56% of schools in the rural setting.

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Government of Pakistan, Islamabad, 2007.

<sup>7</sup> *ibid.*

<sup>8</sup> National Education Census 2006

<sup>9</sup> The source for data in the section (paras 21-24) is from *Education for All: Mid-Decade assessment, Country Report: Pakistan, Statistical Analysis*, Ministry of Education, Government of Pakistan, Islamabad, 2007.

### 1.2.3 Provincial and Area Disparities

27. There are large disparities in access and quality measures across Provinces and Areas. A common pattern is for Sindh or Punjab to be at the top of the league, while Balochistan is a weak performer among the Provinces. During 2005-06, at the primary school level, the NER for Punjab (68%), Sindh (67%) and NWFP (66%) with Balochistan showing up at 40%. Similarly for NER at secondary level, Punjab (26%) has more than twice as high an enrolment rate compared with Balochistan (11%) and FATA (11%). For GER at secondary level, Balochistan has a GER of 15%, FATA scores a low GER of 14%, while the rate is highest in ICT at 82%. On literacy measures as well, the pattern is similar. Literacy rates for young adults are highest in Sindh (71%) and lowest in Balochistan (48%). Considering all adults, literacy rates are highest for Sindh (55%) and lowest for Balochistan (37%)<sup>10</sup>.

### 1.3 QUALITY OF PROVISION

28. Through the recent introduction of the National Education Assessment System (NEAS) in 2005 it has become possible to assess quality of educational outcomes at school level on a scientific and quantitative basis<sup>11</sup>. The NEAS 2005 assessed Grade 4 students in the subject domains of Urdu and Mathematics, which was expanded to include Science and Social Studies in NEAS 2006. Grade 8 students were assessed in Mathematics and Language in NEAS 2007.

29. The 2005 results show that the average score of Grade 4 students in Urdu (369) and Mathematics (421) was well below the scaled average of 500. The 2006 results confirm that the average score of Grade 4 students was less than 50% of the possible marks in each of the four subjects tested<sup>12</sup>. The results from NEAS 2007 for Grade 8 students give slightly better results for Urdu but again show that the average score of students is below the 50% mark in Mathematics<sup>13</sup>.

30. An international comparison confirms the relatively poor quality of Pakistan's education. The NEAS 2005 score for Pakistani students are well below the international scaled mean of 495 in the TIMMS assessment. Pakistani students perform relatively poorly compared to their counterparts in all other countries in the study excepting Iran, Philippines, Morocco and Tunisia.

31. Two measures of input quality are also available: qualifications of the teaching staff and the Pupil-Teacher Ratio (PTR). In regard to teacher quality, about 47% of ECE teachers have the required qualifications, a rate that approaches 100% at the primary and

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<sup>10</sup> ibid

<sup>11</sup> *National Assessment Report 2005*, National Education Assessment System, Ministry of Education, Government of Pakistan,

<sup>12</sup> *National assessment Findings 2006*, National education Assessment System, Ministry of Education Government of Pakistan,

<sup>13</sup> *National assessment Findings 2007: Mathematics and Language, Grade VIII*, National education Assessment System, Ministry of Education Government of Pakistan, mimeo 2006

secondary levels<sup>14</sup>. These data must be interpreted with caution, as the standards for qualifications at this level are widely believed to be unsatisfactory.

32. The PTR works out to a high of 40 for primary schools and 15 for the secondary. Pakistan does well in terms of trained teachers and its pupil/teacher ratio is not as high as for India and Bangladesh, indicating better resource support<sup>15</sup>.

33. The survival rate to grade 5 is 72%<sup>16</sup>, that is, more than a quarter of students entering primary education do not reach the last grade. Considerable progress has been made since 2001-02 when the survival rate was 57%. Despite progress in absolute terms, Pakistan's performance is weakest in comparison with its neighbours excepting Bangladesh<sup>17</sup>.

34. The problem of drop out rates is severe, as it adds to the number of out of school children. More than 31% drop out during the primary level; some 16% after the middle level; another 16% after the secondary phase and yet another 16% during the higher secondary phase during 2004-05<sup>18</sup>.

35. Repeat rates are another measure of internal efficiency of the education system. The overall repeat rates for Grades 1 to 5 are between 2.1 to 2.6 and typically highest for the first Grade and Grade 5. Repeat rates are generally lower for young girls<sup>19</sup>. On this measure, Pakistan's experience is not too dissimilar from its reference countries<sup>20</sup>.

36. National Education Census 2006 reveals that most schools are sparsely equipped. Library facilities, computer resources, sports and recreation facilities are poor. However, the paucity of facilities can be gauged from the fact that only 69% of schools have drinking water and only 63% sanitary facilities; and many schools do not have boundary walls<sup>21</sup>. However, progress has been recorded in each of these areas since 2000.

37. In regard to quality of the labour force produced by higher education sector, the number of researchers per million people one is often used as an indicator. The number for Pakistan (75) is considerably lower than some of its reference countries such as Iran (1,279) and India (119).<sup>22</sup>

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<sup>14</sup> *Education for All: Mid-Decade assessment, Country Report Pakistan*, Ministry of Education, Government of Pakistan, Islamabad, 2007.

<sup>15</sup> *World Development Indicators 2007*, The World Bank, 2007.

<sup>16</sup> *Education for All: Mid-Decade assessment, Country Report Pakistan*, Ministry of Education, Government of Pakistan, Islamabad, Table 2.12, 2007.

<sup>17</sup> *World Development Indicators 2007*, The World Bank, 2007.

<sup>18</sup> *Reforms: Education Sector 2004-2007*, Ministry of Education, Government of Pakistan, 2007.

<sup>19</sup> *National Education Census: Highlights*, Ministry of Education, Government of Pakistan, 2006.

<sup>20</sup> *Education for All by 2015: Will we make it? EFA Global Monitoring Report 2008*, UNESCO, 2007.

<sup>21</sup> *National Education Census: Highlights*, Ministry of education, Government of Pakistan, 2006.

<sup>22</sup> *Human Development Report 2007/2008*, UNDP.

## 1.4 THE RESOURCE COMMITMENT

38. Financial resources for education come largely from the public sector, which spends 2.5% of the GDP (2006-07) on education. A further 0.5% is estimated to be the contribution of the private sector, putting the combined resources at around 3% of GDP for 2006-2007<sup>23</sup>. Although both public and private contributions have increased over the years (as a proportion of the GDP), there has been some increase in this proportion over the recent years, from the comparable figure of 2.2% in 2000-2001, revealing a slight upward trend.

39. The data on public expenditure on education reveal the low priority Pakistan gives to education: it spends relatively less on education (2.3%) than countries like Iran (4.7%), Malaysia (6.2), Thailand (4.2%), South Korea (4.6%), India (3.8%), and Bangladesh (2.5%)<sup>24</sup>.

40. In terms of cost structure by type of provision, the annual expenditure per pupil in the public sector for 2005-06 amounts to Rs. 6,436 at the primary school level, rising to 6,815 for secondary education and 40,332 for the tertiary level<sup>25</sup>. The data also show the large rise in tertiary costs over the period 2003 to 2006.

41. In terms of disbursements to various components of the education sector, the primary sector accounts for some 44%, the secondary sector 24 %, and some 13% goes to the tertiary sector, the rest being claimed by other sectors<sup>26</sup>. Expenditures on the primary and secondary education, therefore, amount to some five times more than the expenditure on the tertiary sector. These ratios vary a great deal among countries, since they depend on a large number of country specific factors such as the demographic profile, cost per student in different sectors, the state of development of different sectors, and the needs of the economy. In comparison, the share of the tertiary sector in the developed economies is, on average, 2.7 times larger than for non-tertiary sectors, though the ratio varies widely among countries<sup>27</sup>.

## 1.5 STRUCTURE OF EDUCATION: PUBLIC-PRIVATE PROVISION

42. The private sector contributes some 0.5% of the GDP to education, about one-sixth of total financial resources. The private sector institutions can be for profit or not for profit and religious/missionary. They offer mainstream education as well as religious education through Deeni Madaris. The medium of instruction employed by the educational institutions is predominantly Urdu (65%). This percentage is higher for public institutions (68%) compared with the private sector institutions (57%)<sup>28</sup>.

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<sup>23</sup> *Reforms: Education Sector 2004-2007*, Ministry of Education, Government of Pakistan, 2007.

<sup>24</sup> *World Development Indicators 2007*, The World Bank, 2007.

<sup>25</sup> P&P Wing, Ministry of Education

<sup>26</sup> *EFA Mid-Decade Assessment 2007, Country Report: Pakistan*, Ministry of Education, Government of Pakistan.

<sup>27</sup> *Education at a Glance 2007, OECD Indicators*, OECD. 2007.

<sup>28</sup> *National Education Census: Highlights*, Ministry of education, Government of Pakistan, 2006.

43. The public sector accounts for around 64% of all enrolments and dominates the structures of Primary Schools, Secondary and Higher Secondary Schools, Inter and Degree Colleges, and general Universities. While the overall share of the private sector in total enrolment is around 36%, its enrolment share is 42% in pre-primary education, Primary stage 32%, middle stage 33%, high 30% and higher secondary 18%, Technical/Vocational (52%), Vocational/ Polytechnics (57%), Non-Formal Basic Education (61%) and Deeni Madaris (97%)<sup>29</sup>.

44. The private sector's role has been expanding in recent years. While there are several causes for this relative growth, it is partly a reflection of the shortcomings of the public sector to provide quality education.

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<sup>29</sup> *ibid.*

## **CHAPTER 2**

### **NATIONAL EDUCATION POLICY: OVERARCHING CHALLENGES AND RESPONSES**

#### **2.1 BACKGROUND**

45. Education is a living system that gets impacted by the environment within which it exists. These environmental factors can be domestic as well as international. Changes in technology, business systems and general global environment, all require policy responses. Traditions, culture and faith all reflect upon the education system while at the same time get affected by it. The element of continuity and change remains perpetual and it is up to a society to determine its pace and direction.

46. The societal, political and governmental structures also impinge on the effectiveness of the education system. An education policy cannot be prepared in isolation of these realities. The current policy therefore identifies some of the overarching challenges and proposes policy options, within the context of the education system.

47. Cultural values of the majority of Pakistanis are derived from Islam. An education system reflects and strengthens social, cultural and moral values. Pakistan's educational interventions have to be based on the core values of faith.

48. The National Education Policy recognizes the importance of Islamic values and adheres to the agreed principles in this regard. All policy interventions shall fall within the parameters identified in the Principles of Policy as laid down in Articles 29, 30, 33, 36, 37 and 40 of Constitution of Pakistan 1973. These include the need for Muslim children to be provided instructions in Islamiyat to enable them to develop themselves as good Muslims. Similarly, minorities should be provided with facilities to get education of their own religion.

#### **2.2 THE DEMOGRAPHIC TRANSITION**

49. Recent studies on demographic trends reveal that economists have begun to focus on the impact of changing age structure of the population. The interest in relation between population change and economic growth has again caught light due to the demographic transition taking place in the developing countries, which offers potential economic benefit by changes in the age structure of the population during the demographic transition, owing to an increase in working age population and associated decline in the dependent age population. In fact, different age groups in a population have different economic implications. The young need investment in health and education, adult supply labor, income and savings and at old age there is a need for retirement income and again investment in health. East Asia witnessed a dramatic and rapid demographic transition over the last four decades.

50. According to Population Census, the dependent population (below 15 years and above 65 years) was 51.2% in 1981, and 53.1% in 1998 which according to UN population projections, fell to 42.7% in 2004 and will further fall to 38.3% in 2015.

Similarly, the working age population which was 48.8% in 1981 and 46.9% in 1998 surged to 57.3% in 2004 and it's expected to reach 61.7% by 2015, demographic transition is taking place though currently at a slower pace. It poses enormous challenge for the government to manage the economy in such a way that the transition benefits Pakistan.

### **2.3 UNIFORMITY AND CONFIDENCE IN PUBLIC EDUCATION SYSTEM**

51. The imperative of uniformity in Pakistan's educational system flows from the Constitution of Pakistan, which entrusts the State with the responsibility of organizing an equitable and effective education system, with an aim to enhance the overall well being of Pakistanis. The national educational systems in different countries have evolved with the state in such a way that they appear to flow from each other. That is the reason modern states have one educational system, customarily called the 'national educational system'. No other system in a State, except the national educational system, shares the ideals, objectives, and purpose of a State. The institution of Education in fact, acts as the repository of the trust that the citizens have in the State, mediating the achievements of the past with the aspirations of the future for all the citizens of any given State. It is this correlation between the State and the Educational System, which bestows the singularity to the national educational system, making it a unified and unifying entity. To promote and protect this uniformity, the national educational systems strive to establish the uniformity in structures and modes of education throughout the country. As the national educational systems also evolve as a response to the particular demands of distinct ethnic, social, economic, religious, political groups and communities, there is always room for diversity. This diversity can lend strength to the educational outcomes, especially in a federation like Pakistan, if this does not work at cross purposes with the uniformities, which any national system would need to retain its uniformity and to be able to offer a national response to challenges, which have the potential and possibility of affecting whole of the country such as the loss of competitiveness, extremism, security threats, and subversion of national values, etc.

52. Aware of the importance of the local cultural context, the new National Education Policy supports the reflection of the local cultural contexts through curricula and through the usage of the vernacular as a medium of instruction at the early stages of education, as enshrined in Pakistan's Constitution.

53. The emergence and continued presence of parallel systems of education in Pakistan i.e., private schools and *madaris*, apparently violates the principle of the uniformity of the educational system adversely.. The Policy is aware of the historical context which favored the emergence of these parallel systems and endeavors to encourage these systems to blend in the national educational system in such a way that they strengthen the uniformity of the national educational system, especially in terms of Curricula, Educational Standards, Costs and Conditions and Learning environment. The provision of educational services is a public function. The Constitution of Pakistan expects the public sector to take lead in performing this public function. The relative failure of the governmental educational system has resulted in the emergence of the alternative education provider i.e. the private sector. When, a private educational

institution is providing educational services for a fee or as a public good, with an almost total administrative autonomy, it remains a public function. The assurance of uniformity therefore, would remain the responsibility of the State. It can do it entirely on its own or can develop public-private partnerships to ensure that the exigency of uniformity in standards and purpose of education is not compromised.

54. The loss of uniformity in our educational system is best evidenced in the lack of beneficial and synergetic linkages between the Technical, Vocational, Professional and scientific education sub sectors. If Pakistan has to become a talent rich country, it needs to integrate and gel all the four with the national educational system.

55. Governance refers to the way in which any social unit – from society as a whole to the smallest community organization – organizes itself politically to undertake a range of public functions. Governance in the educational system is very weak. The Educational Policy, informed by the ideals of democratic governance, which implies a partnership between the principal societal actors in the making and implementation of public policy, would try to effect a better allocation and management of public resources, wherever necessary involving the private sector.

56. The unity of objectives of our educational efforts – whether in the public or private sector - is spelt through the over-arching principles of access, quality, affordability and relevance. The way the Pakistani educational system has developed over time, we do notice a certain dispersion of the objective of the unity, manifesting itself in the form of parallel educational systems and their equivalence, and the issues of medium of instruction, and representation of minorities, etc. The Policy is guided by the principle of creating a minimum level of uniformity in order to protect the uniformity of the Pakistan's educational system as a tool of social progress and of all round development in an increasingly globalized and competitive world.

57. English is an international language, and important for competition in a globalized world order. Urdu is our national language that connects people all across Pakistan and is a symbol of national cohesion and integration. In addition, there are mother tongues / local vernaculars in the country that are markers of ethnic and cultural richness and diversity. The challenge is that a child is able to carry forward the cultural assets and be at the same time, able to compete nationally and internationally.

## **2.4 GLOBALIZATION AND COMPETITIVENESS**

58. Globalization is not a new phenomenon but its pace in recent years has been unprecedented. This has created opportunities and challenges for countries all over the world. An education system cannot remain in isolation of these challenges and opportunities. Unfortunately, a comprehensive national analysis and debate on the potential impact and possible benefits of globalization has been a major deficit. Work that has been undertaken has been confined to the business sector. Even here, the feedback into the education system to develop a desired response has been missing. Other aspects of globalization like media and culture have been ignored.

59. The relevance of education to global competitiveness can be seen in the table from the Global Competitive Index (GCI), given at the following page. Pakistan has been

compared with its major competitors in an international context. (Higher the number assigned to a pillar, the lesser the performance.)

### GCI Pillars and Comparators

Pillars/ Parameters	Pakistan	Bangla Desh	China	India	Malaysia	Sri Lanka
1. Institutions	79	121	80	34	18	82
2. Infrastructure	67	117	60	62	23	76
3. Macro-economy	86	47	50	88	31	110
4. Health and Primary	108	90	55	93	42	36
5. Higher Education and	104	108	77	49	32	81
6. Market Efficiency	54	83	56	21	09	71
7. Technological Readiness	89	114	75	55	28	83
8. Business Sophistication	66	96	65	25	20	71
9. Innovation	60	109	46	26	21	53

*Source: The State of Pakistan's Competitiveness 2007, Competitive Support Fund, USAID, Ministry of Finance, Government of Pakistan, 2007.*

60. It can be seen that in education and health related indicators, Pakistan falls behind all other countries. It has to be realized that even the sustainability and improvement of other indicators depend on education.

61. Important products and enablers of globalization have been technologies like the internet and satellite television. This impact has overtaken the perceptions of the policymakers; most of whom grew up in an era when these technologies did not exist. These are important tools of education as well as potential detriments to the objectives of national education. There has been no analysis to comprehend its potential impact on children both in the positive as well as negative aspects.

## 2.5 SOCIAL EXCLUSION AND SOCIAL COHESION

62. Education is not only about the individual, it has a societal role --a societal role of selecting, classifying, distributing, transmitting and evaluating the educational knowledge, reflecting both the distribution of power and the principle of social contract. In a country with alarming inequities of income and opportunities, reducing the social exclusion needs to be one of the principle objectives of the Policy. The educational system in Pakistan is accused of strengthening the existing inequitable social structure as very few people from the public sector educational institutions could move up the ladder of social mobility. If immediate attention is not paid to reduce the social exclusion and moving towards inclusive development in Pakistan, the country can face unprecedented social upheavals.

63. Almost all the past educational policies talk about the role of education as a tool of social reform and social development. But all these policies have not been able to significantly contribute to increase social inclusiveness by ensuring social mobility through education and training. Educational system is supposed to ensure the right of an individual to grow in income and stature on the basis of his/her excellence in education and training.

64. Uneven distribution of resources and opportunities and apprehensions of sliding down on the scale of poverty promote social exclusion. Increased levels of social exclusion express itself in different forms like ethnic strife, sectarianism and extremism, etc. Social exclusion or extremism is not exclusively a function of the curriculum but a host of factors like poverty, inequity and identity crisis contribute to it and it becomes such a huge challenge that calls for a comprehensive response on urgent basis.

## **2.6 SETTING STANDARDS FOR EDUCATION**

65. A key deficit is absence of clearly articulated minimum standards for most educational interventions and their outcomes. Even where these are established, there is no measurement or structured follow up. As a result, impact of the interventions remains subject to anecdotes or speculation and the true picture never emerges. Since standardization has not been part of the governance culture, relevant indicators have not been developed. Only recently the National Education Management Information System (NEMIS) has begun the process of computing indicators. Though even these indicators are those that have been internationally identified and developed by UNESCO or some of the donors for cross-cutting international programs like Dakar Framework of Action for EFA and Fast Track Initiative (FTI) for EFA. Indigenous requirements on a scale have not been assessed.

## **2.7 DOVETAILING GOVERNMENT INITIATIVES**

66. Recently many new initiatives have been taken by the government aiming at providing missing facilities. Traditional approach of improving infrastructure and providing brick & mortar is no doubt necessary, but not sufficient for quality education delivery and sustainable economic development in the existing burgeoning global competitive milieu. Although some initiatives also focus/ target on improving teaching quality and learning environment, building capacity of education managers and administrators etc. Apart from the Ministry of Education, many other initiatives have been launched in the recent past by different Ministries, organizations and departments like National Commission for Human Development (NCHD), Higher Education Commission (HEC), National Vocational & Technical Education Commission (NAVTEC), Ministry of Social Welfare and Special Education (MoSW&SE), Labour & Manpower Division, to develop the Human Resource of Pakistan in a bid to meet the emerging challenges.

67. It has been observed that some of these good initiatives are working in isolation from each other, thus not adding much value to the national objectives. These programs need to dovetail in such a way that their impact is multiplied and we get best return on

our investment and efforts. There is a need of coordination at the provincial level, where this is not already being done. Also the issue of vertical programmes and projects should be re-assessed as these currently have little or no ownership from the provincial governments. Main reason is the failure to integrate provincial governments in the planning and need assessment stages.

## **2.8 LEVERAGING INTERNATIONAL DEVELOPMENT PARTNERSHIPS**

68. International development partners are providing generous support to education sector in Pakistan. Different donors have different focus in terms of programmatic emphasis and geographical coverage. However, at times their projects overlap in an unbecoming manner or their programmatic focus and emphasis bring limited value addition to the objectives of the government. Getting optimum value from these investments has become a challenge in the absence of institutionalized mechanisms for donor coordination. In order to help and optimize the partnership with international development agencies, it is important to review the guiding national policy framework, and fine-tune it to meet the national goals.

## **CHAPTER 3**

### **MAJOR DEFICIENCIES: THEIR CAUSES AND THE WAY FORWARD**

69. The foregoing analysis reveals that Pakistan has made progress on a number of education indicators in recent years. Notwithstanding the progress, education in Pakistan suffers from two key deficiencies: at all levels of education, access to educational opportunities remains low and the quality of education is weak, not only in relation to Pakistan's goals themselves but also in international comparisons with the reference countries.

70. On the Education Development Index, which combines all educational access measures Pakistan lies at the bottom with Bangladesh and is considerably below in comparison to Sri Lanka<sup>30</sup>. A similar picture is painted by the gross enrolment ratios that combine all education sectors, and by the adult literacy rate measures. The overall Human Development Index (HDI) for Pakistan stands at 0.55, which is marginally better than for Bangladesh and Nepal but poorer than other countries in the region<sup>31</sup>. The report also shows that while Pakistan's HDI has improved over the years but the rate of progress in other countries has been higher. Bangladesh, starting at a lower base has caught up, while other countries have further improved upon their relative advantage. These developments do not augur well for Pakistan's competitive position in the international economy. As the Global Competitiveness Index (GCI) shows, Pakistan's performance is weak, on the health and education related elements of competitiveness, when compared with its major competitors like India, China, Bangladesh, Sri Lanka and Malaysia<sup>32</sup>.

### **3.1 UNDERSTANDING SYSTEM DEFICIENCIES**

71. There are two fundamental causes for the weak performance of the education sector: (i) a lack of commitment to education – a commitment gap - and (ii) an implementation gap that has thwarted the application of policies. The two gaps are linked in practice: a lack of commitment leads to poor implementation, but the weak implementation presents a problem of its own.

#### **3.1.4 The Commitment Gap**

72. The low resources stand in sharp contrast to the commitment required by the policy statements, which set up ambitious goals for the sector. The national emphasis on education goes back to the enshrining of the right to education in the Constitution.

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<sup>30</sup> *Human Development Report 2007/2008*, UNDP, 2007.

<sup>31</sup> *ibid.*

<sup>32</sup> *The State of Pakistan's Competitiveness 2007*, Competitive Support Fund, USAID, Ministry of Finance, Government of Pakistan, 2007.

73. The contrast between the vision and the commitment has been pointed out by the Planning Commission: “We cannot spend only 2.7 % of our GDP on education and expect to become a vibrant knowledge economy”,<sup>33</sup>.

74. The commitment gap could come from two reasons: (i) a lack of belief in education’s true worth for socio-economic and human-centred development; and/or (ii) a lack of belief in the goals themselves. In regard to the first, the analysis done during the policy review, including reviewing recent international research and policy experience, confirms the potent role education can play in achieving economic growth and social development. On this basis, the commitment gap could not arise for this reason.

75. The second reason, the lack of commitment to the policy goal itself may, therefore, be the real problem. At the time of its birth as a nation, Pakistan inherited an approach to education that had two features. First, the education system of the time was designed to supply the skills needed to run the colonial administration. The accent was on education for the few, basically to fill public service jobs. The prevailing objective was service to the administration rather than service to the students and learners. This assessment is echoed by the Economist Intelligence Unit assessment in its latest review of education, in which it observes that “Pakistan’s education system is among the most deficient and backward in Asia, reflecting the traditional determination of feudal ruling elite to preserve its hegemony”,<sup>34</sup>. Second, the economic structure of Pakistan at its inception was almost entirely agrarian, with little manufacturing and a small services sector. The skill needs of the economy did not influence the structure of educational provision. The tradition of British education, which Pakistan inherited, emphasized academic skills (to serve the administration) rather than skills and competence for use in the production sector.

### **3.1.5 The Implementation Gap**

76. The implementation gap, though less well documented, is believed to be more pervasive in that it affects many aspects of governance and the allocation and use of resources. One piece of evidence relates to the amount of developmental funds allocated to the sector that remains unspent. Estimates range from 20% to 30% of allocated funds remaining unutilised. The underlying causes may lie in the lack of a planning culture, planning capacity and weaknesses in the accountability mechanisms.

77. Another type of implementation problem surfaces in the corruption that is believed to pervade the system. Anecdotes abound of education allocations systematically diverted to personal use at most levels of the allocation chain. Political influence and favouritism are believed to interfere in the allocation of resources to the Districts and schools, in recruitment, training and posting of teachers and school administrators that are not based on merit, in awarding of textbook contracts, and in the conduct of examinations and assessments. The pervasive nature of corruption indicates a deeper problem where the service to the students and learners is not at the forefront of thinking and behaviour on the part of some involved in operating the system.

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<sup>33</sup> *Pakistan in the 21<sup>st</sup> Century: Vision 2030*, Planning Commission, Government of Pakistan, 2007.

<sup>34</sup> *Country Report: Pakistan*, Economist Intelligence Unit, The Economist, November 2007.

### **3.2 THE WAY FORWARD: A PARADIGMATIC SHIFT**

78. Addressing the two underlying deficiencies requires a fundamental change in the thinking that informs education policy at all levels. The need for a paradigmatic shift is echoed in the ‘Vision 2030’ report of the Planning Commission, which calls for major adaptations and innovation in the education system.

79. The paradigmatic shift requires that the objectives of the education policy would be to serve the interests of students and learners rather than of those who develop policy or implement programmes. This is a very fundamental shift as it implies changes in all the important parameters of education policy: what educational provision to offer; who benefits from educational provision; what pedagogy and teaching and learning methods to employ; and how the resource cost should be shared among the stakeholders. Accordingly, the Policy recognises the need for reforms and makes recommendations for action in a wide range of areas, which are divided into the two categories. First, there are system level reforms, which deal with such issues as the vision of the system, sector priorities and governance, and resources for the sector. The second set of reforms address problems that are specific to individual sub-sectors of education, ranging from early childhood education to adult learning.

## **CHAPTER 4**

### **FILLING THE COMMITMENT GAP: SYSTEM VALUES, PRIORITIES AND RESOURCES**

#### **4.1 EDUCATIONAL VISION AND PERFORMANCE**

80. The Constitution of Pakistan sets out a broad-based egalitarian view of education, based on values, and responding to the requirements of economic growth. Its Article 38 (d) speaks of instilling moral values and of providing education to all citizens irrespective of gender, caste, creed, or race. Article 37(b) explicitly states that the State of Pakistan shall endeavour “to remove illiteracy and provide free and compulsory secondary education within minimum possible period”. Article 34 requires that “steps shall be taken to ensure full participation of women in all the spheres of national life”. It is in this perspective that Pakistan has made a commitment to achieve the six Education for All (EFA) goals within the specified target dates.

81. In contrast to this vision for education, there has been little de facto commitment to achieving the ambitions of a national educational policy. Governance and management of education has fallen short of the commitments. As a consequence, Pakistan’s education system, far from being a cohesive national system, is afflicted with fissures that have created parallel systems of education and has performed poorly on the criteria of access, equity and quality.

82. As the report ‘Vision 2030’ describes it, the reality on the ground is “the divide between the prevalent school structure and differences in levels of infrastructure and facilities, media of instruction, emolument of teachers, and even examination systems between public and private sectors. The rich send their children to private run English medium schools which offer foreign curricula and examination systems; the public schools enrol those who are too poor to do so.” This divide can be further categorised across low cost private schools and the elite schools. There is another divide between the curriculum that is offered to the children enrolled in Deeni Madaris and the curriculum in the rest of the public and private establishments. There is also an unresolved and continuing debate on how and what religious and moral values to be taught through the educational system and how to accommodate non-Muslim minorities.

83. Pakistan’s commitment to universal primary education by 2015 under the EFA framework appears elusive on current performance, as participation is low and access drop-out rates continue to be high. There are persistent gender and rural-urban disparities. Girls continue to remain under-represented in the education system, both public and private. The rural urban divide is stark on most indicators of school provision and participation, which becomes particularly attenuated in some Provinces and Areas. International comparisons of education quality revealed by the NEAS are not encouraging.

84. An education system cannot remain in isolation of the challenges and opportunities provided by globalization. These are in the field of business and commerce, technology, cultural values and identity and many more. Unfortunately a comprehensive

national analysis and debate on the potential impact and possible benefits of globalization has been a major deficit.

## **4.2 A REAFFIRMATION OF EDUCATIONAL VISION**

85. Recognising the commitment gap, a first priority is a reaffirmation of the fundamental vision of education. The goals and targets, and the financial and human resources required to achieve them, follow closely from the commitment to a clearly articulated vision.

86. There are solid reasons for the reaffirmation. New research provides convincing evidence of education's contribution to both economic and social development, which can be achieved simultaneously because the processes of economic growth and social development are interlinked. There are close links between equity in educational opportunities and equitable income distribution and income growth. If the education system is constructed on a divisive basis the divisions it creates can endanger long run economic growth as well as stability of society. An unjust society creates an unstable society and an unstable society cannot sustain stable long term growth.

87. The contribution of education to economic growth of societies is well established. A long history of research has confirmed that each year of schooling contributes 0.58% to the rate of economic growth<sup>35</sup>. The evidence is not just for the developed economies of the world but, importantly to the point, for the developing nations as well.

88. This new research highlights the possibilities of both a vicious and a virtuous circle operating from equity of educational opportunities to equity of income distribution, and from social cohesion to economic growth. An affirmation of commitment to Pakistan's egalitarian education vision in the service of all citizens and as a driver of economic and social development can help to produce a virtuous circle of high levels of human and social capital leading to equitable economic growth and social advancement. The education sector policies have to be reoriented if they are not to fall in the vicious circle trap.

89. The reaffirmation of educational vision requires a change of mindset that would permit development of goals, policies and programmes in support of the vision. The Planning Commission's 'Vision 2030' also argues for such change of the mindset, which commits to a new set of societal goals. The Ministry of Education has adopted following vision:

*“Education is a categorical imperative for individual, social and national development that should enable all individuals to reach their maximum human potential. The system should produce responsible, enlightened citizens to integrate Pakistan in the global framework of human centered economic development.”*

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<sup>35</sup> *Equity, Quality and Economic Growth*, The World Bank, 2007.

### **4.3 OVERARCHING PRIORITIES: WIDENING ACCESS AND RAISING QUALITY**

90. The objective of education is the development of a self-reliant individual, capable of analytical and original thinking, a responsible member of his community and, in the present era, a global citizen. It is imperative to identify and, possibly define, the touchstone for development of the child as a member of society. Each culture has its own ethos that bears relevance for its individual constituents. The challenge today is to secure values without regressing into unnecessary anachronism and parochial insularity. The other relevance of education is its ability to provide the graduates with an opportunity to earn a living. Education should be able to increase the earning potential of the individual who is literate; irrespective of the eventual vocation opted.

91. The foregoing articulations of the economic and social goals are taken by the Policy as an appropriate basis for defining the priorities for national education policy. They lead to two over-arching policy priorities. Given the important role of education as a key driver of economic growth and social advancement, the first policy priority is to widen access to education for all. Improving the quality of education, particularly in its dimension of being relevant to the needs of the economy, becomes the second strategic priority.

92. This Policy document identifies policy actions in pursuit of these two overriding objectives. They are divided into policy actions required at the system level, treated below in this chapter and in Chapter 4, and actions pertaining to specific sub-sectors of education, which are treated in Chapters 5 and 6.

#### **Policy Actions:**

1. Provinces and Area Governments shall affirm the goal of achieving universal and free primary education by 2015 and up to class 10 by 2025.
2. Provincial and Area Governments shall develop plans for achieving these targets, including intermediate enrolment targets and estimates of the required financial, technical, human and organisational resources.
3. The plans shall also promote equity in education with the aim of eliminating social exclusion and promoting national cohesion. Greater opportunities shall be provided to marginalised groups of society, particularly girls.
4. To achieve the commitments of Government of Pakistan towards Education for All (EFA) and the MDGs, inclusive and child-friendly education shall be promoted.
5. Governments shall improve quality of educational provision at all levels of education.
6. National Standards for educational inputs, processes and outputs shall be determined. A National Authority for Standards of Education shall be established. The standards shall not debar a provincial and area government from having its own standards above the prescribed minimum.

7. Steps shall be taken to make educational provision relevant for the labour market and for promoting innovation in the economy.
8. Universities and research institutes shall place greater emphasis on mobilising research for promoting innovation in the economy.
9. Educational inputs need to be designed with a comprehension of the challenges and opportunities related to globalization. Strategies shall be developed to optimize opportunities and minimize the potentially negative impacts.

#### **4.4 MOBILISING RESOURCES FOR EDUCATION**

93. Reforms and priorities will need to be planned in detail at various levels of government, including the cost requirements. Even in the absence of such detailed estimates it is easy to see that the required resources will exceed by considerable margin from the present 2.7% of GDP.

94. The need for a higher level of allocation comes from the fact that both the volume and the quality of provision have to be improved simultaneously. In addition, Pakistan starts from a smaller base level of resource commitment, as is evident from a comparison with other developing nations. As the report 'Vision 2030' puts it forthrightly, "We cannot spend 2.7 per cent of GDP on education and expect to become a vibrant knowledge economy".

##### **Policy Actions:**

1. The Government shall commit to allocating 7% of GDP to education by 2015.
2. Governments shall explore ways to increase the contribution of the private sector, which at present contributes only 16 per cent of the total educational resources.
3. For promoting Public-Private-Partnership in the education sector, particularly in the case of disadvantaged children, a percentage of the education budget as grant in aid (to be decided by each Province) shall be allocated to philanthropic, non-profit educational institutions.
4. A system of checks and balances for the private sector shall be formed to oversee the issues of fees, school standards, pays of teachers, conduct and hygiene etc.
5. Total resources for education shall be further augmented by developing strategies for inviting and absorbing international contributions. The Federal and Provincial/Area Governments shall develop consensus on needs and priorities for foreign assistance in education through development of comprehensive provincial/area plans.
6. A system for donor harmonization and improved coordination between development partners and government agencies shall be developed

7. The cost estimates for serving as the basis for educational allocation shall be to adopt more comprehensive definition of the concept of “free” education. The term shall include all education related costs including expenditure on stationery, transport and meals, which are, in general, not covered at present, and shall be applied as a basis of allocating funds on a needs basis for poor children.
8. Governments and educational institutions shall strengthen planning and implementation capacity to improve utilisation of resources.

## **CHAPTER 5**

### **FILLING THE IMPLEMENTATION GAP: ENSURING GOOD GOVERNANCE**

95. The Policy has identified implementation problems as one of the two main underlying causes of poor performance of the education sector. Implementation problems, themselves, can be traced to several types of governance problems, which need addressing:

1. Absence of a whole-of-sector view
2. Lack of policy coherence
3. Unclear roles in fragmented governance
4. Parallel systems of education (public-private divide)
5. Weak planning and management
6. Lack of stakeholder participation

#### **5.1 DEVELOPING A WHOLE-OF-SECTOR VIEW**

96. The education sector has divided responsibilities at the Federal level and between the Federal and other sub-national administrations. At the Federal level, the responsibilities for different elements of the education are carved up between the Higher Education Commission (HEC), National Vocational and Technical Education Commission (NAVTEC) and the Ministry of Education (while other Ministries also run individual establishments and trusts). This splitting up within education also exists at the Provincial level. In Punjab, the Department for Literacy and Non-Formal Education is separate from the Provincial Education Department. In Balochistan, Literacy comes under the Social Welfare Department, and so on. There is no mechanism for developing a whole-of-sector view at the national level.

#### **Policy Actions:**

1. A comprehensive Human Resource Development (HRD) policy shall be developed integrating all types and branches of HRD institutions from Early Childhood Education (ECE) to tertiary education. The policy must keep market needs in view, including the flexibility in market trends, for Higher and Technical and Vocational Education.
2. Organisational fragmentation of education at federal and provincial levels shall be assessed for rationalisation and where feasible various streams, including literacy, shall be managed by one organisation.
3. This sector-wide planning shall be co-ordinated by a newly created Ministry of Human Resource Development that brings together responsibilities for different sub-sectors of education, training and learning.

## **5.2 ENSURING POLICY COHERENCE**

97. Education policies have major intersections with other policies at the national level and sub-national levels. Policies for early childhood education (ECE) are closely linked to social welfare policies; education and skills for the labour market figure as a factor with employment, labour, economic and regional development policies. Policies in the higher education area, likewise, are closely linked with innovation, growth and industrial policies. They point to the need for coherence across many policy domains. A whole-of-sector-view is an essential input for achieving policy coherence.

### **Policy Action:**

1. The new Ministry of Human Resource Development shall be responsible for bringing the sector-wide view to discussions of coherence with other socio-economic policies of the Government

## **5.3 OVERCOMING FRAGMENTED GOVERNANCE**

98. Governance of education is the overarching framework that determines the ability of the state to meet its goals and targets; the responsibility to ensure that education of quality is available to all without discrimination. It cannot abdicate this responsibility to any other entity within (or outside) the country. The state dispenses its responsibility in education through direct service delivery as well as regulating the non-state interventions in the sector. The largest proportion of the service delivery in Pakistan remains with the public sector even as the private sector is growing. However, the current size of the private sector, including the propensity for continuous growth, call for a more inclusive approach to dealing with education. An approach that considers the role of the private sector, its linkages with the rest and the possibilities of synergizing for improved outcomes.

99. Looking at the education sector vertically, Pakistan, like many other federal countries, has divided jurisdictional arrangements over education matters. Within a Province or Area Administration, jurisdiction over education is further divided across District and institutional levels. Given these divided jurisdictions, it is essential that the demarcation of responsibilities is clear. A lack of clarity in roles and responsibilities leads to unclear regimes of accountability and the possibility that responsibilities could fall between the stools of different levels of government.

100. Inter-tier roles are, in principle, defined in the Constitution and its related Ordinances i.e. the Local Government Ordinances (LGOs). However, details of interaction and demarcation of functions across each tier are missing because development of an effective federal system in the country has been hampered by centralization under dictatorial regimes.

101. The Constitution of the country puts education on the Concurrent List as a national responsibility; which does not mean a Federal responsibility. It implies a collective national response of all the Provincial and Areas governments along with the Federal government as equal partners. The Federal Ministry of Education is required to co-ordinate and facilitate the process.

102. Considerable ambiguities can, however, arise in how the principles are applied in practice as the principles of responsibility-sharing can be open to different interpretations. In the past, there has been a perception that the Federal Government may have extended its mandate, while some voices from the Provinces see little role for the Federal level.

103. In case of the provincial-district interaction the LGOs have not spelt out any functional divide and each province continues with its own interpretation of bottlenecks.

104. The ambiguities that can arise concern not only the relations between the Federal and the Provincial Governments but also under the Devolution arrangements between the Provincial and District governments. The relations between the provincial governments and the local governments are in transition and there are a number of issues that need to be addressed. The main problem arises from an administrative instead of a functional division of powers between the provincial and the Local Governments. Greater clarification will also be needed if decentralisation is pursued right to the school level. It is essential that different levels of governments should come together to articulate a clear understanding of inter-tier roles and responsibilities.

105. This process can be aided by strengthening the role of the Inter-Provincial Education Ministers' (IPEM) Conference. Policy making shall remain a national function with participation from the Federal Government and the Provinces/Areas in a national forum. The role of the Federal government should be that of a facilitator and co-ordinator, while the IPEM would oversee implementation.

#### **Policy Actions:**

1. To remove ambiguities between the different roles of Federal and Provincial Governments in the field of education, their respective role and responsibilities shall be mapped and clarified through national consultative processes involving the federal government as well as provincial/area governments.
2. The Federal role shall be of a facilitator and co-ordinator. This should apply to not only the school level but also other levels and streams of education, including technical and vocational education.
3. The Federal Ministry of Education shall be the focal point for development of the National Education Policy through feedback and consultations with the provincial & area governments within the framework described in chapter 11.
4. The IPEM shall oversee the implementation of National Education Policy and review progress periodically.
5. An overarching framework shall be developed to aggregate the initiatives taken by Education Ministry, provincial/areas education departments and organizations. All these initiatives shall be coordinated to leverage their outputs in such a way that they respond to the emerging challenges of society and the economy including globalization era, in a concrete way.
6. Decentralisation shall be pursued at each level of governance to move decision making closer to the point of implementation and shall eventually

move to the school level, which shall become the basic unit for planning, including school based budgeting.

7. Decentralisation within the framework of devolution shall focus on delegation of educational functions and not merely that on delegation of administrative powers.

#### **5.4 BRIDGING THE PUBLIC-PRIVATE DIVIDE**

106. Existence of insulated parallel systems of public and private education in Pakistan remains a cause for concern as it creates inequitable social divides. First, a small but important component of the private sector caters to the elite and offers high quality that only the rich can afford. Its long-term socio-economic impact is divisive for the society, not least in the relative neglect of improvements in the public sector. Second, Deeni Madrassahs form a component of the private sector. The parallel system in this case consists of a curriculum that lies outside the mainstream. Third, private sector establishments within the mainstream are not properly regulated, which can leave students unprotected. They do not often register with the Provincial authorities as they are required by law and do not often comply with the regulations. Registered private schools often charge more fees than they are authorized to take (the average household annual expenditure per student in a private establishment is reported to be four times greater). Similarly, private schools are being encouraged to offer admission and education services to 10% needy but meritorious students free of cost, a regulation that is not followed by most private establishments. Fourth, the curriculum and qualifications structures do not give a clear idea of their equivalence with public sector qualifications, which can put these students at a disadvantage. Finally, the public sector has failed to capitalise on the potential benefits of synergies from the growth in private sector.

107. Over the last few years, the private sector has been attempting to bridge the gaps and ills of education system like inequitable access, poor quality, high drop outs etc. These efforts have sometimes been through formal agreements with the relevant governments and sometimes on an informal basis. It is being increasingly felt to institutionalize the arrangement to receive optimal results across the country instead of incremental efforts in sporadic areas. The question arises of where the private sector can assist. Practically, in every possible educational input. The private sector can assist in all areas of educational inputs. Where exactly would depend on the specific area or domain. Some of these inputs, inter alia, include (The list is not exhaustive, nor does it identify areas that are new to the concept.):

1. School construction
2. Textbooks development
3. Libraries development including provision of supplementary reading material
4. Teacher education
5. Transportation
6. Food supplement to poor children
7. Literacy programs

108. There may be other forms also. All of these options can be evaluated for efficacy and then implemented according to local conditions and requirements. Some options already operational in the country are:

1. Voucher systems in existing schools or adoption of ill performing public schools (already first practiced in Sindh by Sindh Education Foundation and now at a larger scale, by the Punjab Education Foundation in poorer districts of Punjab);
2. Using premises and/or facilities of the public schools for higher than the existing level of schooling (first piloted by Punjab Education Department in 2003 and replicated by some other provinces at a small scale);
3. Additional services like literacy centers after school timings of the morning shift in the public sector schools (also initiated by FDE in some ICT institutions in collaboration with Children Resource International Islamabad). All of these options, as already stated, are in use in some form or the other.

**Policy Actions:**

1. Available educational resources in the private sector shall be mapped and information made available to all. The resources in this case would include more than simply private schools which already are part of the overall education census.
2. Transparent and clear procedures shall be initiated in the education sector to allow utilization of private sector inputs. Systems shall be developed through involvement of all stakeholders, the public sector, the private sector and the community.
3. Provincial Governments shall encourage private education at the school level as an additional option available to those who can afford such education. At the same time, Governments shall take steps to encourage public sector institutions to draw benefit from the resources available in the private sector.
4. A common curricular framework shall be applied to educational institutions in both the public and the private sector. Governments shall take steps to bring the public and private sectors in harmony through common standards, quality and regulatory regimes.
5. Where already a private school exists with additional admission space, the children shall be accommodated in it, through public financing and the public sector new school shall either be developed in separate vicinity or for different levels. Private sector schools shall be provided permission on a need cum quality basis.
6. The students of Madrassahs shall be brought at par with the students of formal public secondary schools through the introduction of formal subjects.
7. Provincial and Area Governments shall develop regulations for establishing and running private sector institutions that include transparent accountability

procedures. Where such regulatory bodies have already been developed, those shall be reinvigorated.

8. Provincial and Area governments shall take steps to build capacity of the regulators to enable them to effectively monitor compliance by private sector institutions
9. Non-profit educational institutions should be provided tax incentives.

## **5.5 OVERCOMING STRUCTURAL DIVIDES**

109. There exists the challenge of ensuring a uniform system of education that provides level playing field for the children irrespective of their caste, creed, family's economic capacity and religion, and in line with the fundamental rights and principles of policy as enshrined in the Constitution of Pakistan. Broadly there are three parallel streams in education that have created unequal opportunities for children who manage to enter the education system. In addition there are sub-streams within each. The main ones are public sector schools, private schools and Madrassahs. Within public sector and private sector schools there are elite and non-elite schools. The former caters to the economic elite only while the latter like Cadet Colleges, at least conceptually, allow talented children of the lower middle classes also. These elite schools cater to a very small minority of school going children. The bulk of lower middle class to poor children study in the non-elite low quality private and public schools. Most of these schools fail to produce students who can compete for high end jobs to allow vertical social transition.

110. A number of factors lead to the differences that allow students of the elite schools to do better. The management, resources and teaching quality being the main ones. Most of these elite schools follow the Cambridge or London University O/A levels systems that have a different curriculum, assessment system and textbooks. A major bias of the job market for white collar jobs appears in the form of the candidate's proficiency in the English language. It is not easy to obtain a white collar job in either the public or private sectors without a minimum level proficiency in the English language. Most private and public schools do not have the capacity to develop the requisite proficiency levels in their students. English language also works as one of the sources for social stratification between elite and non-elite. Combined with employment opportunities associated with proficiency of the English language the social attitudes have generated an across the board demand for learning English language in the country.

111. Differentials in quality and consequent opportunities of children also depend on location of the school for example rural versus urban or large city versus small town. Children who join the non-formal stream also suffer and most fail to enter the mainstream.

112. The third tier of Madrassahs plays a role in a different type of social divide. Young children educated in Madrassahs normally do not have skills that enable them to seek employment outside the realm of duties associated with clerics. This increases social tensions because of the sense of exclusion among children educated in these institutions.

**Policy Actions:**

1. The state shall provide greater opportunities to the citizens and areas that have been largely excluded from the mainstream development and participation in the national processes by ensuring even and equitable human development across Pakistan.
2. Government shall identify schools in the poorest areas for prioritisation in resource allocation and management for improving quality.
3. Ministry of Education in consultation with Provincial and Area education departments, relevant professional bodies and the wider public, shall develop a comprehensive plan of action for implementing the English language policy in the shortest possible time, paying particular attention to disadvantaged groups and regions.
4. The curriculum from Class I onward shall include English (as a subject), Urdu, one regional language, mathematics along with an integrated subject.
5. The Provincial and Area Education Departments shall have the choice to select the medium of instruction up to Class V.
6. English shall be employed as the medium of instruction for sciences and mathematics from class IV onwards.
7. For 5 years Provinces shall have the option to teach mathematics and science in English or Urdu/ official regional language, but after five years the teaching of these subjects shall be in English only.
8. Opportunities shall be provided to children from low socio-economic strata to learn English language.
9. A comprehensive school language policy shall be developed in consultation with provincial and area governments and other stakeholders.
10. Federal, provincial and area governments shall develop joint strategies with main Madrassah systems, through consultations, to introduce formal subjects that would enable the children graduating from Deeni Madaris to have more employment options.

**5.6 BUILDING MANAGEMENT AND PLANNING CAPACITY**

113. Educational management demands professional standards and expertise for which the traditional policy makers at the ministries or the head teachers are unprepared and untrained. At the institutional level, planning also takes time away from teaching responsibilities. Recognising this, many countries around the globe are paying special attention to training school leaders, and academies for school leadership are flourishing. In contrast, most persons at management positions in Pakistan's education sector have no training in the function. Head teachers, District Education Officers (DEOs), Executive District Officers (EDOs) and Director Public Instructions (DPIs) are mostly appointed from amongst the teacher cadre (college or school), without much management experience.

114. The strategies in regard to Devolution require considerable strengthening of planning capacity at all levels of programme development and delivery. An important requirement for planning is the availability of standards for both input requirements and educational outcomes, which is lacking at present. It would be a responsibility of the Federal government, under the framework of IPED, to develop a National Standards for Education.

115. Good planning also requires data and indicators of performance. These have been severely lacking at all levels of educational activity and performance. Recently the National Education Management Information System (NEMIS) has begun the process of computing indicators. However, these indicators are those that have been internationally identified and developed by UNESCO or by some of the donors for cross-cutting international programmes like Dakar Framework of Action for EFA and Fast Track Initiative (FTI) for EFA. It is essential to develop a data base that covers all planning needs specific to Pakistan's context. The deficiencies in data developed by these systems led the government to undertake a comprehensive census, the National Education Census 2006, which for the first time also covered all non-state-owned institutions, colleges and universities. Although a major step forward, the census can only be taken once every few years and it does not meet many of the data needs of education policy planners.

116. While data limitations have been a real constraint in educational planning, insufficient use of data has been made in decision making and planning even when they have been available. This is partly due to the culture of not using quantitative analysis and partly because the managers lack the required training.

**Policy Actions:**

1. A management cadre for education, with specified training and qualification requirements, shall be introduced.
2. Education planners and decision makers shall be trained in the use and analysis of educational statistics to develop the practice of information-based decision making and planning.
3. The national standards approach shall be the criterion for a realistic assessment of resource requirements as well as a fair and equitable basis for allocation across institutions.
4. A Personnel Management Information System (PMIS) as well as Financial Management Information System (FMIS) shall be developed to support the planning, implementation and evaluation function. These shall be linked to the existing Educational Management and Information System (EMIS).
5. A National Standards and Certification Agency for EMIS shall be established to set and evaluate the quality of education data collection, analysis and use across all levels and tiers of the education management. This can be part of National Standards Authority for Education proposed earlier (*ref: Section 4.3 under policy action No. 5*).

6. The Provincial and Area EMIS shall cater to the data needs of all tiers of the local governments. It shall also provide data to NEMIS for national aggregation on a routine and timely basis.
7. A separate data base for literacy and non-formal education shall be developed.

## **5.7 GETTING STAKEHOLDERS INVOLVED**

117. Effective implementation of policies is aided if the stakeholders have ownership of the policies. One weakness of the governance regime in Pakistan has been its weak performance in getting all stakeholders to have a say in policy development. Overall, most stakeholders are of the view that various experiments with School Management Committees (SMCs) or Parent Teachers Associations (PTAs) have had limited success. Most cases of success are either owed to a dynamic head teacher or a local non-government organisation that provides an interface between community and the school.

118. In most rural areas these organizations are controlled by politically influential persons who have little interest in school improvement. The SMCs function well as long as the finances allocated are unused. In other cases, finances remain unutilised because of fear of audit. Also, most head teachers have no training in working with communities and are unprepared for capitalising on the potential of SMCs. The main obstacle to greater success remains the lack of acceptance and comprehension of the concept at both the community as well as school level.

119. For the New Education Policy to succeed it has to be a collaborative exercise with the stakeholders, at all levels of education, policy development and programme delivery.

### **Policy Actions:**

1. School Management Committees (SMC) shall be strengthened through involvement of students, teachers, educationists, parents and society (STEPS).
2. The tenure of the SMCs shall be lengthened so that the members are able to make use of their experience.
3. To promote greater utilisation of allocated funds, Governments shall move from financial audit to performance or output based audit system for SMCs.
4. Head teachers shall be trained in social mobilisation to involve community effectively.
5. Awareness campaigns shall be launched, at the District, Tehsil and Union levels, to sensitise communities about their role in school education.

## **CHAPTER 6**

### **BROADENING THE BASE AND ACHIEVING ACCESS**

120. There is a general agreement that the quality of education has been a major casualty of the system's inefficiency. The biggest victim has been the public education system but quality cannot be assumed as given in the private schools. Efforts to increase enrollments are not sustainable in the absence of quality education in the country. Re-prioritization of quality can only be initiated with a common understanding of the term and then focusing on the major imports that impact it; these being curriculum, textbooks and learning materials, assessments, teachers and the learning environment available in an educational institution.

121. Broadening the base with quality is the most central strategic education policy priority. The superstructure of the knowledge society cannot be erected without a wide and high quality base that can feed quality human resources into all walks of societal endeavour, from the economic to the social. This chapter sets reforms for widening the base of education at the foundation level, in the areas of early childhood, primary and secondary education. Since much of non-formal and adult learning is also concerned with the foundation level learning, the chapter also presents reforms and policy actions for this sector.

#### **6.1 EARLY CHILDHOOD EDUCATION (ECE)**

122. Early Childhood Education confers benefits to the child's cognitive development and better social and emotional adaptation. Neurological studies have found that children's brain development has particularly high potential around age three, when appropriate stimulating learning environment, which can just as well be playing activity, can increase the physical size of the brain itself. In economic terms, there are long-term positive effects of ECE on employment, labour force participation and earnings. The broader social impacts include better health, lower incidence of anti-social behaviour and greater civic participation. Studies estimate that ECE is a sound investment: for each dollar invested in quality early childhood education governments provides a return ranging anywhere from 2 to 13 dollars.

123. Historically, however, early childhood education has not been formally recognized by the public sector in Pakistan. The traditional '*katchi*' class in some public sector schools has predominantly remained a familiarisation stage towards formal schooling for un-admitted, younger siblings of students. A limited part of the class 1 National Curriculum is taught to this group.

124. Against this background, for the first time in Pakistan's history, ECE was included as a component in the Education Sector Reforms programme, and funding was provided to the provincial and district governments, which has also been included in the National Plan of Action of Education for All. Pakistan is committed to the Dakar Framework of Action, the first goal of which is to expand and improve comprehensive ECE for all children, especially for the most vulnerable and disadvantaged.

125. Progress has been achieved over the last few years, as noted in Chapter 1, but further action is required in three areas to improve provision of ECE across the country: (i) wider participation; (ii) better quality; and (iii) improved governance.

**Policy Actions:**

1. Improvements in quality of ECE shall be based on a concept of holistic development of the child that provides a stimulating, interactive environment, including play, rather than a focus on regimes that require rote learning rigid achievement standards.
2. The early childhood education (ECE) age group shall be recognised as comprising 3 to 5 years. At least one year pre-primary education shall be provided by the state and universal access to ECE shall be ensured within the next ten years.
3. Provision of ECE shall be attached to primary schools, and these schools shall be provided with additional budget, teachers and assistants for this purpose.
4. For ECE teachers, a two-year specialised training in dealing with young children shall be a necessary requirement.
5. This training shall be on the basis of ECE revised national curriculum. The curriculum and support material for ECE shall take account of the cultural diversity of particular areas

## **6.2 ELEMENTARY EDUCATION**

126. Primary education is not a strong link in education in Pakistan. The Policy focuses attention on two large and critical problems facing the sector: (i) low participation and narrow base of the sector, and (ii) weak quality of provision.

127. Despite some progress in recent years, access rates remain low, as noted in Chapter 1. Net enrolment rates at 66% for primary are the lowest compared to the selected reference countries. Even though these 2005 rates have improved in 2006-07, Pakistan still faces the risk of defaulting on EFA 2015 targets. The narrow base is further attenuated through high drop out rates. The survival rate to Grade 5 is 72%. Of those who succeed in completing Grade 5, there is a further loss to the system through those not making the transition to the secondary level. Pakistan cannot afford to live with the narrow base in the perspective of long term economic and social development of the nation.

**Policy Actions:**

1. Primary education official age shall be 6 to 10 years.
2. Government shall make efforts to provide the necessary financial resources to achieve the EFA goals.
3. Wherever feasible, primary schools shall be upgraded to middle level.

4. International Development Partners shall be invited through a well-developed plan for expanding school facilities.
5. High priority shall be paid to reducing the drop-out rates. An important element of this effort should be to provide financial and food support to children who drop out because of poverty.
6. Schools shall be made more attractive for retaining the children by providing attractive learning environment and other measures.
7. Food based incentives shall be introduced to increase enrolment and improve retention and completion rates.

### **6.3 SECONDARY AND HIGHER SECONDARY EDUCATION**

128. The secondary and higher secondary school system prepares young people for life. It has two important roles in this respect – providing skills to the labour market, as many students leave formal schooling at this time; and providing input to the tertiary system, for those who go on to this level of learning. The policy questions is, does the system provide an adequate base for both these functions. Quite apart from the quality of instruction at this level, a central question that Pakistan education policy makers must confront is whether the level of skill development and preparation that can be achieved by twelve years of school education is sufficient as a terminal qualification.

129. The system as it exists has shortcomings in two main respects: it has *a narrow base* that leaves a large number of young people outside the system and the quality of skills it produces is *not well matched* with the needs of the labour market. The policy actions needed to address these concerns include several that have been outlined in section 5.2 above dealing with elementary education. The additional reform initiatives described below are specifically meant for secondary and upper secondary education.

130. Access and participation rates at this level of schooling in Pakistan are low in comparison to reference countries. Pakistan’s national average ratio of secondary to primary school is 1:6 but, in certain parts of the country, it reaches the high figure of 1:13. There is a clear need for expanding the provision. At the same time, efforts have to be made to cut the high drop out rates and induce more out of school youths back to the school system, particularly the girls whose participation is still very low.

#### **Policy Actions:**

1. Provision shall be expanded, particularly in the rural areas and of schools dedicated for girls. Priority shall be given to those locations where the ratio of secondary schools is low.
2. Student support shall be increased to prevent students from dropping out of school for financial reasons.
3. Schools shall introduce more student-centred pedagogies.
4. Counselling facilities shall be made available to students from the elementary level onwards in order to constructively utilize their energy, to

deal with any displays of aggression amongst young students and to address any other psychological distress that a student may be in, by suggesting a suitable remedy

5. Counselling at higher secondary level must also address the career concerns of young students and encourage them to take up studies as per their aptitude other than the “accepted” fields of study, be it technical, vocational or any other area of study
6. Schooling shall also be made more attractive by adding community service programmes.
7. Grade 11 and 12 shall not be part of the college level and shall be merged into the school level forming part of school education.
8. A system for ranking of primary and secondary educational institutions across the country shall be introduced with rankings based on result outcomes, extra-curricular activities and facilities provided to the students, in order to encourage healthy competition between schools.
9. To create an order for excellence in the country, a “National Merit Programme” shall be introduced to award bright students

#### **6.4 LITERACY AND NON-FORMAL LEARNING**

131. Literacy training and non-formal learning can be two different types of activities although with a large overlap. Non-formal learning can take the form of literacy training but it also includes a variety of other types of learning activities such as skill training on the job and traditional apprenticeships. In Pakistan’s context, literacy programs generally consider adults and young people who are out of school. The non-formal learning includes these categories but also other on the job learning that youths and adults might participate in, which may not have raising literacy as its objective.

132. There are multiple causes of low literacy: social taboos, poverty, child labour, and illiteracy of the parents/families and institutional weaknesses. Efforts to combat illiteracy have been half hearted, disjointed and not suited to local conditions and requirements. At the provincial level, there is a lack of uniformity in existing structures, and the set up varies from province to province.

133. There is also a question of what priority literacy promotion should be given in the public budget when resources are not available for basic facilities in the primary schools, although the private sector can contribute resources in this field of learning. The case for improving literacy is based on both its economic and social benefits, quite apart from the large benefit that accrues to the individual in the form of personal development.

134. In the economic field, literacy scores contribute to higher productivity, a contribution that is in addition to the contribution made by years of schooling<sup>36</sup>. A more literate person has higher participation rates in the labour force, is more likely to be an

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<sup>36</sup> *Equity, Quality and Economic Growth*, The World Bank, 2007.

entrepreneur, and is more open to adopting new techniques of production. A literate parent contributes to better learning achievement for his or her children.

135. There are, as well, wider social benefits of literacy that have been estimated empirically. There is a noticeable impact on health. A literate person is more likely to have better health and incur less expenditures costs on health maintenance. Participation in civic activities and democratic processes are more likely with literacy than without. The most important social objective served by literacy is achieving greater social inclusiveness.

136. There are four main difficulties with current literacy and non-formal learning programme, which needs to be addressed. First, the quality of such programmes is variable as they are not regulated by some minimum quality standards. One reason for the often poor quality of the programmes is low quality of teachers, which is also not regulated. Second, a certification and accreditation regime is missing. There are no benchmarks or standards that can be used for assessing literacy programmes. As a consequence, it is difficult to link the certificate offered by these programmes to formal learning opportunities. Hence, graduates of these programmes find it difficult to enter into the formal sector. Third, current literacy programmes are also not well-linked to employment opportunities. Fourth, literacy programmes are often found to be effective if there is a follow-up programme of reinforcement, which are lacking at present.

**Policy Actions:**

1. Government shall develop a national literacy curriculum and identify the instructional material and professional development programmes to support the curriculum. The curriculum shall be objective driven, so as to facilitate assimilation of trainees into mainstream economic activity.
2. Government shall develop and enforce minimum quality standards for organisations involved in literacy in the form of literacy certification and accreditation regime. The literacy providers shall be required to offer the literacy programmes according to the specified standards.
3. A system shall be developed to mainstream the students in non-formal programmes into regular education system, and a system of equivalence shall be developed to permit such mainstreaming. New literates shall receive formal certification so as to facilitate their entry into government schools.
4. Linkages of non-formal education with industry and internship programmes shall be developed to enhance economic benefits of participation.
5. Horizontal linkages between schools and vocational/skills training centres shall be established.
6. Government schools shall initiate non-formal education stream for child labourers. Children involved in various jobs or work shall be brought within the ambit of non-formal education system with need-based schedules and timings.

7. Special literacy skills programmes shall target older child labourers, boys and girls (14 to 17 years). Special educational stipends shall be introduced to rehabilitate child labourers.
8. Arrangements shall be made to use school buildings for adult literacy after school hours.
9. Government shall develop guidelines for post-programme initiatives. Regular follow-up shall be made a part of the literacy programs.
10. Steps shall be taken to ensure that teachers for adult learners and non-formal education are properly trained.
11. Community and private sector involvement in awareness programmes, content, design and availability of facilities, shall be mobilised.

## **6.5 EDUCATION IN EMERGENCIES**

137. Pakistan has endured large scale emergencies in recent years and along with other aspects of life, education has suffered greatly through inadequate planning. Pakistan's education system has not recognised the need for preparation of individuals and groups to grapple with the demands of emergencies through organised and effective responses. Credible rehabilitation and disaster management plans need to be put in place to ensure early restoration of education service. School education must prepare pupils for organised, ameliorative responses.

### **Policy Actions:**

1. Awareness shall be raised amongst the students regarding emergency situations, natural disasters and school safety so as to inform their behaviour in the times of such crisis.
2. Curriculum for each level of education, shall integrate information on emergencies, natural disasters and trauma management.
3. Curriculum for Civics of secondary and higher secondary level (Grades 9 to 12) shall formally address response in an emergency or disaster, on the basis of latest international best practices.
4. Teacher education/training programmes shall include provisions to enable the teacher to address education in emergencies.
5. A repository of all emergency related materials, manuals, guidelines, minimum standards and research pertaining to education shall be maintained at the respective departments of education, teachers training institutions and universities.
6. Disaster Management Plans shall include education delivery mechanism for rehabilitation.

## CHAPTER 7

### RAISING THE QUALITY OF EDUCATION

138. Defining quality is elusive but some parameters will need to be drawn. There is an impending need to debate and agree on what constitutes quality at each stage of education and the system overall. Based on this, some standards will need to be defined and pursued through development of policies, strategies and plans which target them. The recently completed NEAS 2007 points to significant quality deficits and confirms the widespread perception of the low quality of Pakistan's education. Improving quality requires action in the areas of teacher quality, curriculum and pedagogy, textbooks, assessment approaches, and in learning environment and facilities. In developed countries, close to two thirds of children's performance in early schooling depends on factors outside the school, namely on the home environment, the socio-economic status of parents, parent education particularly the mother's, and the learning resources available at home<sup>37</sup>. Of the remaining one-third, teacher quality and leadership at school are believed to be the more important factors<sup>38</sup>. Most of the inputs in the system have an impact on quality. However, there are five- six basic pillars that have the major contribution. These are curriculum, textbooks, assessments, teachers, the learning environment in an institution and relevance of education to practical life/ labour market. While elementary schooling is facing many deficiencies in each of the input areas that would need to be improved; the most significant action is required in improving the teaching resources and the pedagogical approaches teachers employ. The reform of teaching quality is of the highest priority.

#### 7.1 IMPROVING TEACHER QUALITY

139. There is a consensus amongst all stakeholders that the quality of teachers in the public sector is unsatisfactory. Poor quality of teacher in the system in large numbers is owed to the mutations in governance, an obsolete pre-service training structure and a less than adequate in service training regime. Presence of incompetence in such a huge quantity and permeation of malpractices in the profession have eroded the once exalted position enjoyed by teachers under the eastern cultural milieu. Teaching has become the employment of last resort of most educated young persons; especially males.

140. Reform is required in all areas: pre-service training and standardization of qualifications; professional development; teacher remuneration, career progression and status; and governance and management of the teaching workforce. The growth of private sector is adding new complexities to the teaching profession and needs to be taken into account in any reform of the system.

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<sup>37</sup> *Knowledge and Skills for Life: First Results from PISA 2000*, OECD, 2001.

<sup>38</sup> *Teachers Matter: Attracting, Developing and Retaining Effective Teachers*, OECD 2005.

### **Policy Actions:**

1. A Bachelors degree, with a B.Ed., shall be the requirement for teaching at the elementary level. A Masters level for the secondary and higher secondary, with a B.Ed., shall be ensured by 2018. PTC and CT shall be phased out through encouraging the present set of teachers to improve their qualifications, while new hiring shall be based on the advanced criteria. Exceptions shall be made in case of less developed areas where teachers with relevant qualifications are not available. Diploma in Education (D.Ed) may be used as an intermediate qualification till B.Ed teachers are available universally.
2. Teacher training arrangements, accreditation and certification procedures shall be standardised and institutionalised.
3. Teacher education curriculum shall be adjusted to the needs of the school curriculum and scheme of studies. The curriculum shall include training for student-centred teaching, cross-curricular competencies, and an on-site component.
4. A separate cadre of specialised teacher trainers shall be developed.
5. Governments shall take steps to ensure that teacher recruitment, professional development, promotions and postings are based on merit alone.
6. All teachers shall have opportunities for professional development through a programme organised on a three-year cyclic basis. Progress in career shall be linked to such professional development.
7. Teacher allocation plans, likewise, shall be based on schools needs and qualifications of teachers. Over the course of next two years, Governments shall develop a rationalised and need-based school allocation of teachers, which should be reviewed and modified annually.
8. To control absenteeism and multiple job-holding, Provincial and Area Administrations shall develop EMIS data on teacher deployment.
9. Institutionalised and standardised in-service teacher training regime shall be established in those provinces where it has not already been done.
10. In-service training shall cover a wide range of areas: pedagogy and pedagogical content knowledge; subject content knowledge; testing and assessment practices; multi-grade teaching, monitoring and evaluation; and programmes to cater to emerging needs like trainings in languages and ICT.
11. Training needs shall be assessed on the basis of research and training programmes.
12. Governments shall take steps to improve social status and morale of teachers. These include: Upgrading of teacher salaries as part of establishing a separate teaching cadre and teaching career; teachers' professional development, and a reward system based on performance measures.

13. Incentives shall be given to teachers in rural or other hard areas at least to compensate for loss in salary through reduction of various allowances given for urban but not for rural postings.
14. The teaching workforce shall be managed on a truly professional basis, organised as a specialised function.
15. The voice of teachers associations shall be given due consideration in decisions on collective issues affecting teachers.
16. Governments shall aim to draw upon resources from the private sector through public-private partnerships, especially in the areas of teacher education and professional development programmes.
17. International Development Partners' resources shall be harnessed within a broad national programme of teacher improvement for the country as a whole through inter-tier collaboration.

## **7.2 CURRICULUM REFORM**

141. Curriculum is the guide that delineates the learning path of a student. It also determines the process of this learning. Normally a curriculum should have the teacher as the centre but textbooks development appears to be the only activity flowing from the curriculum. In the classroom teachers do not use it being solely focused on the single textbook assigned to them. Even assessments are based on this textbook and not the curriculum.

142. The curriculum also does not cater to the diverse conditions in the education sector itself (e.g. multi-grade classes), as well as, the variations within the geographical breadth of the country. Pakistan is blessed with a multitude of cultures and topographies, these fail to be adequately recognized and assimilated by the education system. In basic primary education the most important missing element is the diffused focus on the local context. However efforts have been made to overcome the deficiencies in curriculum development and its translation into meaningful knowledge

143. A comprehensive review of school curricula was initiated in 2005. The Curriculum Wing of the Ministry of Education, strengthened by professionals from the field, reviewed the scheme of studies in the first phase. In the second phase, the revised curricula for 23 core subjects (classes I to XII) were notified in 2007. The review of remaining subjects as listed in the scheme of studies is in progress and will continue during 2008. Comparison of current curriculum with curricula of different countries; consultations with teachers, administrators, educationists, curriculum experts and students; field visits to collect feedback from teachers and stakeholders; identification and training of working teams through workshops and seminars; reviews of drafts by subject experts and working teachers leading to further revision and refinement of contents; and preparation of a uniform curriculum format consisting of standards, benchmarks and learning outcomes were vital parts of the curriculum development process.

## **Policy Actions:**

1. Curriculum development shall be objective driven and outcome based. It shall focus on learning outcomes rather than content. It shall closely reflect important social issues; provide more room for developing the capacity for self-directed learning, the spirit of inquiry, critical thinking, problem-solving and team-work; and local contextual material.
2. The curriculum development and review process, as well as textbooks review process, shall be standardised and institutionalised within the framework of the Federal Supervision of Curricula, Textbooks and Maintenance of Standards of Education Act, 1976.
3. Curriculum shall emphasize the fundamental rights guaranteed to the citizens of Pakistan, so that each individual shall develop within himself/herself and the society at large, a civic culture strong enough to withstand any extra constitutional interference which threatens those rights.
4. Environmental education shall be made an integral part of early education.
5. Use of Information Communication Technologies in Education shall be promoted.
6. Curriculum shall include health education. This education will among other things help in (i) Awareness of fatal diseases such as HIV/AIDS and prevention of harmful practises (ii) Detection and prevention of child abuse in many cases.
7. There shall be an ongoing feedback and evaluation mechanism so that a continuous improvement process is institutionalised. Feedback should flow from the primary providers of education to the curriculum development process with the full involvement of all intermediary players.

## **7.3 QUALITY IN TEXTBOOKS AND LEARNING MATERIALS**

144. Ministry of Education in consultation with Provincial/Area Education Departments, constituted a committee to design and recommend a Textbook Policy for improvement in Textbooks and Learning Materials. A comprehensive dialogue, involving all stakeholders, led to the notification of a ‘National Textbook and Learning Materials Policy and Plan of Action’ in June 2007.

145. The objective of the exercise was defined as: “Improvement in the quality of education at all levels through better quality textbooks at affordable prices and other learning materials for promoting Pakistan as a knowledge-based society.....Choice and competition are major forces in achieving this objective. Choice on the part of the buyer promotes acquisition of knowledge, empowerment and participation. Competition on the part of the producer leads to a wider variety of products, improved quality, availability and better prices”.<sup>39</sup>

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<sup>39</sup> National Textbook & Learning Materials Policy & Plan of Action, MoE 2007

**Policy Actions:**

1. A well regulated system of competitive publishing of textbooks and learning materials shall be introduced.
2. Textbook Boards shall be transformed into competent facilitating, regulating and monitoring authorities. The Boards shall review and help support the process of approval of textbooks for use in schools in their respective areas of jurisdiction.
3. A Provincial /Area Committee comprising representatives of the education authorities, Textbook Boards, the private sector, teachers and other stakeholders shall be formed to select and prescribe textbooks for use in public schools in the respective province or areas of jurisdiction. Private sector schools shall be free to use from amongst the books authorised by the respective Textbook Board.
4. Federal and Provincial Governments shall arrange for the Textbook Boards to provide assistance in capacity development for the national and/or provincial publishing industry to become competitive players in an expanded education publishing market.
5. Government shall ensure availability of quality paper at reasonable cost for printing of textbooks.
6. As part of the review and approval process, Textbook Boards shall seek a no objection certificate from Federal Ministry of Education, Curriculum Wing.
7. Federal and Provincial / Area Governments shall increase investments in school libraries and supplementary reading, teacher guides, teachers' training and learning materials.
8. An "Inter-Provincial Standing Committee on Textbook Policy" shall be established to regulate operational and procedural issues, and monitor and coordinate further implementation process. Curriculum Wing of Federal Ministry of Education shall be the secretariat for the Committee and shall be strengthened for the expanded tasks.
9. Implementation of the new system of regulated competitive publishing of textbooks and learning materials shall start with the introduction of revised National Curricula.
10. Special textbooks shall be prepared to cater to multi-grade environments. Alternately supplementary reading material that helps self learning must be developed for such environments
11. In order to promote a reading culture among youth, libraries equipped with modern facilities, including internet connectivity for online library services, shall be established in elementary, secondary and higher secondary schools.

12. Librarians working in schools and colleges shall be declared as library teachers and library lecturers respectively.
13. The network of public libraries shall be extended up to the level of union councils.
14. Mobile library services for rural areas shall be introduced.
15. National Library Foundation shall be established to provide resources for libraries on an ongoing basis.
16. Provision for continuing education of library professionals shall be made.

#### **7.4 IMPROVING STUDENT ASSESSMENT**

146. Assessment systems are quality measures that cater to a number of requirements of the education system. These can be used to measure overall system efficiency as well as individual students' performance for movement in the education system. A comprehensive assessment design would provide feedback for improvements at all tiers starting from changes in the classroom to improvements in the national systems.

147. Assessment system currently suffers from several deficiencies in promoting quality education. The one with more sinister outcomes is the practise of rote learning which stops the mental growth of the child and blocks innovative learning. Efforts have to be made to address this issue and need for inculcating critical and analytical thinking skills for producing life-long independent learners have to be emphasized. Assessment mechanism should be such that analytical thinking and critical reflections are tapped and encouraged.

148. The recent work of the National Education Assessment System and the Punjab Examination Commission shall be continued and further in reforming the system across the country.

#### **Policy Actions:**

1. Education system needs to be internationally competitive and Pakistan shall make efforts to offer itself for international level academic assessments by 2012.
2. Student performance shall be based on assessing competence in a specialised area that requires a given skill set. There shall be periodic reviews of the assessment system.
3. Multiple assessment tools in addition to traditional examinations shall be explored, to ensure the right balance between the uses of formative assessment approaches combined with the summative approach of high-stakes examinations.
4. National standards shall be developed to reduce the differences in quality across regions. Assessment processes shall be standardised and become uniform across the Boards over time, so that students appearing in

examinations under different Boards are assessed against standardized benchmarks.

5. Examinations systems shall be standardised to reduce differentials across students appearing in different boards of examinations either through gradual reduction of the number of boards or any other mechanism deemed workable by the province/area government.
6. The Examination boards shall be responsible for capacity building of paper setters and examiners.
7. A comprehensive plan shall be prepared to eliminate cheating from examinations including addressing social attitudes towards the issue.
8. A quality cycle management shall link the various systems of assessment and institutions involved in assessment (examinations, NEAS/PEAC, continuous assessment) to provide feedback to curriculum development, textbooks development and teacher education and professional development

## **7.5 ATTAINING STANDARDS IN THE LEARNING ENVIRONMENT**

149. In an average rural area of Pakistan, a five or six year old child walks to the school dreading what he or she would face. Children are scared of the teacher for de facto corporal punishment exists in all provinces, although Punjab has managed some interesting counters. They know that they may have to sit on cold floor in winters and a hot one in summers provided they are lucky enough to have a school building other wise the tree is the only shade available to the children. Toilets are a luxury and where in some schools they exist, the ratio is extremely unwise. These issues are linked to poverty irrespective of the locale. Library facilities are very rudimentary and teaching aid material is generally in short supply. Games, sports and other co-curricular activities such as debating contests, drawing competitions, skills/ arts and crafts training, and cultural activities that positively contribute to the overall development of school children are missing from most schools. School infrastructure facilities are highly inadequate, especially in rural areas. In public sector, around 38% of schools are without boundary walls, 32% without drinking water facilities, 56% without electricity, 40% without sanitary facilities and 6% without any buildings<sup>40</sup>.

150. One element of the learning environment consists of teacher-student relationship. Although firm data are not available, anecdotal evidence suggests that corporal punishment exists in all provinces.

### **Policy Actions:**

1. A framework setting out the basic standards for school facilities and teaching aid materials shall be established by 2012 and shall form the basis for allocation of funds.

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<sup>40</sup> *National Education Census: Highlights*, Ministry of education, Government of Pakistan, 2006.

2. All schools shall establish a school mission that assists students in achieving their learning potential and personality development as the key goals. Pursuant to this, co-curricular and extra-curricular activities shall be made a mandatory part of the entire learning process.
3. A concept of service to the society shall be introduced.
4. Student-teacher ratios shall be standardized and enforced at school level and multi-grade teaching shall be eliminated.
5. An awareness campaign against corporal punishment shall be initiated and teachers shall be held accountable for violations.
6. A study for analyzing the impact of modern media on children with a view to realize its potential to help in attaining the objectives of the education system shall be undertaken. This must encapsulate the negative impacts and the possible ways to mitigate them.
7. A code of conduct shall be established which shall enable student unions to participate in healthy activities without affecting the environment of the educational institutions.

## **7.6 MATCHING WITH THE LABOUR MARKET**

### **Policy Actions:**

1. Courses at the secondary and higher secondary level shall be reviewed with a view to making them more relevant to the needs of the labour market in order to better prepare those students not going on to further studies.
2. A study shall be conducted to evaluate the impact of technical matriculation and explore ways of introducing an improved system of technical and vocational education at high school level .The stream shall offer two-way link with the academic stream and also provide links to a revamped vocational and technical sector at higher levels.
3. Approaches shall be found to provide students with a window to the world of work. This could involve short assignments with the local enterprises and institutions or “job shadowing’ approaches to familiarise students with the work environment.
4. A career guidance and service shall be introduced at secondary and upper secondary levels, if not in each school, at least for school clusters. This shall involve local employers in providing information about job openings and the nature of work requirements.

## **CHAPTER 8**

### **STRENGTHENING SKILL DEVELOPMENT AND INNOVATION**

151. Pakistan has a large population and therefore, a comparative advantage in labour costs. However low skill levels dampen the potential of the labour force to significantly contribute to economic growth. The deficit permeates all sectors: industry, agriculture, services, commerce. Improvements in the skill levels of the labour force will increase efficiency and competitiveness of the local industry, attract international investment and allow overseas employment of Pakistanis generating a flow of foreign remittances.

152. The formal Technical and Vocational Education (TVE) system is not a major supplier of skills to the country's labour market. As a structure it suffers from rigidities that fail to cater to the dynamism required by the market. Secondly the structure does not factor in local requirements that vary across geographic units i.e. provinces, districts, tehsils. It is critical that skill development and market requirements match.

#### **8.1 TECHNICAL EDUCATION AND VOCATIONAL TRAINING**

153. Like all other sectors of education in Pakistan, TVE also suffers from issues of access as well as quality. While theoretically it caters to the market needs, practically it meets a very small portion of the demand. In most countries, the relative share of the applied segment of the tertiary sector is higher than the 18.5% in Pakistan. Hence, the base of technical and vocational skills provided to the economy in Pakistan is narrow. The inadequate quality stems from both a smaller number of total years of preparation and limitations of the curriculum, compared to the more advanced systems as well as the issue of availability of quality instructors.

154. The parts of pre independence India which became part of Pakistan had a very low industrial base, inheriting only 4% of the total industrial sector. Pakistan progressed rapidly in the 50s from this low base that continued to early 60s. To meet the requirements of a growing manufacturing sector, technical and vocational training systems were expanded and strengthened. However, after the initial success subsequent investment in the sector failed to keep pace with the changes in the market requirements.

155. On the demand side, jobs in the public sector continued to be a priority. Most of these jobs did not require specialized skills and even a general matriculation certificate with no technical or vocational content was deemed satisfactory to fill the junior level administrative and service jobs. The academic degrees of Bachelors of Arts and Masters of Arts were sufficient to fill the requirements for higher level jobs. This tradition has largely been maintained since the Independence, even though the economic structure of the country has changed significantly. The demand-pull effects have had limited effect on educational provision.

156. On the supply side, the certificate and diploma programmes do not seem to have a progression ladder into higher level skills. They do not provide entry claims into the tertiary sector with credit recognition in both the academic and applied streams. In addition to this blocked forward linkage, the backward linkage with apprentice training in

the traditional sector is missing. There is no provision whereby the traditional apprenticeship experience in the non-formal sector could be assessed and certified for entry into the formal sector of vocational education. The current TVE certificate stream is too narrow in its scope and does not cover the large variety of skills training that takes place in the traditional sector. Two way cross-over between the academic and the applied / professional streams is lacking in the system. The absence of a well-articulated qualifications system is a major structural shortcoming.

157. The problem of a fragmented structure of governance, endemic to the education sector, also plagues the technical and vocational sub-sector. Many institutions and jurisdictions are involved in governance of this field without a clear demarcation of their respective responsibilities. There is no focal point for coherent planning for the sector.

158. At the same time, the voices of important stakeholders such as the business sector are not adequately taken into account in shaping the content, structures and certification of study programmes. The TVE sector does not benefit from good collaboration and input from the business sector, such as for updating its equipments and teaching materials. Resultantly, there are perennial complaints from employers about the substandard quality of the skills available in the market.

159. The Policy recognises the high importance of developing a broad-based and high quality sector for providing technical skills. As the manufacturing and services sectors have expanded, skill requirements of the country have changed as well, and there are needs for technical and vocational skills even in the traditional sector as it adopts more productive techniques of production. The technical intensity of production processes will increase as new technologies become more pervasive, thereby raising the demand for TVE skills of a higher quality.

160. In a global environment that permits easy flow of investments and people the TVE sector in Pakistan needs to have a forward looking supply strategy of producing a sophisticated skill base. Pakistan, as already stated, has a comparative advantage in the labour market due to its population size. Unfortunately it has so far failed to optimally benefit from this endowment. In comparison, India has developed a wider and more qualified skill base to the point that it can export high value added services. The forecasted demographic transition over the next few years shows the young population of 15-24 years to grow and peak in 2015. The current global talent deficit is expected to expand rapidly and Pakistan needs to be well poised to benefit from this expanding demand. This is an opportunity for the TVE to substantively contribute to the country's growth potential.

161. While Technical Education and Vocational Training need distinct treatment, this chapter deals with the sector as a whole. As far as Vocational Training is concerned various experiments in the country have not succeeded and most reform proposals invite controversy. A major deficit has been an absence of focused research into the causes of this failure and potential remedies. During the consultations for the policy some of the issues that appeared were;

1. Schools did not have enough budgets to meet the equipment requirements for sustaining vocational trainings.

2. Adequately skilled teachers for these programmes are not available.
3. The curricula assume prototypes that do not cater to differentials in market requirements across districts or other geographic divides like rural-urban, etc.

162. The Policy addresses three principal problems faced by the sector: (i) its weak linkages with other education sectors and the labour market, (ii) deficiencies in the governance of the sector; and (iii) the need to expand supply of technical skills of good quality.

**Policy Actions:**

1. Inputs of all stakeholders like Industrial/Agricultural/Service sectors & Business community etc shall be institutionalized to ensure their inclusion in all current and future reforms of TVE to enable the sector to meet market needs.
2. Skill Standards and Curriculum should be developed and standardized at National Level.
3. The TVE curriculum shall be developed in standardized modules for each trade to eliminate differentials across various training institutions to provide opportunities to the trainees for horizontal/upward mobility and also help in assessment and certification of apprentices in non formal sectors for their entry into formal vocational/technical sectors.
4. TVE shall be extended according to the need of the area, irrespective of the level i.e. Tehsil, District and Division and should be in access of every citizen.
5. Level-wise prerequisites for entry as a teacher in TVE shall be defined and Teacher professional development shall be focused as an ongoing process. Terms and conditions of service for TVE teachers shall be compatible with market demand of their services and skills.
6. Local conditions and requirements must be considered while making any recommendation for replication of TVE model, implemented in other countries.
7. A study to evaluate failures of vocational training intervention at school level shall be commissioned to make more realistic recommendations, including cost requirements, for making it part of general education up to Secondary School Level.
8. Curricula for vocational education shall allow flexibility for adaptation as per requirements of local market including absorption of future changes in the market.

**Possible Strategies:**

163. National Vocational and Technical Education Commission (NAVTEC) has already prepared a set of strategies for this sector. These provide a basis for development of implementation plans for the technical and vocational sector. The above policy actions

in conjunction with these strategies will assist in development of implementation plans. Most strategic options given by NAVTEC appear as a natural progression from the above policy actions. Some of the strategic options that have a clear link to the above policy actions are given below (the list is inclusive and other strategic options in NAVTEC document are also relevant to the implementation process of NEP);

1. A National Qualifications Framework (NQF) shall be established along with a changed program structure that encompasses all qualifications in the country, both academic and vocational/technical. The NQF shall be competency based and provide entry points and progression routes throughout the structure of qualifications. In particular, it shall provide the possibilities of two-way cross-over between the academic and the applied streams, with clearly mapped out recognition of credit points for each competency level.
2. The business sector, in particular, shall be included in advising on the course and programme content, and in providing training positions and job shadowing opportunities for students in the applied streams. The business sector could also help teachers by giving specialised lectures and short training programmes.
3. All administrative jurisdictions and stakeholders shall be involved in a consultative process to develop the NQF programme. Expertise shall be sought from countries that have applied the NQF approach in recent years.
4. To address the problem of fragmented governance structure, a coordination mechanism between higher education, school education and technical, vocational education shall be developed.
5. Government shall develop a suitable framework for technical and scientific education and training with close involvement of Chambers of Commerce and Industry.
6. Commerce stream should also be introduced under technical education and vocational training regimes.
7. Curriculum should be updated on regular basis
8. Public Private Partnerships (PPP) should be strengthened in this area.
9. A regular tracking system shall be instituted for graduates to get feedback on relevancy
10. B.Tech technologists must also be registered by the Pakistan Engineering Council
11. There shall be a:-
  - i. Vocational training facilities at tehsil level
  - ii. Polytechnic institute for every District (Agency in FATA)
  - iii. Colleges of technology in each Province/Area on a needs basis.

## **CHAPTER 9**

### **HIGHER EDUCATION**

164. Good quality, merit-oriented, equitable and efficient higher education is the most crucial instrument for translating the dream of a knowledge-based economy into reality. The tertiary sector contributes as well in the attainment of social goals of developing civic responsibility, social cohesion and a more tolerant society. For this reason, to its traditional functions of producing skilled labour force and crafting new knowledge through research, a third is being added world over, that of service to society. It includes contribution to the innovation process, economic growth, sustainable development and social cohesion.

#### **9.1 DEFICIENCIES OF THE HIGHER EDUCATION SYSTEM**

165. Judged against this background, the higher education system in Pakistan does not perform well. Its relatively tiny size – only 3.7% of the 18 to 23 age cohort participates in higher education. Even though enrolment in both public and private institutions is increasing rapidly at approximately 30% per year, the gross enrolment ratio does not compare well with its competitors such as India (7%) and Malaysia (12%)<sup>41</sup>.

166. There are deficiencies in the quality of both skills and research output of the sector. Few of Pakistan's public sector universities are ranked among the world's top 500 universities. The number of faculty members having PhD degrees is low at 25%. The pass rates of undergraduates are also low and international recognition of qualifications limited for most universities. Although the per capita expenditure per student is many times higher than in the secondary sector, the sector used to be poorly funded for appropriate infrastructure including libraries, laboratories, scientific equipment, teaching aids, and high speed internet connection.

167. Another reason of inadequate quality comes from the lack of specialisation among universities as public universities compete in offering the widest variety of disciplines and spread their scarce resources too thinly. They are not selective in specialising in a few areas to develop the requisite critical mass of resources required for achieving higher quality. Universities in the private sector, on the other hand, have tended to specialise in market-oriented disciplines like IT, Management Sciences and Business, and there are complaints, in this sector as well, about their quality.

168. The scale, quality and institutional arrangements of the sector are insufficient to support innovation in the economy or attract high flows of foreign capital to its skill base. The R&D capacity is very limited and there is little culture and few institutional arrangements to achieve knowledge transmission to the productive sector through

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<sup>41</sup> Higher Education Commission's presentation made to NEP Review Team on August 22, 2006.

university-industry partnerships. Precisely speaking, the Higher Education Sector in Pakistan faces numerous challenges in implementing its reform agenda, but the following have been identified as key issues to be addressed:

1. Poor standard of faculty and lack of training / capacity building
2. Low enrollment in higher education
3. Minimal relevance of higher education to national needs and lack of compatibility to International Standards
4. Low quality of research and lack of relevance to national requirements
5. Poor Governance of Universities

On the governance side, the issue of provincial and federal domains again creates a problem specifically at the under-graduate or the college level. Though the curricula are determined at the Federal level and the degrees awarded by universities working under the control of the Higher Education Commission, the administrative control of colleges themselves lies with the provincial governments.

## **9.2 STEPS SUGGESTED IN HEC-MTDF 2005-2010**

169. The Higher Education Commission's Medium Term Development Framework (MTDF) 2005-2010<sup>42</sup>, addresses these challenges in a comprehensive way. This development framework combines HEC's vision for higher education in responding to domestic and global challenges, with the practical steps needed to deliver the HEC's contribution to the reform agenda set out in the HEC Mission document.

1. *Faculty* are the heart and soul of the university, and without an active and well qualified faculty it will not be possible to have meaningful development in this sector.
2. *Faculty development* can not be viewed in isolation and must be considered together with the development of an environment conducive to academics, as well as research and development in the universities. Faculty development programmes must also address factors pertaining to retention of qualified faculty in the public sector higher education institutions.
3. *Institutions of higher learning* are *knowledge repositories* whose faculty and students accrue knowledge and apply it to understand and address "local" issues.
4. An integral role of higher education institutions is in assisting with *policy making* and serving as "*think tanks*" to the public and private sector.
5. In line with the worldwide paradigm shift from "*Teaching*" to "*Learning*", programs of study will focus on ensuring *maximal absorption* of subject matter by the students.

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<sup>42</sup> *Pakistan: Assessment of the Medium-Term Development Framework, Higher Education Policy Note*, The World Bank 2006.

6. Faculty training in pedagogical, communication and ICT skills is required at all levels to enhance the efficiency of teaching in higher education.
7. The higher education system and institutions must accord high priority to ensuring the *quality of services* and *quality of outcomes*. Internal *quality assurance* processes of higher education institutions must be strengthened to conform to *international standards* of quality assurance.
8. While building the higher education sector priority should be given to *recognizing excellence* and *supporting it*.
9. To ensure that reform initiatives are aligned with development objectives, the *engagement* of key *stakeholders* of the higher education sector in the decision making processes is of utmost importance, particularly in ensuring the *relevance* of educational and research programmes to economic imperatives.
10. Changing innovation processes and the evolution of the relative contribution made by the private and public sectors have emphasized the need for strong *industry-university linkages*, allowing both sectors to interact and collaborate on joint projects.
11. Engineers build nations and engineering education must receive priority, especially in engineering disciplines of *immediate economic relevance* to major industry sectors such as:
  - a. Information and Computerization Technology
  - b. Petroleum Sector
  - c. Mining
  - d. Construction
  - e. Textile and Manufacturing
  - f. Engineering Design, etc
  - g. Biotechnology and Nanotechnology.
12. In the modern global knowledge-economy, employers increasingly look to universities and colleges to deliver the *well-educated workforce* they require in the form of *rounded, flexible, and readily employable graduates* to remain competitive.
13. A *broad-based* education system is required to ensure that graduates have not only mastered their respective areas of specialization but are also able to effectively interact with people having a wide variety of backgrounds.
14. Graduates of the higher education system must have the ability to *communicate effectively* both in reading and in writing.
15. In the rapidly changing global economy, the labour market constantly requires new and different skills, requiring mechanisms to be enhanced to

allow professionals to upgrade their skills at regular intervals and develop new competencies through *lifelong learning*. Higher education institutions are required therefore to offer learning opportunities in response to diverse demands and work cooperatively with stakeholders to ensure that the appropriate courses are readily available.

16. *Brain Drain* is a daunting problem for Pakistan. Whilst it is essential to maintain mobility, and a source of intellectual enrichment, measures are to be introduced to encourage Pakistanis to return to their country of origin and to take part in its economic, social and cultural development.
17. The Higher Education sector is a major force for *innovation*. Universities and colleges through local, regional, national and international partnerships must share their expertise and facilities to support socioeconomic regeneration and growth.
18. Knowledge creation and diffusion are increasingly important drivers of innovation, sustainable economic growth and social well-being. *Research* is to be reconfirmed as a fundamental activity of institutions and the establishment and long term sustainability of a dynamic research sector in universities, that engages stakeholders in its activities, is key to achieve economic competitiveness.
19. It is widely recognized that *transferring knowledge* effectively is often as important as original scholarship. Incentives are to be provided to ensure that scientists who produce *innovative research* and work to *disseminate* its findings receive recognition and support. In addition, stakeholders who depend on the work of researchers are to be reassured that the investment of public funding is *sustainable* and directed toward areas of *national interest*.
20. Competitive *research grants* on funding must be available to ensure that the best ideas in area of importance are recognized, and allowed to develop.
21. Opportunities for *collaboration* with the world scholarly community should be provided for both post-graduate students and faculty alike.
22. It is imperative that award of Ph.D. degrees should signify *original contribution* to the world body of knowledge as certified by International experts.
23. Institutions of higher learning should be encouraged and supported to ensure “*productive*” *research output* and *generate intellectual property* through set up of *technology Industries Centres*.
24. *Universities of technology* should be established to *produce technologists* required by *industry*.
25. *National Centres* in areas of economic importance should be identified and strengthened to top world standards.
26. HEC envisions the universities and institutions of higher learning and research to play a *catalytic* role in the *economic development* of the region

in which they are located. Development projects should therefore be initiated with a vision of sustainable economic development in the region in which the Institution is located. .

27. Determined efforts are essential to increase *access* to higher education for under-represented groups. The strategy here will be two-faceted: firstly to promote cultural change in instilling the value of higher education amongst citizens; and secondly to tackle the primary barrier of prohibitive costs of higher education. Distance education and open learning can play a major role in widening access.
  28. Extensive access to higher education will first require *optimal* usage of existing *physical infrastructure*. It will be necessary however to invest in equipment, laboratory facilities and space to cater to the demand of *enhanced enrolment*.
  29. Modern *information and communications technologies (ICT)* are key to enhancing efficiency, efficacy and impact of programmes of development in the higher education sector.
  30. *ICT* must be *effectively leveraged* to deliver *high quality teaching and research support* in higher education both *on-campus* and using *distance education, providing access to technical and scholarly information resources, and facilitating scholarly communication* between researchers and teachers.
  31. Additional *television channels* should be dedicated to the delivery of high-quality distance education programmes.
  32. It is necessary to focus on implementation excellence, which will require adoption of *modern project management and reporting techniques* as well as *computerized financial management systems*
  33. Allied with the increased demands on higher education by its customers and stakeholders, the sector faces *growing expectations* from government and society as a whole. With increased appropriation of public funds towards Higher Education come growing demands for *transparency* and that those financial allocations are *well-targeted*.
  34. Movements in the global knowledge-society will require universities to develop into diverse, flexible, self-analytical and adaptable enterprises. Only a sector that is actively engaged in meeting the needs of its stakeholders will be adequately prepared to respond to the accelerated pace of change the global markets will inevitably undergo in the 21<sup>st</sup> century.<sup>43</sup>
170. The Framework envisages increased investment for higher education, rising to 18% of the education budget on the assumption that the total education budget grows to 5% of GDP in 2010 and 7% of GDP by 2015. This will involve raising enrolment in higher education sector to 10% of target population by 2015 and to 15% by 2020. The

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<sup>43</sup> *Medium-Term Development Framework 2005-10, Higher Education Commission Islamabad.*

Policy endorses the main lines of the Framework, while suggesting additional action that are consistent with the Framework.

**Policy Actions:**

1. Steps shall be taken to raise enrolment in higher education sector from existing 3.7% to 10% by 2015 & 15% by 2020
2. Investment shall be increased to 18% of the education budget on the assumption that the total education budget grows to 5% of GDP by 2010 and 7% by 2015.
3. For promoting greater specialisation in research, a two-fold strategy for its R&D function shall be pursued: basic research in the universities and research institutions shall focus on building the capacity to conduct and absorb cutting edge research. The purpose would be to position the research endeavour to participate in the cutting research when research resources permit. The second strand shall be a focus on knowledge mobilisation – that is, transmission of research knowledge through various forms of university-industry partnerships and incubator programmes and science parks to the business sector. This commercialisation strategy aims at assist the innovation process of the economy.
4. Research grants and scholarships shall be awarded to deserving and poor students for continuing their studies in universities/institutes of higher education.
5. For promoting quality in its teaching function, universities shall collaborate to be selective in specialising in particular areas rather than each university attempting to cover the whole range of programmes.
6. Universities shall consider introducing four-year Bachelor degree programme. The PhD degrees shall have a minimum of four years. Universities shall develop quality assurance programmes, which include peer evaluation including foreign expertise.
7. Ranking system of the universities shall be made more broad-based including parameters that directly point to the quality of learning.
8. Recognising the importance of social sciences in developing better social understanding, transmission of civic and cultural values and the potential to reduce conflict, universities shall pay greater attention to this area in their research function.

## CHAPTER 10

### FINANCING OF EDUCATION IN LINE WITH VISION 2030

#### 10.1 POLICY VISION AND ITS FINANCING

171. “Without vision, the people perish.” The education sector has been without a comprehensive vision for far too long. Indeed, there have been policies, plans, reforms, goals, objectives, initiatives, and countless vision statement (i.e., Education for All), but there has been no vision: no widely owned understanding of where all of our efforts are taking us; no well informed conception of what a high-quality, high efficiency education system looks like and how it must function in order to be that way.

172. When reform tends to be without a clear vision, it tends not to add up to much of anything. The net effect is close to zero, which means there is very little forward movement. Conversely, if there were a vision and all reforms and policies were aligned such that they worked toward the realization of that vision, the net effect would be substantial.

173. It is one thing to say that by 2015, “children everywhere, boys and girls alike, will be able to complete a full course of primary schooling,<sup>44</sup>” it is quite another to know what the full course of primary schooling looks like *and what it will cost over time*. To say that “90% of the children in the age-group (6-10) would be enrolled in school by a specific year and not know what it will cost to achieve that goal is to say nothing at all. We not only need a vision of a system that works on behalf of more and more learners learning more and more; we need a vision the costs of which we know over time; a vision we know we can afford over time, given certain realistic assumptions about economic growth and the percentage of that growth going into education.

#### 10.2 THE RESULTS: VISION 2030

174. The year is 2030 for which the Government of Pakistan is envisioning to get a very good return on its investment into education. In particular, the education system would be producing an abundance of:

1. citizens who are effective problem solvers—people who can think laterally and so apply their knowledge to new situations to come up with creative solutions;
2. citizens who are lifelong learners and capable of moving about from job to job within a complex and ever-changing economic environment;
3. citizens who contribute significantly to the information/knowledge-based global economy;
4. citizens who act responsibly in vibrant civic society and stable democracy; and
5. citizens who are morally upstanding.

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<sup>44</sup> Millennium Development Goals

### 10.3 THE ESSENTIAL ELEMENTS

175. These results can be attributed to a number of essential elements within the education system:

1. Defined learning outcomes
2. A curriculum that is tightly aligned to those learning outcomes
3. An assessment system that is tightly aligned to the curriculum: one that determines how well each student has done vis-à-vis the learning outcomes
4. Performance standards for every education professional in the system
5. Performance appraisal systems that determine how well every education professional has performed vis-à-vis their performance standards
6. Accountability systems/mechanisms aligned to the performance appraisal systems
7. Institutionalized deliberative forums that drive on-going, well informed, and widely owned, system-wide improvement
8. Career ladders linked to professional development and performance
9. Sufficient funding

176. In 2030, learning outcomes exist for every grade/course. They prescribe what every learner needs to know and be able to do upon completion of the grade/course in which he/she is enrolled. The curriculum is aligned to these learning outcomes such that when it is fully implemented by a highly qualified teacher those learning outcomes can be realized. In order to determine how well the curriculum is being implemented—to see if the learning outcomes are being realized—an assessment system is in place; one that is implemented at the end of the year for every student in the system. Each student must now take an end-of-year (EOY) exam. That teachers and students can come to know how well they are progressing toward these learning outcomes, continuous assessment is practiced in every classroom.

177. Performance standards exist for every education professional in the system. These standards are tightly aligned to the particular roles and responsibilities outlined in each position's job description. A teacher's performance is based largely on how well his/her students do on the EOY exams. So too for Head Teachers, District Education Officers, and Provincial Education Officers: their performance is based in part on how well their respective students<sup>45</sup> do on the EOY exams. By making student achievement a measure of how well key personnel throughout the system perform ensures that classroom learning is the central focus of the entire education system.

178. The performance of education administrators (Head Teachers, District Education Officials, and Provincial Education Officials) is also determined by how well they utilize scarce resources on behalf of *more and more* students learning more and more. In particular, position-specific performance standards<sup>46</sup> are in place to ensure that a certain

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<sup>45</sup> Inasmuch as a teacher considers the students within their classroom theirs, Head Teachers now consider the students within their school theirs, District Officers now consider the students within their district theirs, and Provincial Officers now consider the students within their province theirs.

<sup>46</sup> By way of example, planners will have performance standards in place that will, in a sense, force them

number of un-enrolled children become enrolled annually. In as much as it is important for those students who are in school to learn more and more (the quality issue), it is equally if not more important for those students who are not in school—the previously un-enrolled and drop-outs—to get into school and start the learning process (the access issue). To this end there exists a minimum standard of provision<sup>47</sup> (MSP) for each and every school<sup>48</sup> and therefore, for each student *and potential student*. As a result, resources are mobilized where they are most needed vis-à-vis some optimal blend of improved quality and improved access.

179. A performance appraisal system is in place in 2030 to determine how well, on an annual basis, each education professional has performed with regard to their particular performance standards. A critical feature of this system is the periodic ratcheting up of everyone’s performance standards: no one is allowed to stand still within the system.

180. When educational professionals achieve their annual performance standards, they are rewarded; when they fail to meet those standards, organizational learning mechanisms are activated to remediate the situation—to facilitate the professional’s learning such that their performance can improve. If after a number of remediation interventions sub-standard performance persists, sanctions are imposed. In short: all educational personnel are held to account for their performance, and a good portion of their performance is determined by how well, and how many of, their respective students perform.

181. School, district, and provincial-level performance is made transparent regularly in level-specific deliberative forums: institutionalized venues within which school, district, and provincial officials account for how well their respective educational jurisdictions are performing before a wide range of stakeholders. That these forums are the venues within which stakeholders reflect, deliberate, and ultimately counsel upon the ways and means of level-specific improvement, they are verily, the system’s engines of on-going education development. As institutionalized entities these forums are formally mandated with bylaws to ensure that each and every stakeholder, including parents<sup>49</sup>, has an equal say in the various activities of the forum.

182. Highly qualified education professionals permeate the system in part because they are being held accountable for doing their jobs, in part because of a needs-based demand-driven professional development infrastructure. There are career ladders for both teachers and administrators. In order to assume a position on any rung of the ladder, a person must, among other things (such as performance), take and pass a number of prescribed professional development courses designed to equip that person with the skills and knowledge necessary for them to carry out the roles and responsibilities of that position.

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to develop plans that have classrooms being built where they are most needed, not where some politician might want them built.

<sup>47</sup> The minimum standard of provision is an index of sorts that indicates what, in the way of inputs (i.e., textbooks, pedagogical materials, contact hours, classroom space, etc.), is needed in order to provide a standard of education—in order for the learning objectives of each and every student (and potential student) to be realized over time.

<sup>48</sup> The MSP differs across school types: primary, middle, urban, rural, vocational/technical, etc.

<sup>49</sup> Parents are represented in higher-level forums by elected representatives in parent associations.

Accordingly, District Parent Associations represent parents’ views and concerns in District Forums while Provincial Parent Associations represent parents’ views and concerns at Provincial Forums, etc.

If they do not pass these courses, they cannot assume the position. Because the private returns of the next highest rung of the career ladder are so relatively high (i.e. increased pay, stature, and/or responsibility), educational professionals pay for their own professional development.

183. No one can be held accountable for achieving their performance standards without the resources necessary to do so: there must be accountability reciprocity. Accordingly, there is sufficient funding for all of this to work. Sufficient funding can be attributed to a number of factors:

1. Increased political and social will for quality education for all: politicians and citizens alike see the value of education and they are willing to invest in it.
2. Improved internal efficiency: with negligible repetition and drop out rates, more and more children are passing through the system, learning more, within the allotted timeframe<sup>50</sup>.
3. Improved economic efficiency: by and large, the public returns to basic education far outweigh the private returns, while the private returns to post secondary education far outweigh the public returns. By obtaining more private contributions from those sub-sectors of the system where the private returns are greater, more public resources can be channeled into those sub-sectors of the system where the public returns are greater.
4. Improved administrative efficiency: with educational professionals being held accountable for performance, there is little to no waste in the running of the system.
5. Improved financial efficiency: high unit costs have been reduced<sup>51</sup> and resources are being channeled into those things that yield the most learning.
6. Streamlined financial flows: all education finances are now earmarked.

#### **10.4 THE HIGH PERFORMING SYSTEM**

184. With these essential elements of the system in place by 2030, we now would be having classrooms in which high quality teaching and learning is regularly taking place, implementing a curriculum designed to facilitate critical thinking, problem solving, team work, and knowledge application. Each classroom is, at the very least, sufficiently equipped as per the minimum standard of provision for that school. Repetition and drop out rates are negligible largely because of the high-quality teaching and learning that is going on.

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<sup>50</sup> When a child drops out after 2-3 years of education, (s)he has not learned enough for the state to reap the benefits of the investment that has been made in that child; and when a child repeats—when it takes, say, 15 years to receive the allotted 9 years of education—the state ends up paying an additional 67% than would be the case if that person never repeated. In both instances, one has rather large efficiency losses.

<sup>51</sup> By way of example, in 2006 the average number of classrooms per primary school was just over 2. That average is now much closer to 10. With larger schools, we have much lower unit costs.

185. Each classroom has a well-trained<sup>52</sup>, highly motivated, and well paid teacher<sup>53</sup>: an academic well versed in the subject(s) s/he teaches; someone who is also a professional educationist skilled in a number of modern pedagogical techniques that foster inquiry, interaction, and lateral thinking among all students regardless of their learning styles. Teachers assess their pupils continuously helping them to reflect on what they did right, what they did wrong, and how they could best learn from their mistakes. The vast majority of these students pass their EOY exams.

186. These high quality classrooms are supported by schools that are characterized by widespread learning, not just by the students, but also by the teachers, administrators, SMCs, and parents. All such role-specific learning is directed toward improving student achievement. Every school is adequately equipped—as per the minimum standard of provision—to foster such widespread and continuous learning.

187. Teachers interact with other teachers from within the school and from neighboring schools in order to learn from each other's experiences and knowledge. Head Teachers are well-trained professionals chosen from a pool of qualified administrators. To become a Head Teacher (or any other higher-level education administrator), aspirants are required to receive a passing grade on a set number of accredited professional development courses that prepare them for the position being pursued. All staff are hired, promoted, and retained on the basis of qualifications and performance.

188. The overall well being of the school is ultimately in the hands of the School Management Committee (SMC), members of which are well trained to carry out their particular roles and responsibilities. Elections are staggered over time such that there is no longer the possibility of complete turnover of membership. Members now serve for 6 years with elections taking place every 2 years for 1/3 of the membership. This allows 2/3<sup>rd</sup> of the membership to help train the newly elected members. As a result, SMCs are now largely self-training entities.

189. Ongoing school improvement is driven by the development and implementation of School Improvement Plans (SIP). These plans are developed regularly within the school/community-level deliberative forums mentioned earlier. This ensures that the plans and the decisions leading up to them (e.g., setting priorities, weighing the relative importance of various needs, and assessing and making tradeoffs) are widely owned and reflect the best information and knowledge available.

190. There are sufficient funds for all performance standards to be met; put another way, there are enough resources to run the school effectively and to drive a meaningful school improvement program. The SIPs are an essential part of a rational budgeting process that triggers the resources needed to implement them.

191. A nested set of inter-related and highly coordinated education systems—district, province, and federal—support these schools. There are clearly defined divisions of labor, lines of authority, roles and responsibilities, and channels of communication: the

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<sup>52</sup> The minimum academic qualification for teachers is (B.A./B.Sc.) while the minimum professional qualification is (B.Ed.).

<sup>53</sup> By way of example, primary-level teachers are being paid 70% more *in real 2005 terms* than their 2005 counterparts.

three systems work as one. Political interference has all but been eliminated, in part because of the accountability systems that have been put in place throughout the system; in part because all education personnel are now hired and removed at the level at which they work: teachers are hired and removed at the school/community level, district officers are hired and removed at the district level, etc.

192. System-wide improvement—district, provincial, and federal—is driven by the development and implementation of level-specific improvement plans. These improvement plans are, to some extent, cumulative. District improvement plans reflect their respective schools’ improvement plans and whatever needs to be done within the districts. Provincial improvement plans reflect their districts’ plans and whatever needs to be done within the provinces, etc. These plans are drawn up within the level-specific deliberative forums mentioned earlier.

## **10.5 THE FUEL**

193. The nine essential elements (mentioned under section 10.3) bring about the high performing system focused on classroom learning. Both are fuelled by data/information that is timely, valid, and accurate. The National Education Management Information System (NEMIS) regularly provides relevant high-quality data/information to each and every stakeholder throughout the system<sup>54</sup>. As a result people know what is going on, how well their students are doing, how well their school is doing, how well their district is doing compared to other students, schools, and districts respectively. They also know how the money is being spent. All education administrators have ready access to the information they need in order to make informed decisions regarding the allocation and utilization of scarce resources vis-à-vis more and more students learning more and more.

## **10.6 THE COST**

194. The aforesaid vision is affordable, given certain assumptions about the economy—annual percent in real growth in the GDP (4.8%<sup>55</sup>)—the percent of GDP spent on public education annually (4.5%), and a wide range of policy options regarding enrolment rates; the number of teachers; the number of non-teachers; construction needs; facilities, equipment, and materials; post-secondary education, operating costs, and a wide range of unit costs including salaries. The numerical value of each policy option has been set to achieve the following goals:

1. getting as many children into, and staying in school as possible;
2. providing them with the best possible education; and
3. ridding the system of as much waste as possible.

195. Increasing enrolment costs money; so too does increasing quality. Reducing waste saves money. When the first two factors “out-cost” the third, there *has* to be

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<sup>54</sup> NEMIS is largely a composite of provincial and areas EMISs that all work together as a unified and highly coordinated whole. The district EMISs extend all the way out to each and every school.

<sup>55</sup> The average of the last 15 years.

increased spending as well, but within reason. The education sector cannot expect the economy to grow at 10% per annum (in real terms) over the course of the next 20 years; nor can it expect to receive 10% of GDP over that same period of time.

196. The “solution” presented in this document is not the only possible one—countless other affordable solutions can be generated. That said, here are some cost estimates for essential features of *A High Access, High Quality, and Affordable Scenario*:

- Total Cost (2005-2030): *Rs. 12,922,685,093,115 (Rs. 12,922 billion)*
- Average Annual Cost: *Rs. 497,026,349,735 (Rs. 497 billion)*
- 2005-2030 Surplus: *Rs. 1,966,192,768,025 (Rs. 1,966 billion)*
- 2005 Cost/Pupil: *Rs. 6,545 per annum*
- 2030 Cost/Pupil: *Rs. 8,944 per annum*
- *100% Primary Enrolment by 2015*
- *100% Middle Enrolment by 2015*
- *100% Secondary Enrolment by 2020*
- *40% Higher Secondary Enrolment by 2025*
- 2005 Average Teacher Salary: *Rs. 93,993*
- 2030 Average Teacher Salary: *Rs. 202,750*
- Lowest qualified teachers: *B.A./B.Sc & B.Ed.*
- Primary and Middle Stage Teachers: *70% raise (in real 2005 terms)*

197. The 2005-2030 “surplus” is critical, and most reassuring, in that it offers all of us a rather large cushion regarding some of the policy options presented in the scenario. Note, it is nearly twice the annual average cost of education. Should some of our assumptions be overly optimistic and/or if some of our base year data is off by a few percentage points, having a cushion as large as we have here, means that Vision 2030 will still be affordable over time.

## CHAPTER 11

### IMPLEMENTATION FRAMEWORK<sup>56</sup>

198. Development of detailed implementation plans, priorities and strategies is the key to success of the National Education Policy. This is exclusively the task of the provincial and district governments. However, to facilitate the process and develop a clear path and mechanism, an overall framework for implementation is being recommended here. The final detailed implementation plans will flow from these conceptual bases.

199. In summary, after the NEP is agreed to by all federating units, it will become a jointly owned national document. Each province and area will develop implementation strategies and plans as per its own priorities (including current ongoing activities). At the Federal level, the Ministry of Education will collate the plans of the federating units to develop a national picture of educational progress in Pakistan for reporting to international fora and more importantly, presenting it to the Inter Provincial Education Ministers' Conference- the highest body to oversee development of education in Pakistan.

#### 11.1 OBJECTIVE

200. The National Education Policy (NEP) 2008 analyses problems and issues hampering the development of education in Pakistan, and outlines a wide range of reforms and policy actions to be taken and pursued in a coordinated federal – inter-provincial process. The **NEP** thus outlines **what** is to be done. The NEP does not deal with **who** will do what, **how** will something be done, and **when** is something done? Past national education policy documents, with some exceptions, largely remained declarations of intent and were not followed up by an effective implementation. Even where implementation did take place, there was no complete process for monitoring and feedback.

201. To prevent failure of this policy an implementation framework, with a follow up and feedback mechanism, shall be developed. The basic principles were agreed in the 13<sup>th</sup> Meeting of Inter-Provincial Education Ministers (IPEM) held on 9<sup>th</sup> May, 2008 in Islamabad. The meeting decided and directed that “An Action Plan will be developed by each Province/Area and collated at the Federal level”.

202. The purpose of the **Action Plan** shall be to outline, create an understanding and achieve consensus across the federating units as well as within each province and area, on **who** will be responsible and who will do what, **how** will it be done (implementation process, organizational set-up, interaction of working groups and advisory panels), and **when** would be something done (priorities and time scheduling).

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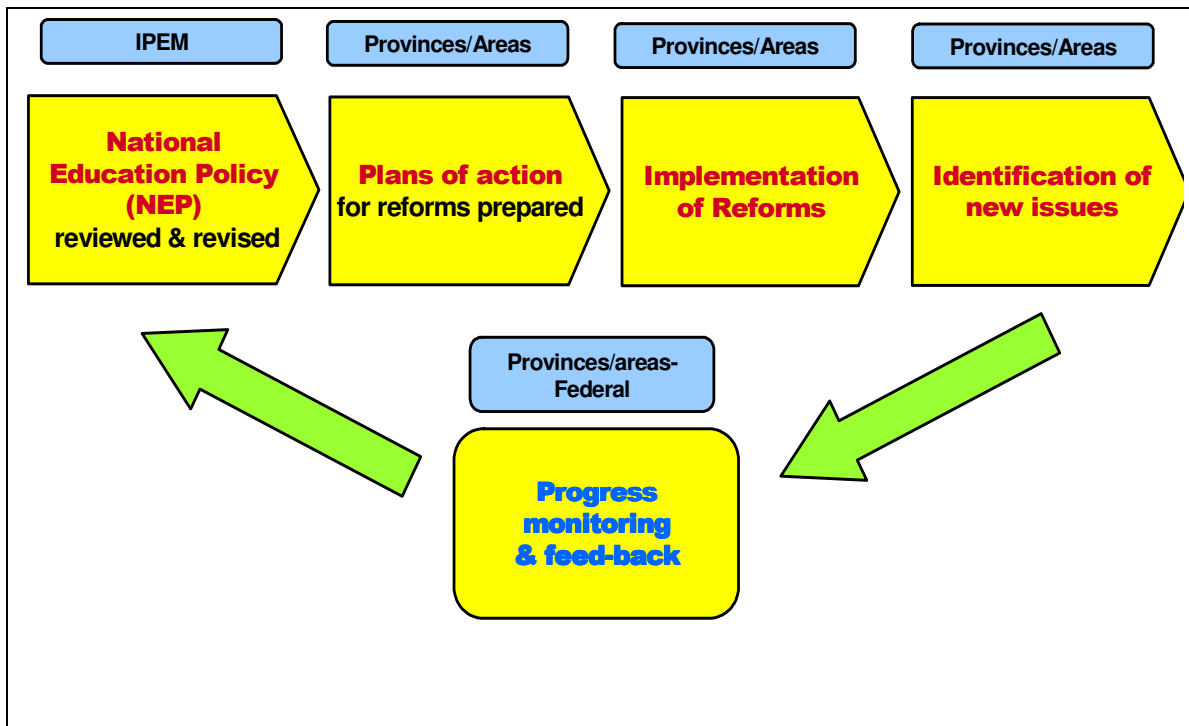
<sup>56</sup> in pursuance of the decisions taken in the 13<sup>th</sup> Meeting of Inter-Provincial Education Ministers (IPEM) held on 9th May, 2008 in Islamabad

## 11.2 POLICY AS A LIVING ADAPTABLE DOCUMENT

203. In recent decades a tradition of time bound policy documents has been established. This contradicts the reality of education which is an ongoing and living process. To reflect this reality, the current document has not been bounded by a time frame. It will be subject to changes as and when ground realities demand review of specific area or areas discussed in the document. Time frames would be determined by the implementation plans and not by policy except where Pakistan is committed to International agreements. In short, periodic revision of the National Education Policy will be replaced by a continuous cycle of review. After the policy is agreed, and the implementation process begins, the policy will be revised as per need identified through feedback from the implementers.

204. Implementation is conceived as a continuous process of review, implementation, monitoring, feedback and adjustments as considered and agreed necessary during the course of implementation. The diagram given below depicts the implementation process:

**NEP Reform Process**



205. The diagram shows the process as continuous. After the approval of the revised policy the implementation and feedback will define review. Post-policy plans of actions will be prepared by the provinces that will be incorporated in the provincial sector plans. The next step will be implementation. As implementation takes place there might be identification of problems with the policy or the ground realities may change. In either case, there will be a need to revisit the policy. It is here that instead of revising the entire document the relevant portion will be revised based on feedback from the field. The

revision will have to be approved by the IPEM before incorporation into the policy document. Implementation plans will be adjusted accordingly.

206. The Inter-Provincial Education Ministers' (IPEM) Conference, with the Policy and Planning Wing of the Ministry of Education functioning as IPEM's federal secretariat, shall be overall responsible for facilitating, steering and monitoring the process.

### **11.3 IPEM TO OVERSEE PROGRESS**

207. The highest level of monitoring shall be through a national framework that will involve all the federating units and the federal government as partners. The forum of the **Inter-Provincial Education Ministers' Conference (IPEM)** shall, therefore, be the highest body to oversee and guide educational development in the country (as articulated in this NEP document). Technical level teams, from the federal government as well as the provinces/areas, shall support this forum.

208. The Inter-Provincial Education Ministers' Conference has traditionally managed federal-inter-provincial coordination in the education sector. It primarily looks at educational issues which have inter-provincial or federal-provincial implications. National Education Policy proposes to enhance the role to make it the highest body to oversee educational development in the country; consequently giving it the role of monitoring and review of the Policy. At this point of time, it remains, primarily, a voluntary body with no specific rules and procedures to guide its functioning.

209. To perform its current role as well as that of overseeing implementation of the National Education Policy, the policy has proposed IPEM's institutionalisation and strengthening without infringement of the respective roles of the federal and provincial governments envisaged in the 1973 Constitution of the Islamic Republic of Pakistan.

210. The role of IPEM will not hinder the role of provincial governments in monitoring. In fact, these will remain fundamental to progress. For reporting to IPEM Inter-tier joint reviews will be arranged and external independent reviews commissioned where problems and issues come up. Regular feedback will provide information upwards from the schools through the lower organs to the Province/Area and further upwards to the Inter-Provincial Education Ministers Conference (IPEM).

### **11.4 PROVINCIAL AUTONOMY AND OWNERSHIP**

211. Ownership and active participation of all stakeholders and tiers shall be essential and will be incorporated into processes right from the onset. Emphasis will be laid throughout the process on inter-provincial exchange and mutual learning of concepts and reform approaches already developed by a province or area. As a principle, modalities and time schedules for implementation of a particular area of reform may vary from province to province within the overall common framework.

212. It is re-emphasised that the policy shall be implemented and monitored within the **principles of provincial autonomy and ownership** of the process. The federating units

remain the key actors. It will be up to each province and area to develop implementation plans, procedures and priorities. Each province will also develop mechanisms to monitor implementation.

## **11.5 ROLE OF DEVELOPMENT PARTNERS**

213. Once the provincial implementation plans are prepared and the national one collated, the development partners will be able to use it as an indicator of governments' priorities and also identification of their own area(s) of interest and support. The provincial governments will be in a better position to coordinate the work of all development partners and guide the process of educational development without issues of harmonisation. It will also help the Federal government and planning organisations at both the federal and provincial levels to focus resources. Development partners will also be co-opted into the feedback mechanism on implementation and consequent review.

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