



EDUCATION IN PAKISTAN

A WHITE PAPER

REVISED

DOCUMENT TO DEBATE AND FINALIZE THE NATIONAL EDUCATION POLICY

February 2007

PREPARED BY

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NATIONAL EDUCATION POLICY REVIEW TEAM

This White Paper is intended to stimulate discussion of major policy issues concerning Education Sector in Pakistan. At this stage, it is not an official statement of Government's policy but a draft document.



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PREFACE TO THE REVISED WHITE PAPER

The White Paper on Education was disseminated end December 2006, as a pre-policy document to stimulate a discussion of major policy issues concerning education in Pakistan. It was to be succeeded by a draft policy document after full and due consideration of comments received from all stakeholders and development of financial scenarios on the basis of unit costs of different initiatives to be provided by provincial governments and an agreement on identified and committed resources available for investment in education over the next ten years by all providers of such investments. The draft policy document, therefore, is to determine policy targets committed to by all stakeholders and also prioritize these targets enabling realistic implementation plans to be prepared.

The financial numbers are still awaited, as are comments from the provincial and area governments (except the Government of Punjab whose comments were received on 27th February, 2007). The drafting of the policy document must await these absolutely essential inputs.

However, the White Paper has evoked some very valid and well considered comments and observations. Some serious academics have also aired their views, most impressively, in the national press. It is recognized that certain clarifications and amplifications are absolutely essential to enlarge its ownership by all concerned. A revised White Paper has, therefore, been attempted to incorporate all valid suggestions to make the pre-policy document more refined.

This revised document will immediately be shared with all stakeholders, particularly the provincial governments whose comments on the original document are still awaited. It remains a pre-policy paper and at this stage does not represent official policy in any measure. The document will also be shared with all those honorable consultees who took their valuable time out to review the first attempt. This document still invites comments and suggestions from all to make this national exercise truly participatory.

My gratitude is due to a large number of people who critically, yet sympathetically, commented on the first draft. My thanks are also due to some very dedicated assistance that was available to me.

Javed Hasan Aly

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ACRONYMS

AIOU	Allama Iqbal Open University
ABES	Adult Basic Education Society
B.A	Bachelor of Arts
B.Ed	Bachelor of Education
B.Sc	Bachelor of Science
CSOs	Civil Society Organizations
CT	Certificate of Teaching
DA	Daily Allowance
ECE	Early Childhood Education
ECCE	Early Childhood Care and Education
EFA	Education for All
EMIS	Education Management Information System
ESR	Education Sector Reforms
ESRA	Education Sector Reforms Assistance (Programme of USAID)
F.A	Faculty of Arts
GDP	Gross Domestic Product
GTZ	German Technical Cooperation
HEC	Higher Education Commission
ICT	Information Communication Technology
ICT	Islamabad Capital Territory
IDSP	Institute for Development Studies and Practices
IER	Institute of Education and Research
IME	Institute of Mass Education
IT	Information Technology
Katchi	Pre-Primary Class
M.A	Master of Arts
MIS	Management Information System
MDGs	Millennium Development Goals
MoE	Ministry of Education
M.Sc	Master of Science
NAVTEC	National Vocational and Technical Education Commission
NEAS	National Education Assessment System
NFBE	Non Formal Basic Education
NFE	Non Formal Education
NLA	National Language Authority
NWFP	North West Frontier Province
PACADE	Pakistan Association for Continuing Adult Education
Ph.D	Doctor of Philosophy
PTC	Primary Teaching Certificate
SCSPEB	Society for Community Support for Primary Education in Balochistan
TA	Travel Allowance
TEVT	Technical Education and Vocational Training
TVE	Technical and Vocational Education
UDC	Upper Division Clerk
UNESCO	United Nations Educational, Scientific and Cultural Organization

1. Preamble

It is difficult to argue with the inference that the purpose behind the creation and development of human life is essentially the march of human society towards high pedestals of civilization, through a continuing process. Human history thus far testifies that knowledge is the key driver of human development, enabling it to add value to civilized life. Knowledge is essentially the product of education, only a rare and few have been endowed in history with the capacity to gain knowledge through intuition. Societies that emphasize education have historically prospered in comparison with those who relish the comfort of ignorance, confining themselves to a cocoon of benign inactivity which retards growth. Ever since societies developed into states, it has been the obligation of the independent State to recognize education as a right of the citizen. Therefore, States have always encouraged education and provided education directly, as far as possible. With the renaissance driven by the Muslim scholars of the early centuries of the second millennium, the world realized that human kind had to be the main focus of human enquiry and, thus, enquiry into human life and the environment concerning it has made it possible for humanity to reach the state of knowledge which it finds itself endowed with today. There is no possibility of societies and States, desiring to respond to the changing demands of growth not to invest individually, socially and materially in education to embark on a path of progress and realize their potential in the comity of nations. An unwillingness to respond to change through acquisition of knowledge degenerates society – faith degenerating into dogma, legacy degenerating into nostalgia and commitment to ideas degenerating into obduracy. Education therefore is the undeniable driver of the engine of progress.

2. Background

The founding fathers of Pakistan realized early that the future of this nation depended on a productive pursuit of knowledge through education. In his message to the first Education Conference in November 1947, the Quaid-i-Azam said:

“If we are to make real, speedy and substantial progress, we must bring our educational policy and programme on the lines suited to the genius of our people, consonant with our history and culture and having regard to the modern conditions and vast developments that have taken place all over the world. The future of our State will and must accordingly depend upon the type of education we give to our children, and the way in which we bring them up as future citizens of Pakistan. We should try, by sound education, to instill into them the high sense of honour, integrity, responsibility and selfless service to the nation. There is an immediate and urgent need for giving scientific and technical education to our people in order to build up our future economic life and to see that our people take to science, commerce, trade and particularly well-planned industries. We should not forget that we have to compete with the world which is moving very fast in this direction.”

Periodically, the State of Pakistan addressed the educational needs of the people and the aspirations of the State in this regard, in 1947, 1951, 1959, 1966, 1969, 1970, 1972, 1979, 1992 and lastly in 1998. Apart from the common denominator of Islam and national cohesion, the statements of vision

and purpose for the national education system in Pakistan have tended to reflect the dominant political paradigm and compulsions of the day. Impliedly, most of these noble assertions remained rhetoric, now confined to the dustbins of history. Some of the policy documents were results of extensive research but implementation left so much to be desired that not one policy achieved its declared goals and the targets of time set for realizing these goals. Firstly, there was no genuine widespread ownership of policy goals by the majority of stakeholders and secondly, the strategies and plans developed to achieve the policy goals were unrealistic and did not have the support of identified and committed resources required to achieve these targets, or an original tailoring of these goals within the maximum resources available. As a consequence, progress lacked uniformity across the geographical spread of the country and whatever progress made, was sporadic and personality driven, without the umbrella of a formal institutional arrangement to ensure oversight and monitoring of the implementation of the policy. As a social and political consequence, human development has not been uniform across the country, creating islands of privileges in a sea of disempowerment. Lack of national cohesion and perpetual perception of fragility in the federation appear to have been caused by the absence of an optimal and uniform human development throughout the country.

From the variety of policy articulations historically made in Pakistan, it can be seen that pursuit of education by itself has not always been the propeller of these policy statements. Dogma of one hue or the other has been the overall consideration rather than realizing education as the vehicle for social and economic development and as the means to provide individuals the capacity to realize their personal potentials. Barring the 1947 and 1959 interventions, the rest of the efforts were perhaps driven by politico-ideological considerations, other than education as a vehicle of person's development as an individual, a citizen and a participant of an economic activity. So, almost alternately, it is education either for national integration or education for refinement of spiritual lives, albeit through perpetuation of religious dogma. Historically, we have failed to realize that education is both for development and for social justice and there is no choice between these two objectives. Because of lack of continuing research-based education, we have succumbed to the predators of our faith, who primarily drive their strength from the ambiguity that ignorance breeds; where knowledge is based on nostalgia. This has restrained people from pursuits of research and enlightenment through continuing and creative education. Hence, we see that the style and philosophical contents of our education policies have been based on one dogma or the other. The tangible goals articulated in these policies tended to recede into the background, being unrealistic and at times anti-progress.

The malaise of Muslim societies of the last several centuries continues to afflict us. It is impossible not to recall a couplet from Allama Iqbal in this context:

باقی نہ رہی تیری وہ آئینہ ضمیری
اے کشیدہ سلطانی و مٹائی و پیری

“Shining purity of conscience now lost,
A victim thou art to Imperialism,
Dogmatic clerics and mystics self-styled”

(Translated by Mr. M.A. Akhyar)

The lethal combination of autocracy, dogmatism and mis-guided spirituality has destroyed the Muslim Ummah's capacity to enquire, acquire knowledge and move forward into a new era of advancement. For far too long, we have languished in irrelevant legacy, to the extent of paralyzing our energies. The only answer is to proactively pursue knowledge, without fear or prejudice.

A time has therefore come to shed our personal prejudices, treat Pakistan as an independent, sovereign State and not hang on to the coattails of one foreign ideology or the other, free ourselves of dogmas and to chart a path where the entire citizenry of Pakistan will be prompted, through a sensible education system, to realize personal and collective goals of individual and social empowerment. We cannot continue to postpone common sense and for political considerations pursue one motive or the other, leading the people into a slumber of inactivity and leaving the State entirely in the hands of self-styled elite. This does not guarantee the greatest good of the largest number. It is against this background that we feel that a realization and articulation of national goals in the field of education cannot be postponed. The State must invest intensively and extensively in the future of Pakistan's nation, by setting goals and standards in education that will facilitate the outstanding raw human resource of this country to chisel and refine itself into the finest exponents of social and economic power that they can be.

3. Overview - Process and Policy

In 2005, it was decided to review the National Education Policy to align it to achievable targets of human development, set by the Government of Pakistan and to reprioritize various targets in the field of education, to reduce conflicts and achieve a knowledge based economy permitting every individual to realize his or her innate potential fully.

At the pain of being immodest it can be said that the present initiative of the Federal Ministry of Education distinguishes itself from other such efforts in Pakistan, and even efforts in many other countries of the world, in as much as public policy formulation has never been so meticulously designed and the process so assiduously pursued. The present document is a result of genuinely extensive and intensive consultations, with all the stakeholders, representing almost all the possible interests/opinions in the country to ensure that the revised policy is a participatory, evolutionary document and has an ownership to ensure its implementation. A summary of the process and methodology of current and earlier policies is placed at Annex I.

This policy review will result in a policy statement applicable to all providers of education in Pakistan - state and non-state, formal and non-formal alike.

The Education Policy of every State has an ideological basis at least for a predictable timeframe. This ideological basis provides the social norms expected of a society. While in the West, this ideological basis may be liberal, conservative or Marxist of any definition, in the context of Pakistan, this ideological base is essentially and historically provided by Islam as an ideology derived from Islam the religion. Islam is the principal source of values for our life and ethical conduct is an essential precondition for social development.

The ideological base provided by Islam permits individuals of all faiths and beliefs to coexist in a largely Islamic polity, with respect and tolerance for each other, while the society at large aims to pursue the moral behaviors expected by the Islamic ideology. Education plays an important role in the sensitization of the individual to the ethical demands of our life. We must recognize the value and importance of our ideological base while framing the education policy for the coming generations. However, Islam is not and cannot continue to be treated as a static religious dogma, thriving on ignorance and nostalgia. We cannot conveniently detach ourselves from the fundamentals of the religion and depend mainly on politically and ethnically driven interpretations, made well after the

life of the Holy Prophet (May peace be upon him). We tend to ignore the fundamentals of Islam as enshrined in the Quran and Sunnah without the burden of later interpretations driven essentially by tribal, ethnic and political considerations.

Similarly, the ideological base, provided by Islam compels Muslim societies to treat individuals with compassion and respect including the minorities that co-exist in a Muslim State. The question of legitimacy of governments in power always encouraged thriving of a particular class of elite ever ready to acquiesce to the political demands of the day. Since the second half of the last millennium thorough scholarship was generally discouraged in the Muslim world and therefore the interpretation of Islam has suffered from the convenience of dogma, depriving Islam of its dynamism. Islam encourages a continuing interpretation of the letter without disturbing the spirit of religion as a response to environmental changes. Unfortunately, the dynamism that distinguishes Islam from static dogmas did not find true articulations in these education policies

So while the ideology of Islam, a dynamic religion, a gift of the Creator, is the overall provider of values to Pakistani society, it does not and should not impinge upon pursuit of knowledge both for individual and social development. The demagogues of religion should not condemn the demands of modern day needs of education, merely to protect their own turf and influence. The State must be responsive to the compulsions of individual life, development, social justice and economic betterment. Dogma should not be allowed to malign the minds of the learners and the citizens of Pakistan must be provided full opportunity to realize their individual potentials, more importantly contributing to a knowledge-based economy and civilization.

4. Vision and Purpose

Vision as an abstract philosophical driver and *Purpose* as the intention of a nation, determine the outlook of any public policy. The vision and purpose of education, being a universal catalyst for individual and collective accomplishment of progress, are extremely important. While a solid vision has not been lacking in the past policies, it has always been the governance, management, delivery and implementation that have fallen short. Also, vision in the past has been politically driven and hence there has been a lack of consistency in Education Policies, shrouding unclear objectives under the weight of the political dogma of the day. This policy articulation recognizes that vision of education is not to be driven by the Government of the day, but has to be based on the aspirations of the people and responded to by the State. Since education is meant to address the imperative of the long term, a short-term vision of Education is bound to lead to failure and dissatisfaction. Based on the voices of the stakeholders, a vision statement is attempted as follows:

“Recognizing education as a right of the citizen, it is the aim of the State of Pakistan to provide equal and ample opportunity to all its citizens to realize their full potential as individuals and citizens through an education that enriches the individual with values/skills preparing him/her for life, livelihood and nation building.”

Therefore, the education system should raise highly knowledgeable, skillful, productive, creative and confident individuals who have advanced reasoning and perception of problem solving skills; are committed to democratic values and human rights; are open to new ideas; have a sense of personal responsibility; are committed to moral values; have assimilated the national culture; are able to tolerate and value differences in opinion, faith and culture; have empathy towards all of humanity;

and can participate in the productive activities in society for the common good, using social and physical sciences and technology.

The purpose of education is not just to provide comfort to individual citizens but to sustain society and that can only happen if education supports a just society and teaches students to believe in the possibility of a better future. Therefore, education must create a spirit of enquiry, teaching our children to challenge the status quo through education that imparts values but does not indoctrinate. An important purpose of education is to enable an individual to honestly earn his/her livelihood through skills that contribute to the national economy. Education should help improve skills, raise aspirations and enable individuals to make informed choices in life.

5. Governance & Management

Governance of Education is the overarching framework that determines the policy of the State to meet its goals and targets; the responsibility to ensure that education of quality is available to all without distinction or 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; however, the largest proportion of service delivery in Pakistan remains with the public sector even as the private sector is growing. The current size of the private sector, including the propensity for continuous growth, calls for a more inclusive approach to dealing with education that considers the role of the private sector and its linkages with the rest and the possibilities of synergizing.

Unfortunately, in previous public policy articulations, governance and management did not receive the specific attention it deserved in concretized terms, clearly delineating roles of various tiers of Government, in governance and management of education. As a result, the implementation of goals set in different policy documents was not uniformly achieved due to unequal attention paid at various tiers of implementation or adversarial environment concerning governance of education. In the bargain, resources were either inequitably available or were wasted due to lack of ownership by the managers at the ground level. In Pakistan, the relations between the Federal and Provincial Governments are defined by the Constitution; while those between the provinces and the local governments by the respective provincial local government ordinances. The varieties of stakeholders demonstrate a clear lack of clarity on the perception of these rules. Hence, a clear delineation of inter-tier roles and relationships and defined demarcation of responsibility cannot be postponed if we are to achieve the targets that the State sets for itself for a uniform human development of quality throughout the country.

5.1 Inter-tier Roles and Responsibilities

5.1.1 Federal-Provincial Governments

Provisions in education appear in the Principles of Policy, the Federal Legislative List and the Concurrent Legislative List. It is the latter that impacts the relative roles and responsibilities of the federal and provincial governments. At this juncture, it is appropriate to recall the structural base of a concurrent list. The concurrent list recognizes the continued linkage between the federal and provincial governments in pursuing the objectives of the State in regard to the universality of certain

goals that must be achieved by the State to fulfill its obligations under the social contract with the citizens. The concurrent list recognizes the complementarity of efforts between the provincial and federal governments that are necessary to ensure a harmonious delivery of State obligations across the entire federation. In this context, the role of federal government is that of facilitator, coordinator and arbiter of conflicts. The list of subjects under this head do not aim at depriving the provinces of their autonomy or freedom to set goals for themselves and prepare plans for achievements of those goals within the larger umbrella of the preferences that the State sets for itself as a whole. Hence, the federal government should not be unnecessarily intrusive into provincial functioning; while simultaneously the provinces must recognize the role of the federal government in steering a national effort in concert, and not in conflict.

The role of the federal government, therefore, would be confined within its stewardship of facilitation, coordination, and in ensuring standards of education nationally. A national policy formulation will always need to be moderated at the federal level with direct and continuing consultations with the provinces and local governments. Therefore, the federal government should not generally and essentially engage directly in implementation of projects. As a consequence directly funded projects of the provincial governments should be designed on a participatory basis and steered with togetherness of oversight and not in isolation with each other.

Governance and Management of Education within the federal government is unfortunately scattered with half a dozen ministerial platforms pursuing initiatives in a variety of sectors of education. Higher Education is exclusively and autonomously dealt with by the Higher Education Commission. Inclusive Education (Special Education) is dealt by a separate Ministry. Science and Technology is being dealt by the Ministry of Science and Technology and Technical Education and Vocational training is being pursued in NAVTEC which resides in the Prime Minister's Secretariat. Ministry of Labour and Manpower is also concerned with skill training. These Ministries are acting in a disconnect and divorce from one another and not in harmony to make the effort wholesome and convergent.

The role of national efforts coordinated by the federal government becomes all the more important in a multi-ethnic and sometimes multi-cultural federation like Pakistan. The following subjects need to be nationally determined under the stewardship of the federal government:

- (i) Policy Formulation
- (ii) Planning
- (iii) Curriculum Development
- (iv) National Standards of Education and with its consequential regulatory and institutional framework
- (v) Centres of Excellence
- (vi) A National Framework for Monitoring and Evaluation of Policy Implementation.

It is useful to add here that the quality of education cannot be guaranteed uniformly unless the standards of quality are determined and governed nationally. The standards will include quality of content, quality of instruction, quality of environment and quality of standardized assessment.

The provincial government in this relationship should *inter alia* concern itself with:

- (i) Textbook Development
- (ii) Teacher Training
- (iii) College Education
- (iv) Registration of private sector's educational institutions

- (v) Issuance of detailed policy guidelines to the district governments for effective service delivery

To ensure a smooth inter-tier linkage, it would be necessary to develop inter-provincial forums and mechanisms whose governance must rest in institutions, nationally formulated with equal participation in decision making by all the federating units and the federal government.

5.1.2 Provincial-Local 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 functional, division of powers between the provincial and local governments. So these administrative arrangements reveal practical delegation of powers and not necessarily devolution of functions.

The provinces, therefore, should confine themselves to the functions not decentralized to the district governments and must avoid undue interference in routine discretionary dispensations by the district government. Monitoring should be carried out by the provinces in accordance with a well-defined monitoring mechanism that clearly sets out the indicators of such evaluation. Teachers' training should not be split and, for reasons of uniformity of standards, it may be the responsibility of the provincial governments itself.

5.1.3 Local Governments: District, Tehsil and Union

The local government has three tiers: district, tehsil and union. School education is primarily the responsibility of the district government and the current causes of lack of coordination between the three tiers need to be addressed by the district governments. Despite the principle of subsidiarity embedded in the local government system, decentralization in education has failed to percolate to schools.

Governance and Management of education at the local level needs to recognize the role the community can play. Presently, community participation in management is not concretely institutionalized to ensure accountability. Parent-Teachers Associations and civil society organizations within a formal though limited, structure can contribute to a more accountable delivery system.

5.1.4 Other Linkages

Education is pieced into various sectors and distributed to various organizations at the federal as well as the provincial levels. Such splintering may have its merits but it has implications for policy making. Various sectors of education are inter-linked and policy cannot be made with a disconnect amongst these. At the federal level, several Ministries separately deal with parts of education. At the provincial level, the set up varies from province to province. In Punjab, education is separate from the Department of Literacy & Non-Formal Education, the technical and vocational rests with Technical Education & Vocational Training Authority. In Balochistan, the Social Welfare Department looks after literacy and so on.

While there may be merits and demerits for such functional classification, an important consideration for policy and planning in education is the need to consider the linkages to allow for a holistic approach. Presently, policy making and planning by each is not in tandem, except where individual initiatives have made it possible. The institutional arrangements are disturbed to say the least. There is no argument with the autonomy that certain institutions require for an efficient implementation of

their plans. Without sacrificing this autonomy, policy formulation must be developed and ensured through one coordinating mechanism.

5.2 Policy & Planning

Education Policy has to be nationally developed and owned. It is simplistic and unprofitable to prepare it at the federal level and thrust upon the provinces. Similarly, without diluting provincial autonomy, it is important that all provinces work under a national framework, which is collectively developed. This principle has to be followed in the process of policy formulation, revision and implementation oversight.

In Pakistan, so far, there have been at least nine documents that have had the status of a policy and it was only from 1970 that the word was used. Each policy was prepared with varying degree of consultation and involvement of the federating units. Each of these designs, including the exercises leading to the present document, reflects the methodology developed by the individual responsible for policy making. There is no standardized and agreed format for policy making that would allow it to protect it from whimsical designs, without strangulating room for implementing and enterprise. In recent years, there has been reduction of ownership of the policies in the provincial governments. Most offices of the provincial education departments do not have copies of the national education policy.

The reason for this disharmony cannot be blamed only on the provincial governments. The federal Ministry of Education is the custodian of the policy but it has failed to adequately disseminate the policy and devise a mechanism, in consultation with the provincial governments, to monitor its implementation. Availability of donor support and money also reduces the practical significance of the policy as the priorities identified by these agreements overtake other conditions. Formally, these interventions are not against, or outside, the policy; but these do sometimes distort the priorities.

A fundamental obstacle to dependable planning is the absence of an extensive and interactive Management Information System (MIS), networking the entire spectrum of education delivery. An Education Management Information System (EMIS) exists at the federal and provincial headquarters' level but the model has not been adopted and established at all devolved levels/units. MIS has to be integrated with the entire education network to guarantee a planning responsive to reality and resulting in removing inequities, imbalances and wastages.

An important reason for this distortion is the absence of a coherent, comprehensive plan. Presently moving in the project mode, the plans are either donor-driven or created on adhoc basis for political expediency. These do not flow from the national education policy. Worldwide the concept of sector wide plan appears to be taking route. In Pakistan also, some of the provinces have already embarked on this path.

There are capacity deficiencies in developing these plans and presently, the provinces are being supported in this activity by some development partners. The main issue identified by the stakeholders is the historically top down approach that does not capture the local case. On the other hand, the limited capacity of the local government stems the *de facto* transfer of planning to the devolved levels. Most of the development plans are made in the form of projects or programmes developed by the development partners. The Government does not have a sector-wide plan that subsumes the national, provincial and district priorities. While recent efforts have significantly added to collection of data necessary for planning, the emphasis on utilization of such data and information in planning and decision-making needs to be re-emphasized. This has appeared as a deficit so far. In

a number of situations, political considerations bypass the recommendation that evinces from the data.

For education policy and planning, the capacity at the federal level leaves much to be desired and its strengthening cannot be overlooked or postponed. The restructuring of the Ministry of Education is absolutely necessary to develop a permanent institutional arrangement whereby policy and planning are professionally dealt with by a cohesive and well organized permanent force of experts whose career growth is as well designed as the expectation of output from them. A national institutional mechanism of a permanent nature will need to be vested in the federal Ministry of Education in the field of education. Policy and planning mechanism need to be developed so that while the governance and final decision-making is in a nationally represented institution, there is a regular flow of experts between the provinces and the federal government, to ensure a perpetual sensitization of actual needs and professional responses as responses to these needs.

Policy and planning in tandem in various sectors of education is an important cohesive process to ensure that policies are developed in concert and not in conflict.

5.3 Education Financing

The lion's shares of funds are provided through federal revenues, which are distributed to the provinces under the National Finance Commission. The share distribution of the provinces must recognize the size of investment needed to be made in the field of education. This means that more should be available for education where implementation is almost entirely in the hands of the provincial governments. The provincial revenues themselves constitute a paltry percentage of 10 of the actual requirement. The districts receive the money through the Provincial Finance Commission and the capacity of the districts to mobilize funds is even more constrained. In line with the budgetary design, the education budget is divided along the development and non-development or recurring budget. A considerable share of the development budget is met through funding by the international development partners. The rest is a mix of the federal government funds under ESR and other interventions. The recurring budget consists of the salary and non-salary components where the salary takes up the major share of the total recurrent budget. Due to severe capacity constraints, the most serious flaw is the under-utilization of funds. According to an estimate less than 50% of the funds allocated for the non-recurrent expenditure are expended. This leads to the concern on the impact of an increased outlay, as there appears to be little absorption capacity in the system. An important reason attributed has been the slow releases from the higher to lower tiers and delays therein.

In this context, the most important obstacle is the lack of capacity to make optimal use of financial resources. This needs the most urgent attention of the federal and provincial governments. Institutional arrangements for programme and project planning, monitoring and evaluation have to be set up as a pre-condition for increased outlay for education. Presently, the government is avowedly committed to an investment of 4% of the GDP in the education sector; the current capacity does not promise absorption of such an outlay immediately. It must be ensured that in the next two years capacity is developed to ensure the productive utilization of the promised funds, while in a time frame of 8 to 10 years, investment in the range of 6% to the GDP must be planned and committed in the field of education. The increase in outlays for education must be made gradual with capacity development as a condition precedent. Targets of the policy will be so articulated that the goals should match the desired and committed resources.

Investment in education cannot be over emphasized and it should never be deemed to be at the cost of any sectoral consideration. All other considerations must be subordinated to the bonafide needs of investment in education. However, to repeat, such investment must grow gradually ensuring its full and proper utilization and the resultant benefit to the economy and the State.

In our view, future commitments of financial investment in education must be made today to enable the State and successive governments, to prepare implementation plans accordingly. Placed below is a table of proposed public sector spending (including foreign assistance) in education that should guarantee a turnaround in the socio-economic future of this country, improve the quality of its human resource, and guarantee it a safe, secure and economically competitive position in the comity of nations. Productive investment in all levels of education will enable all geographical units to develop harmoniously and create a synergy, leading to national cohesion without sacrificing the beauty and centrality of diversity.

Target: 6% by 2015

GDP Growth and Expenditure on Education

Years	Assuming GDP Growth @ last five years actual <i>Gross Growth Rate</i>					
	GDP (mp) (Rs. Million)	Gross Gr Rate (%)	Expenditure on Edu (Rs. Million)	Gross Gr Rate (%)	EE as % of GDP	Rise in spending on Edu @
1999-00	3,826,111		71,129.944		1.859	
2000-01	4,162,654	8.80	75,887.064	6.69	1.823	
2001-02	4,401,699	5.74	78,924.971	4.00	1.793	
2002-03	4,822,842	9.57	89,827.384	13.81	1.863	
2003-04	5,640,580	16.96	124,274.476	38.35	2.203	
2004-05	6,581,103	16.67	139,968.001	12.63	2.127	
2005-06	7,713,064	17.20	170,708.773	21.96	2.2132	0.120
2006-07	8,733,352.19	13.228053	203,399.172	19.15	2.3290	0.165
2007-08	9,888,604.65	13.228053	246,200.854	21.04	2.4897	0.215
2008-09	11,196,674.51	13.228053	302,365.425	22.81	2.7005	0.270
2009-10	12,677,776.55	13.228053	376,053.675	24.37	2.9662	0.330
2010-11	14,354,799.56	13.228053	472,559.014	25.66	3.2920	0.395
2011-12	16,253,660.05	13.228053	598,580.548	26.67	3.6827	0.465
2012-13	18,403,702.81	13.228053	762,556.161	27.39	4.1435	0.540
2013-14	20,838,154.38	13.228053	975,067.906	27.87	4.6792	0.620
2014-15	23,594,636.48	13.228053	1,249,334.380	28.13	5.2950	0.705
2015-16	26,715,747.50	13.228053	1,602,943.013	28.30	6.0000	
Total			6,789,060.150			

Note: 1. Calculation of GDP, @ average of last five years Gross Growth Rate (13.228053% p.a.)
2. Expenditure on Education growth rate progressively rising by 0.120% in 1st year to 0.705% p.a. in final year

Source: Policy and Planning Wing, Ministry of Education

The above projections have been made to ensure that additionalities are incremental, ensuring development of absorption capacity (planning, implementation, monitoring and evaluation) as condition precedent to increased financial outlays. Till the year 2010-2011, the investment should be distributed amongst Early Education (Pre-Primary, Primary, and Middle), Secondary Education (Secondary, Higher Secondary, Technical and Vocational) and Higher Education (Graduate and Post-

Graduate including professional degrees) in the ratio of 41%:41%:18%. From 2011-2012 to 2015-2016 the ratio should change to 38%:38%:24%.

In addition to above, private sector investments should be encouraged within a framework of State regulation of quality – quality of content, quality of instruction and quality of assessment. Without sacrificing quality, the private sector should be encouraged and the State must make good use of its management capacities. However, for elementary education (pre-primary plus classes 1 to 8), the State must fulfill its obligations to the citizens and provide full and satisfactory education coverage to the entire population. For school education, the private sector should be available as a personal choice and the citizens should not be made captive clients of the private sector due to the inadequacy of public schools. However, in specific areas like teacher development, technical and vocational education, etc. the State should freely enter into public-private partnerships.

Total public sector investment will need to be agreed to by the Ministry of Finance and the Planning Commission and the shares between the provinces and the federal governments guaranteed bilaterally. The targets to achieve the goals and objectives of the education policy may be altered in size and timelines, if the funds as projected above are not guaranteed/ available.

As an alternative, expenditure on education may be raised incrementally to 4% of GDP by 2010-2011 and planned constantly at this rate till 2015-2016, resulting in the following outlays:

Target: 4% by 2010

GDP Growth and Expenditure on Education and growth rate & projection

Years	Assuming GDP Growth @ last five years actual <i>Gross Growth Rate</i>					
	GDP (mp) (Rs. Million)	Gross Gr Rate (%)	Expenditure on Edu (Rs. Million)	Gross Gr Rate (%)	EE as % of GDP	Rise in spending on Edu @
1999-00	3,826,111		71,129.944		1.859	
2000-01	4,162,654	8.80	75,887.064	6.69	1.823	
2001-02	4,401,699	5.74	78,924.971	4.00	1.793	
2002-03	4,822,842	9.57	89,827.384	13.81	1.863	
2003-04	5,640,580	16.96	124,274.476	38.35	2.203	
2004-05	6,581,103	16.67	139,968.001	12.63	2.21324	
2005-06	7,713,064	17.20	170,708.773	21.96	2.36400	0.151
2006-07	8,733,352.19	13.228053	206,456.010	20.94	2.61600	0.252
2007-08	9,888,604.65	13.228053	258,685.405	25.30	2.97300	0.357
2008-09	11,196,674.51	13.228053	332,876.575	28.68	3.43500	0.462
2009-10	12,677,776.55	13.228053	435,480.992	30.82	4.00000	0.565
2010-11	14,354,799.56	13.228053	574,191.266	31.85	4.00000	0.000
2011-12	16,253,660.05	13.228053	650,145.592	13.23	4.00000	0.000
2012-13	18,403,702.81	13.228053	736,147.195	13.23	4.00000	0.000
2013-14	20,838,154.38	13.228053	833,525.136	13.23	4.00000	0.000
2014-15	23,594,636.48	13.228053	943,784.283	13.23	4.00000	0.000
2015-16	26,715,747.50	13.228053	1,068,628.568	13.23	4.00000	
Total	749,139.13		6,039,921.022			

Note: 1. Calculation of GDP, @ average of last five years Gross Growth Rate (13.228053% p.a.)
2. Expenditure on Education growth rate progressively rising by 0.151% in 1st year to 0.565% p.a. in 2010-11 and adhering to the same ratio of 4.00% of GDP till final year of EFA target

Source: Policy and Planning Wing, Ministry of Education

The share of Early, Secondary and Higher Education should remain as stated earlier. Presently financing of education in Pakistan is shared between the Federal, Provincial and District governments in the following proportion:

	Federal	Provincial Governments	District Governments	
	26.663%	Punjab	9.047%	Punjab 29.650%
		Sindh	3.267%	Sindh 14.852%
		NWFP	2.713%	NWFP 8.250%
		Balochistan	1.967%	Balochistan 3.590%
Total	26.663%		16.995%	56.337% = 100%

Source: Policy and Planning Wing, Ministry of Education

For the future these proportions may change relative to specific needs of one province or the other, to ensure a reasonably uniform human resource development.

The share of non-salary expenditure in the recurring budget is pathetically low thus depriving the service providers of better quality of instruction and environment that need funding in teacher training, teaching aids and well maintained facilities.

5.4 Key Management Issues

Management in the education sector is limited to personnel, equipment, physical infrastructure and financial flows. A functional school is one where teacher arrives to teach, textbooks are available and the students attend. There is a presumption that placed together in a school, the three will combine to brew the desired output. There is very little attempt to define that output and even lesser to measure it and to rectify the deficiency that exists right through the sector, at all tiers: federal, provincial and district.

The education sector is huge. Its administration requires competencies for specific purposes – more than a mechanical management of numbers. Even for the existing limited scope of management, there are major flaws, which are further eroded by political interference, impinging on merit.

The capacity deficit is apparent at the district and the provincial levels almost equally. At the provincial level, the picture in education outcomes appears rather different. The only exception is the monitoring and inter-tier relations. The federal Ministry of Education has no role in the implementation of education sector. Its main concern is with outcomes at the national level, especially, inter-regional inequities. However, the capacity of the Ministry to undertake this role has been severely constricted in recent years. It has seen an erosion of its capacity in the last few decades. Since 1989, there has been no recruitment. The federal government, like the provincial governments, has placed greater emphasis on access and enrolment, rather than quality in its monitoring function.

The inability of the model to focus on educational outcomes – and consequently management of educational activity – is owed to the absence of the standard that would drive the entire gamut of policy, plan and management.

It must be stated here that a number of initiatives that would lead to improvement in governance of education are being pursued since the last two years or so. The National Educational Assessment System is now working at the federal level and in the provinces. The National Education Census has just been completed and it is an important source of data for policy planning and effective governance. Similarly, professional development of teachers and identified accountability processes are in various stages of development and pursuance in different provinces. However, the most recurrent issue remains the poor management capacity of the Provincial Education Directorates and other Key Managers, including the Head Teachers. There are serious capacity deficits in financial and human resource management, planning and monitoring.

Monitoring and evaluation is a serious concern in the governance deficits. The Federal Government has put in place a mechanism for monitoring and evaluation of its own programmes but transparent monitoring and evaluation indicators and processes have not yet devolved to the lowest level of governance.

5.5 Political Interference and Corruption

Unfortunately, in Pakistan corruption continues despite many efforts by the Government. Education is not spared. Corruption and political interference have had the most pernicious impact on the sector.

Majority of the stakeholders are of the view that recruitment, transfers and postings of teachers are heavily influenced by political intervention – the degree varying in various parts of the country. In fact, it appears that the malaise has been similar under successive regimes over the last three decades.

Overall, an oligarchy of few the reigns over the system and in combination with corrupt officials and their patrons, they have held the whole system hostage. Corruption in appointment processes further leads to lop sided student evaluation and the advancement of the undeserving.

5.6 Policy Recommendations

Education is a huge sector and if the needs of a growing population are to be catered for, it is obvious that it will grow. Such huge sectors cannot be run without application of the principle of subsidiarity. Decentralization right down to the school level is imperative. Devolution, therefore, in principle, is a step in the right direction for improved service delivery in education. Pakistan is also a multi-ethnic and multi-cultural Federation where the Federal government needs to have a role that redresses imbalances in human resource development across the geographical units forming the State. The policy options have to ensure that the Federal Government plays this role without obviating the principle of subsidiarity and the central role of the provincial governments in implementation of education policies.

The policy options for improved governance are as follows:

1. Institutional arrangement for intra-tier and inter-tier coordination needs to be formalized. Education-related policy initiatives within the federal government need to be formalized after consensual discussions amongst all Ministries involved with education. While the Social Sector Committee of the Cabinet is an available forum, historically frequencies of its meetings are few and far between.
2. It may therefore be more profitable to have an education specific Committee of the Cabinet. Ministry of Education, Ministry of Labour and

Manpower, Ministry of Science and Technology, Higher Education Commission, Ministry of Religious Affairs (Madrassah Education), Ministry of Special Education, NAVTEC and Provincial Education Departments may comprise this committee. The larger education scenario should develop with all sectors complementary to one another and not inconsistent with one another.

3. The roles and responsibilities of the Federal Ministry of Education and the sub-national governments be agreed through a national mechanism. These roles must be reflected in the respective rules of business of the two tiers.
4. An inter-provincial mechanism for national management of broader policy issues of education be institutionalized. The senior most body for the process would be the Inter-provincial Education Ministers' Conference, which would have the final say in these matters. A regulatory mechanism should be introduced to standardize the procedure for the mechanism.

Such a framework must include:

- a) Active and equal role for all the federating units and the Federal government.
 - b) The Federal government should primarily act as a coordinator of this mechanism but it must include technical level interaction between the provinces, the area governments and the federal government.
 - c) Area for consideration in the process must be spelt out. Some of these may be:
 - (i) Education policy – overall as well as on a specific issue.
 - (ii) Steering national management of Education Standards Organization of Pakistan.
 - (iii) Curriculum – without obviating the role of the Federal Ministry of Education.
 - (iv) Data on education.
 - (v) Planning frameworks – ideally the planning framework must be standard to make it easier to collate the national plan.
 - d) A schedule and process for the Inter-provincial Education Ministers' Conference.
 - e) A restructuring of the Federal Ministry of Education is imperative to achieve the above goal.
5. The role and responsibilities distribution between the provincial and district governments must be thematic or functional rather than administrative as under the present system. These must be worked out and then administrative powers required for each function be provided to the respective tier.
 6. The *de facto* roles of each of the tiers of the local governments must be reviewed and decentralization to the district level be ensured.

7. The process for review of the National Education Policy must be standardized. A broad framework may be agreed to in the Inter-provincial Education Ministers' Conference. The framework must ensure that it is:
 - a) Demand driven and has equal role for all federating units.
 - b) It is transparent with involvement of as many stakeholders as possible.
 - c) Amendments in any extant policy be made only after approval of the Inter-provincial Education Ministers' Conference.
8. Incrementally rising investment in education for the next 15 years should be decided now. So that targets can be accordingly determined and optimally achieved.
9. A minimum investment of 4% of GDP be equitably distributed amongst all provinces/ area governments. Federal and provincial governments should be encouraged to legislate minimum levels of investment in education to make it administratively binding upon successive governments to continue pursuing these goals.
10. For education planning, sector wide planning be adopted.
11. Develop an integrated, country-wide, Management Information System, at all levels, leading to linkages with all tiers of education management.
12. Education financing – 6% of GDP by 2015 – Enhanced utilization capacity must precede higher investment.
13. Education management must be developed as a separate field of management in which training must be provided to those who are selected for the task, essentially from amongst suitable teachers. The training modules can be developed and introduced in key administrative training institutes.
14. Education Management be developed on province-wise basis to ensure reasonable horizontal and vertical movements to enrich the experience and provide incentives to education managers through attractive career paths.
15. Public-private-partnerships be developed, particularly in fields of teacher education/development, technical and vocational education, and higher education.
16. In addition Public-Private Partnership could be explored to either out-source public facilities, if human resources could not be developed in the public sector and more productively to make use of private sector schools by providing fee vouchers at standardized rates to pupils attending private schools. This can possibly strengthen the private sector efforts and also reduce public expenditure on infrastructure.
17. Savings so achieved will provide fiscal space to governments to make greater investments in education delivery in locations not attractive for the private sector to ensure provision of standard quality education to all citizens irrespective of their physical location.
18. To reduce the baleful impact of political interference and corruption, a complete strategy will have to be developed with the starting point being a

pact among the political parties against interference on corruption. In the 1998-2010 policy also this recommendation was given in the following words:

“A high level bipartisan political approach to persuade politicians to lend support to primary education in achieving policy objectives and resource mobilization and to agree not to be involved in micro-management of primary schools shall be adopted.”

19. There is a need to be less euphemistic. Unless political interference and corruption are rooted out, education policies and plans would have sub-optimal impact. Given the endemic nature of the problem it would take a combination of prevention, awareness and strict punitive actions along with support from the highest political levels in each jurisdiction for improving the state of affairs.
20. Specific allocation for non-salary components of the recurrent budget should be made for each item on actual need basis. Also school-based budgets be provided to school Management Committees with the means to bring about tangible improvements in their schools.
21. Legislation should be encouraged to pursue accountability and transparency in the administration of education, separating it from government’s general mechanism of accountability and to ensure ready remedies from corruption and political interference
22. Institutional arrangements at district and lower local government level be developed to ensure better management. District Education Boards be created and developed, comprising members of civil society of repute, officials of the education department, parent-teachers associations and other community organizations. These boards should be charged with the evaluation of current needs of the district and recommendation of responses to these needs, including creation of new institutions. The boards should be responsible for community based oversight.

6. Quality

6.1 Understanding Quality

The term quality of education has been used in every document and policy written on education in Pakistan. It has been assumed that every person in the system comprehends what quality entails. This is an incorrect assumption with negative consequences for the system. Apparently, there has been very little effort to delineate the contours of quality education in Pakistan. Practically, in the perception of most stakeholders, quality is linked with the ability to speak, read and write English. Anything that helps students gain a foothold in the market or elevates the social status is considered quality.

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.

6.2 Pillars of Quality

Most inputs in the system contribute to quality. However, there are five basic pillars that have the major share. These are curriculum, textbooks, assessments, teachers and the environment in an institution – not necessarily in the same order of priority.

6.2.1 Curriculum

Curriculum is the guide that delineates the learning path of a student and determines the process of this learning. During the policy review consultations, the issues on curriculum were divided into two categories, the process of curriculum development and the content and implementation of the curriculum.

During the consultations, it was obvious that most stakeholders, including those working directly in education, were unable to differentiate between curriculum and textbooks and most of the attacks on curriculum itself would be supported by examples from the latter. Copies of curriculum were not available in any school or education office because apparently, none have been supplied; though some copies are available on the Ministry of Education's website.

A curriculum normally focuses on four areas: aims and objectives, content, methodology and evaluation. The curriculum documents perused were generally structured around these principles but there appeared to be a poor understanding of their meaning. Encased in a typical tabular format, the contents were of a low quality. In a number of cases, the contents under a specific head were repeated irrespective of the topic.

One of the better curricula is written for Early Childhood Education. Apparently, this could not be implemented in most provinces. The main reason was the failure of the Federal Ministry to disseminate the concept adequately. Secondly, the resource requirements for an effective ECE programme are high and it would need a long term and innovative strategy for implementation.

Normally, a curriculum should have the teacher as the center 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 textbooks assigned to them. Even assessments are based on this textbook and not the curriculum.

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. Except for the Social Studies book that calls for inclusion of local geography etc. the content is devoid of references that would be easily recognized by the child.

Curriculum for non-formal and literacy programmes must be objective-driven, ensuring early assimilation of such people into mainstream economic activity. Curriculum for Higher Education, particularly the four year degree programme in pure subjects be completely overhauled to relocate them in the present times and catering for the future in a globalized world.

A vociferous demand of the stakeholders was to have a single curriculum for private and public sector. At present, the schools offering O and A levels follow a different curriculum from the others. It was felt that this is increasing class differences. In the National Education Policy 1998-2010, it is clearly stated that there would be a single curriculum for the entire country. The operationalisation of the demand is difficult till quality of Public Schools reaches an internationally comparable level of quality. The objective of raising public sector curriculum to competitive international standards must be clearly articulated and its achievement time lined now.

Most problems in the curriculum and the textbooks are owed to absence of a standardized process. Under the 'Federal Supervision of Curricula, Textbooks and Maintenance of Standards Education Act - 1976', the process of curriculum development and approval of textbooks was centralized. In December 1976, the Federal Government through a notification in the gazette nominated the Curriculum Wing of the Ministry of Education as the 'competent authority' for classes' I-XII and the University Grants Commission (predecessor of the Higher Education Commission) for 'beyond class XII'.

Curriculum review exercises in Pakistan have been sporadic. Historically, the process has been non-standardized. However, in the last one year curriculum review has received great attention and has been reviewed systematically.

Curriculum development is a specialized task and apparently there are very few specialists. Subject specialists do not necessarily have the capacity to write a good curriculum. Also there is no mechanism for feedback once the curriculum is implemented and, in any case, the government lacks the requisite evaluation capacity.

6.2.2 Textbooks and Learning Materials

“Although importance of textbooks varies from one country to another, it is universally recognized as a basic teaching tool. It is given particular importance in those countries where additional reading material is not widely available to school children and where teachers are not highly trained. Unfortunately, both of these circumstances prevail here at the present time. We must, therefore, give careful thought to the means by which excellent textbooks can be made available to our students in sufficient numbers and at a reasonable price.”

The Report of the Commission on National Education, Government of Pakistan, 1959, was written almost fifty years ago, but the truism of the above passage has not been diluted. It represents the current state of affairs.

Textbooks being taught at all levels, especially schools, are generally of a poor quality. Most teachers complained of these as being dull, over flowing with information narrated in a confusing manner and, in many cases, full of printing errors. They have low pedagogic capacity.

There is a tendency to inundate textbooks with information. This is probably based on the fallacy that the purpose of education is to make the child a storehouse of knowledge as early as possible instead of developing a self-learner. The child fails to assimilate the information from these poorly written manuscripts because:

1. This 'information' is given in the most vapid manner and the child finds it tedious to read the book.
2. Given the paucity of time in a school year, it is impossible for even a good teacher to transfer the 'knowledge' in a meaningful manner.

The end result is rote learning and the child's potential to be a self-learner is compromised.

In Early Childhood Education, textbooks are not required as these are meant for pre-reading and pre-numeracy skills. While the ECE is not introduced widely in the public sector, Balochistan and NWFP recognize Katchi as a formal class. Here, textbooks are prescribed. Even the matter of efficacy of books at this level is not considered, what is presented to the child so early in the educational journey obfuscates his or her learning process. The primers are quite substantive and in majority of situations, the depictions are alien to the children.

The textbooks at the basic level have minimal local context. Children fail to relate to the matter in the books, especially in rural areas where other sources of learning are mostly local knowledge. Whatever the child has learnt in the first four to five years of his or her life is rendered redundant by the textbook. This is also resulting in the loss of important local knowledge as most textbooks eschew such sources.

In the middle level, the books continue to remain dull and full of poorly explained facts. Large numbers of topics are covered in all books, in most cases tautologically. The concepts are poorly explained and again the child has to depend on rote learning. Textbooks of most subjects suffer from the malaise. In Chistian, a Madrassah teacher who was also teaching Arabic in a government school was extremely critical of the Arabic textbook of class 8th which instead of teaching Arabic to the students made him or her, learn by heart, long surahs of the Quran. The General Science book for class IX in Punjab covers large number of topics without adequately explaining any of them. On the contrary, the books for 'O' Levels cover fewer topics, but explain each topic in some detail to help the child's comprehension.

The books used in the relatively affluent private sector schools are normally well written and interesting. Most of the books used are imported primarily from Singapore. Some books are also prepared by some local publishers.

A major deficiency of most of these books is also an absence of local context. The children in Islamabad learn of the animals in the world but are never taught about those residing in the Margallas that is part of their daily scene. During a visit to an elite private school in Bannu, the children in one of the classes were studying about traffic problems and the textbook, apparently imported, had depictions of a typical western city. In Chistian, the local school "The Educators" had books from the Oxford University Press where an effort had been made to present things in a Pakistani environment even if they did not fully represent the state of affairs in Chistian.

6.2.3 Administrative Issues

The existing governance structures responsible for preparation of textbooks were developed on the recommendations of the 'Report of the Commission on National Education - 1959'. Prior to the report, textbooks were prepared by a number of publishers in the country and the schools were empowered to adopt any of the multiple options. Mentioning abuses of the system, the Commission called for centralized control over development of textbooks, primarily to check the abuses and improve the quality of the textbooks. In 1962, the recommendations were translated into the establishment of a centralized Textbook Board. In 1998, thirty-six years after the law creating the system, the education policy reviewed the state of affairs and it was found that quality of textbooks continued to remain poor. The National Education Policy (1998-2010) states:

"The Provincial Textbook Boards enjoy complete monopoly over production and distribution of textbooks. The textbooks are written in a very traditional manner. Due to absence of a healthy competition, the Boards have not considered the possibility of introducing the innovation in their production".

National Education Policy 1998-2010 (p-38-para iv)

Under the existing system the Textbook Boards select the authors for books. These authors after writing the book submit the manuscript for the approval of the Board. Approval by the relevant Board is followed by submission to the Curriculum Wing of the Federal Ministry of Education. Here the main purpose is to check for consistency with the curriculum.

While there are serious issues in having monopolistic control of textbooks there are also other reasons for poor quality of textbooks in the public sector. Once a book is sent into the system there is no standardized method of feedback on its quality. There are sporadic complaints of printing errors, at times on issues that appear to hit sentiments of a religious or a social group etc. but there is no built-in mechanism for regular feedback and rectification. In the private school system and Madrassahs such systems do exist. At times, textbooks continue to be prescribed for years.

It is obvious that textbook development is through a process that is little understood and practiced in the country, at least in the case of the publishing processes for the books prepared for the government run schools. There is no regulation of the textbooks used in the private sector.

In a good education system, the textbook is not the sole conduit for transfer of the curriculum to the student. Among others, supplementary reading materials play a very crucial role. In Pakistan, there have been project-based efforts at introduction of the learning materials. However, the feedback has not been positive. In many cases, the books have remained under lock and key, as the head teacher was too scared of losing a piece and facing the audit.

6.2.4 Assessment

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.

Pakistan does not have an assessment system that can continuously and adequately gauge the efficiency of the system and provide feedback for policy interventions. The concept is limited to assessing the students through examinations. These examinations, conducted at various stages of the student's career, mostly result in furthering his or her academic progress and in the more critical secondary and higher secondary level determining the career path. These examinations themselves are infested with a number of problems that make them poor representatives of the efficiency of the system. Also in the last few years their ability to determine merit has been eroded in the wake of widespread malpractices that has allowed the coining of the term 'copy culture'.

The first comprehensive effort at development of an assessment system has begun under the National Educational Assessment System (NEAS). Its scale is small and so far it has only conducted assessments for Grades IV and VIII in 2005 and would again be testing the same grades for 2006. It is however, preparing the basis for a comprehensive assessment system in the country that would have the potential of assisting the education system to develop important quality benchmarks. According to the National Assessment Report 2005 prepared by the NEAS programme of the Ministry of Education:

“Neither the traditional school examinations nor the external public examinations administered for certification purposes, nor the selection tests for admissions to institutions of higher education, sufficiently fulfill the criteria for standardization and comparability required for a monitoring indicator”.

The statement is not surprising as the examination system like most others is compartmentalized into a limited role of promoting or failing the student. Even within this limited role there are shortcomings that have serious consequences for the quality of the learner produced in the country and development of comparable human resource across the geographical divide of the country.

Textbooks, and not the curriculum, are the main source of assessment at all levels. Secondly, the teachers have little or no idea of the concept of assessment. It is assumed that a teacher would be, or at least should be, trained in assessment. Since the 'learning' is rote based, assessments simply test the memory.

In recent years, the concept of multiple-choice questions was introduced but even these questions tested the memory and not the analytical ability of the student. Introduction of a mere type of question without understanding the concept for such testing fails to produce the desired impact.

There are also serious endemic administrative issues in the conduct of examinations. Stakeholders complain of use of unfair means. In some cases even the examinations conducted for class five were not spared as one stakeholder alleged that the papers were available with the public three days before the examinations. Unfortunately, it involves all - teachers, parents, students, board officials and influential persons of all denominations. The views of the stakeholders corroborated with the findings of the 'Commission for Evaluation of Examination System and Eradication of Malpractices' of the Government of Punjab, formed in 1992. It states:

“A situation has now reached where unscrupulous students, parents, teachers, paper setters, invigilators, examiners, Board officials have joined hands for obtaining higher number of marks with the minimum of effort. This rat race has received great fillip through exercise of temptations and patronage on the one hand, and pressure and intimidation on the other exerted by elected representatives and business community, members of civil and military bureaucracy and anti-social elements.”

Such massive cheating is the main contributor to the loss of competence of graduates of all level. However, cheating has been induced by a loss of meritocracy in provision of employment by the public sector. Except for the recruitments undertaken through the Public Service Commissions, the credibility of most other forms is low. There is a perception that with the requisite certificate and the right connection, a job is within reach.

Another important factor in examinations is a complete lack of standardization at either the provincial or the national level and the marks across various boards are not comparable. There is a tendency to favour candidates of the region and actual capability is never known until an alternate test appears. In the case of professional colleges, already an entry test is separately administered.

The tendency of generous marking has worked to the detriment of the backward areas that fail to compete in the market, especially in the corporate sector. In the government sector also, high grades may assist in initial employment only but not towards vertical promotion.

6.2.5 Teachers

One can safely aver that only a minority of the teachers in the public sector schools is of a good quality. Their continued availability is not necessarily the result of a deliberate effort of the system. It is probably, simply the law of averages. Poor quality of teacher in the system in such 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.

On the governance side, the problems begin with non-meritocratic recruitments. A significantly large number of teachers, presently in active service, were selected without merit on the basis of quotas, given to political persons. Some of them took advantage of communal links while others owe their jobs to bribes paid to the quota holders or their intermediaries. These teachers are, in most cases, of poor quality. Teacher absenteeism has become a very common phenomenon in recent years. Some of them are permanently absent. These can be located as managers of the local landlords, guards of the ministers or abroad – the term used is ‘on visa’.

Those with connections can be transferred to the place of their choice. Others are victimized. Without meritocratic recruitments, transfers and postings, the failure of the system is inevitable. The system functions mostly for the politically connected, the bulk of teachers remain a voiceless lot that survives in a structure that frequently disregards merit.

Primary teachers are the largest in number (427,382) and the worst treated. They are selected on the same basic pay scale as a Upper Division Clerk (UDC). Without disparaging the role of the clerk, the role of teachers is too crucial for the nation to be treated at par with a UDC. Secondly, the teacher has very little prospects to grow in his or her career. These issues, combined with the low social status of the job, make it almost impossible to attract and retain persons of quality in the jobs. In Punjab, the experience of selecting graduate teachers has shown that it is not difficult to get persons with university degrees, as teachers for primary schools but leakages are common as those with talent move out at the first opportunity. The basic qualification for a Primary school teacher (with the exception of Punjab) is matriculate plus Primary Teaching Certificate (PTC). For middle, it is intermediate plus Certificate in Teaching (CT) and for secondary and higher secondary, it is Bachelor of Education (B.Ed) and Master’s degree respectively. All of the above are provided through various public sector organizations and in case of B.Ed. even private sector universities are now offering this degree.

There are 203 teacher-training institutions in the country. In addition to this, there are about 300 Teachers Resource Centres established under the Education Sector Reform Programme. Additionally, these certificates, diplomas and degrees are also being given by a number of private sector institutes and the Allama Iqbal Open University. These institutions train approximately 40,000 teachers a year. The result is a glut of ‘trained teachers’ in the market. The absorption capacity of the system is low. The plethora of institutions also has implications for quality.

Most stakeholders were critical of the pre-service training because of the following reasons:

- (i) Archaic curriculum, was last revised in 1995 after three decades.
- (ii) Poor quality of instruction in most institutes with serious deficits in hands on training.
- (iii) The PTC and CT are considered inadequate qualifications for any level of teaching.
- (iv) Malpractices in examination of teachers’ trainings are not unknown especially in the privately run systems.
- (v) In case of Allama Iqbal Open University, which is responsible for training about ten thousand personnel each year, the distant learning mode has been misused and the quality of the graduates and certificate holders has come into question.

The cavils inherited from a poorly run pre-service system notwithstanding, the in-service teachers training programmes suffer from serious deficiencies themselves. Some of the observations of the stakeholders are as follows:

- (i) At the secondary level, it is poorly coordinated.

- a) The teachers for training are selected by the district government but trained by the provincial organizations and institutes. There is no clear-cut responsibility for results.
- b) Even within the provincial organizations, there is confusion at times as to responsibilities; for example, the domains of the Curriculum Bureaus and the Provincial Institutes of Teachers Education.
- (ii) Mostly, the same set of teachers is sent for training. These ‘favorites’ are selected to benefit from the TA-DA that the training entails.
- (iii) Trainers in some of the institutions designated for the purpose are not necessarily capacitated to undertake their task. Their posting is either a stop gap arrangement to avoid a transfer to a less desirable part of the district or province or banishment.
- (iv) At the primary level, the training is donor driven and there is no recurrent budget allocated for the purpose. Except for NWFP, these are mostly in patches induced by some agency or the other. Punjab is at present developing a holistic and sustainable programme for the entire teacher training including primary teachers.
- (v) The biggest weakness is the absence of follow up and support.
- (vi) Teacher training does not appear as an item in the recurrent budget.

A huge private sector presence in education now calls for a focus on the quality of teachers in this sector also. Most of these schools do not conform to the requirements stipulated for the public sector. Teachers, depending on the availability in a locale, are selected on various bases. During the consultations the private school owners stated that they were more interested in personnel who had initiative and not necessarily a relevant teaching certificate or degree. Depending on various factors a variegated set of qualifications can be found in the private schools. In the more affluent ones, Master’s degree holders sometimes teach at the primary and pre-primary levels. The more well established chains like the City School and the Beacon House systems have their own training facilities where the teachers in the various branches spread over the country are given training, but most others do not, and cannot, train their teachers.

6.2.6 Learning Environment

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 as *de facto* corporal punishment exists in all provinces, although Punjab has managed some interesting measures. They know that they may have to sit on a cold floor in winters and a hot one in summers provided they are lucky enough to have a school building, otherwise the tree is the only shade available to the children. Toilets are a luxury and where in some schools they do exist, the ratio is inadequate for the children’s comfort. These issues are prevalent in all poor areas, irrespective of urban or rural setting.

Where school buildings exist they are mostly of a standardized nature. Local climatic conditions are not always factored in. The design itself is too insipid to excite learning processes.

At the higher levels, two major banes exist: student wings of political parties and tuition. The political parties have been using students for political clout for a long time. In most colleges effectively classes are very rarely held as most teachers are involved in tuition.

6.3 Policy Recommendations

6.3.1 Curriculum

1. There is a need to standardize the curriculum development and textbooks review process utilizing the opportunity provided under section 7 of the 'Federal Supervision of Curricula, Textbooks and Maintenance of Standards Education Act, 1976'. The rules must ensure:
 - a) Greater transparency in the curriculum development process.
 - b) Representation of all federating units.
 - c) Representation of adequate number of specialists and educationists.
 - d) Involvement of teachers.
 - e) A process for follow up and feedback on the curriculum, once it is implemented.
2. The curriculum should have the flexibility to allow for inclusion of the local context in the education system.
3. The aim of Curriculum development should be that it is objective-driven and outcome-based. Focus on student learning outcomes rather than contents. The National curriculum should be able to encompass all forms of education.
4. Some provision to accommodate multi-grade environment must be allowed till such time that the State can eliminate the practice from its education system.
5. Uniform Curriculum for public and private schools should be a clear goal and mandatory for all institutions leading to certifications and degrees originating in Pakistan. This curriculum must be incrementally raised to the highest international standards, preferably by 2015, to obviate the need and inclination for studies in Pakistan leading to foreign certifications.
6. There should be an ongoing feedback and evaluation mechanism so that rectification processes continue. For this, the Ministry of Education and the Curriculum Bureaus can develop research capacity or develop liaison with the universities' IER departments. Feedback should flow from the primary providers of education to the curriculum development process with the full involvement of all intermediary players.
7. We must ultimately establish twelve years of schooling.
8. There should be a dissemination and familiarization strategy wherein it is ensured that the teachers have copies of curriculum and understand its contents and requirements.

6.3.2 Textbooks

1. There is serious need to focus on improvement of the quality of the textbooks through:

- a) Improvement of the content of the textbooks to make it more interesting.
 - b) These should focus more on explanation of concepts rather than overloading the child with information. Especially in the middle classes and above, the books should try and explain a few concepts in detail to allow the student better grip of the subject instead of the present method of a poorly explained plethora of chapters.
 - c) For both of these, the system will have to search for potential textbook writers even from the school teachers and not depend on the professors and college teachers who presently prepare these. Once the potential is identified it can be chiseled and honed through trainings. To improve the quality of textbook preparation, talent hunt and trainings must be conducted in collaboration with the private sector which should eventually undertake the task of publishing of textbooks.
 - d) Teachers working in the field must be involved during the preparation of textbooks to provide their views on its adequacy in the field situation. Once a book is eventually approved, there must be a mechanism to obtain feedback from the field on a regular basis to improve the quality.
2. Textbook development should be carefully structured and the process should include subject specialists, teachers and managers. Assistance of foreign experts in textbook development can be usefully and readily obtained at least for the next 5 years before sufficient expertise could be developed locally. Foreign expert assistance particularly in non-Pakistan specific subjects like Physical/Natural Sciences and Mathematics should be specifically explored.
 3. Primary school textbooks should be paid special attention. A child's vocabulary must be incrementally developed and lessons in the language textbook should cater for teaching of ethics, history and environment – a single textbook replacing several (except for mathematics).
 4. Local context should be included in textbooks.
 5. Special textbooks must be prepared to cater to multi-grade environment.
 6. For qualitative improvements in the textbooks, it is imperative that the process is opened to competition, as envisaged in the National Education Policy, 1998-2010.
 7. Officials of the Textbook Boards and Ministry of Education (specifically the Curriculum Wing) should not be permitted to author textbooks as this creates an obvious conflict of interest.
 8. There is a need to standardize the procedure for review of the textbooks.
 9. Private Textbook development should be permitted with the government having the right to determine the upper cost limits through legislation. The

choice of text books must be devolved ultimately to the school level, simultaneously ensuring that assessment is not

6.3.3 Assessment

1. Introduction of a permanent assessment regime to help develop indicators to gauge quality.
2. Centralized assessment system through gradual reduction of the number of boards
3. National Education Quality Standards Organization should be established forthwith. It should develop a National Testing System for university or college admission after 12 years of schooling to ensure that higher education is supplied to human resource of a reasonable potential.
4. Eventual development of a national center for assessment to minimize quality differentials across provinces.
5. Cheating has emerged as an endemic problem where few feel any compunction in getting involved and administrative measures alone may not provide the solution as those charged with implementation are also, at times, part of the problem. There is a need for a concurrent massive awareness campaign to help the parents and students realize the personal damage inflicted by such practices.
6. A uniform assessment system in country upto Class XII should be a medium term goal. However this goal could be incrementally achieved in a timeframe agreed by all provincial and area governments.
7. Assessment Manuals must be developed to ensure uniform assessments across all level of education service delivery. Indictors must be developed to ascertain students learning outcomes.
8. Multiple assessment tools in addition to traditional examinations should be encouraged.
9. As a policy, assessment should be based on curriculum rather than the textbooks.
10. Moreover, formative assessments of student learning outcomes should be an integral part of assessment mechanisms.

6.3.4 Teachers

1. The centrality of a teacher in any education system cannot be overemphasized. Efforts, through a variety of incentives be undertaken to re-establish the social status of teacher in society to beckon higher intellectual and enthused capacity to the teaching profession.
2. Even a motivated teacher needs sufficient educational qualification and training. Our goal must be to ensure a minimum educational qualification of B.A/B.Sc. for a teacher of any level of school education, and a M.A/M.Sc. for classes of XI upwards. This goal can only be achieved incrementally.

3. All school teachers must be suitably trained, and ultimately have a minimum degree of B.Ed.
4. The following time lines be adopted for enforcement of minimum qualifications for school teachers (for college teachers a master degree is already a requirement):
 - i. Present Minimum Qualifications of Matric/PTC Inter/CT & B.A. B.Ed. to continue till June 2008
 - ii. Minimum F.A./C.T for primary classes starting July 2008 to June 2010
 - iii. Minimum B.A./B.Tech (B.Ed) for middle schools starting from 2009
 - iv. Minimum B.A./B.Sc./B.Tech (B.Ed) for all school teachers starting from 2010
5. All present B.A/B.Sc/B.Ed teachers be placed in Pay Scale BS-16. Starting July 2010, all School teachers having B.A/B.Sc./B.Ed qualification be placed in BS-16. Present matric and inter qualified teacher be given 4-6 years to enhance their qualification to qualify for higher pay. After 2010, every teacher in the country should be placed in a minimum of BS-16 irrespective of his/her level of teaching.
6. Performance and qualification based vertical mobility for teachers be planned. A teacher should have the legitimate expectation of rising up to at least BS 20, based on his/her qualification and performance, irrespective of the class a teacher teaches. In-service teacher development programs should be mandatory for reaching certain milestones but they should be amply provided to all without discrimination.
7. Existing pre-service and in-service teacher programs be revised on an urgent basis and different certifications for different levels of teaching be preferred over very generalized pedagogical sensitization.

6.3.5 Learning Environment

1. Basic standards for school infrastructure must be developed and enforced. These standards should provide flexibility for local environmental and weather conditions. Also these may need to differentiate in minimum specifics for boys and girls, especially at the post primary levels.
2. An awareness campaign against corporal punishment must be initiated and teachers held accountable for violations. The accountability may lead to financial losses and disciplinary proceedings.

7. Equity

7.1 Definition, Scope and Context

The concept of equity goes beyond equality of opportunity, where everyone is treated the same, to fostering a bias-free environment where individuals benefit equally. It recognizes that some people require additional and specialized support in order to achieve equal benefits. Equity in education, therefore, would take into consideration not only equal access to education of a particular standard, but the contents of curriculum, instructional and evaluation materials and practices, different ways of learning and views of knowledge, and everyone having the opportunity to achieve.

According to the Convention Against Discrimination in Education adopted by UNESCO in 1960, any distinction, exclusion, limitation or preference which, being based on race, colour, sex, language, religion, political or other opinion, national or social origin, economic condition or birth, as the purpose or effect of nullifying or impairing equality of treatment in education is tantamount to discrimination. This refers to all types and levels of education and includes access to education, the standard and quality of education, and the conditions under which it is given.

The Convention against Discrimination in Education has not been ratified by Pakistan. Although, constitutionally all citizens are equal before the law, in practice there is discrimination in various forms in the education system, mostly due to social customs and poor implementation of education programmes. Poor children, girl students, students from rural areas and students from minorities are particularly affected by inequalities and inequities in the education system.

We need to look at both equality and equity in public and private education, focusing on institutions and students. It is our purpose to address issues of gender, economic and geographic disparities, parallel systems of education and medium of instruction, especially teaching of the English language.

7.2 Gender and Education

The educational status of women in Pakistan is unacceptably low, in fact, amongst the lowest in the world. The problem emanates at the primary level, as low participation and high dropouts at that stage prevent females from reaching higher education and equitable opportunities for such furtherance do not become available to the female gender. According to the Ministry of Women Development, only 19% of females have attained education up to Matric, 8% up to Intermediate, 5% a Bachelor's degree and 1.4% achieved a Master's degree. 60% of the female adult population is illiterate. Of the 3.3 million out of school children, 2.503 million are girls. 73.6% of primary age girls attend school, compared with 92.1% of boys. Moreover, a sizeable majority of rural girls drop out of primary schools.

Women in Pakistan do not form a homogeneous entity; their opportunities vary greatly with the social system that they are part of. In rural areas, patriarchal structures often combine with poverty to limit opportunities for women, while women belonging to the upper and middle classes have increasingly greater access to education and employment opportunities and can assume greater control over their lives.

Although education has been seen to add value to a female worker, increase her productivity and make her less vulnerable to violence or harassment, it is often the economic productivity and security that are given as reasons to hold girls back from schooling. Poor families allocate scarce resources to their sons' education, expecting higher economic returns. Cultural limitations discourage parents

from sending their daughters to mixed gender schools. However, the problem is not just of demand. There have been situations where girls are enrolled in boys' schools even upto matric level, indicating that supply of quality girls schooling is falling short. Similarly, poor physical environment or lack of basic facilities in schools also discourages parents from sending their girls to schools. To remove these supply side blockages, unwavering support and coordination between all stakeholders (politicians, bureaucrats, government departments, planners, implementers and community organizations) is required. Right from 1947 till 1998, the emphasis on girls' education found due articulations in the policy documents but the physical targets were not matched with financial and social investment in the cause of female education and hence the underprivileged women of Pakistan find themselves in this appalling state.

7.3 Policy Recommendations

1. Compulsory and free elementary education of girls by 2010; free secondary education with progressive targets setting by 2020.
2. Hiring of teachers and teacher training should be oriented towards reducing gender gaps.
3. Additional resources for provinces with wider gender gaps.
4. Continuous linkages between federal and provincial Education Departments and research organizations for gender disaggregated data and analysis so it can inform policy inputs.
5. Establish realistic and attainable specific goals.
6. Set up more powerful gender groups in the Ministry of Education.
7. Commit fund allocations and human resources to implement and monitor progress towards goals and introduce a monitoring checklist. Greater emphasis should be placed on vocational training and technical education for women.

7.4 Geographic and Economic Disparities

7.4.1 Geographic Disparities

There are vast differences in education services between rural and urban areas which continue to broaden the gulf between the urban elites and the comparatively marginalized and disempowered rural population. Unfortunately, the issue of quality service delivery in rural areas receives scant attention specifically and it has been seen that the worst public sector schools are in the rural areas. Also, there are disparities within urban slums and posh areas. This is essentially a focus issue in strategic planning and needs urgent attention with incentive based improvement in quality education service delivery in all disadvantaged areas. Also contextual rural settings do not find an appropriate place in the curriculum, which has a serious urban bias that makes the subject less relevant and more difficult for the rural learner. There are perceptions of biases against universities located away from the Centre in Punjab.

7.4.2 Economic Disparities

To state the obvious, the rich go to private schools and the poor go to public schools creating apartheid like situation in the education sector. The current education system reinforces class division by preparing the working class for its role through technical subjects while the arts, social sciences and other pure subjects are reserved for the rich. Currently, the purpose of education is simply social and economic mobility and this result in just skills training not education. Poverty is the main obstacle to acquiring quality education and also the result of poor education available to the economically deprived. The vicious circle, therefore, prevents any movement out of the education related poverty syndrome.

7.4.3 Policy Recommendations

1. Greater political and financial support be demonstrably given to schools in rural and other neglected areas, where as far as possible local teachers may be hired. But even otherwise, working schools must be ensured in the rural areas not providing a dissimilar quality from the urban schools. Schools for girls in rural areas must be as near as possible geographically to population clusters and their functionality ensured through investment in physical infrastructure and incentive-based quality instruction.
2. The quality of publicly funded schools has to be completely overhauled in a realistic time frame. It is the responsibility of the State to ensure equitable opportunity to all economic groups within a society. Quality of education offered in rural areas must be the same as in urban areas.
3. The popular demand for teaching in the mother tongue should be balanced against the lack of economic prospects associated with mother tongue proficiency.
4. Scholarships, stipends and loans to promising students of poor background must be generously provided by local governments/community to provide the deprived classes a reasonable opportunity to realize their potential.

7.5 Parallel Systems in Education

Parallel streams of education can be recognized in Pakistan on the following lines:

- (i) **Sources of funding:** i.e. public sector, private commercial sector, donor supported and community-Civil Society Organizations (CSO) supported institutions.
- (ii) **Specialization:** i.e. religious education schools (Madrassahs), technical and vocational training institutions, etc.
- (iii) **Quality:** i.e. ordinary public sector schools and high quality elite schools in the public sector and high quality private sector – commercial sector schools and low quality private schools.
- (iv) **Medium of instruction:** i.e. Urdu medium, English medium and mother tongue.
- (v) **For groups outside the main stream:** i.e. non-formal education (NFE), adult literacy, special education.

While discussing these parallel systems, we must distinguish between public and private systems of education generally. The public sector can be taken to include all government and State controlled organizations/institutions, while the private sector will be defined as “all organizations/ institutions

not governed or controlled by the State". This definition equally encompasses institutions that are for profit or not for profit, religious/missionary and located/controlled from within Pakistan or internationally controlled. Within the private sector, we will focus on private commercial schools and Madrassahs as the main two streams.

Non-state players have had a significant role in the education sector of Pakistan since its inception. The bulk included elite public schools and the institutions run by Christian missionaries along with Islamic Madrassahs. The size of the private sector driven by market forces was small in the initial years. Apart from the 70's which saw the nationalization of educational institutions, a more relaxed policy was followed from 1980's onwards encouraging the growth of the private sector. In the 1990's, specific tax exemptions were extended to private institutions to facilitate their establishment and expansion.

Almost all the policy interventions have recognized the role of the private sector in delivery of education to the people of Pakistan and have in varying degrees encouraged their development and sustenance.

The last few decades have witnessed a rapid expansion of the private sector in Pakistan. Some estimate it to constitute about 30% of the education sector. The prime mover for this development has been the gradual degradation of publicly funded education, particularly school education, where quality education has not been ensured and sustained for a variety of well known reasons. Quality education within the public sector has been usurped by the urban elite and the dependable government schools of smaller towns are now a story of the past. For obvious economic reasons, demand for quality education has risen, particularly keeping pace with the greater competitiveness of the labour and better yielding jobs' market place. This has resulted in both the private sector providing quality education at a premium cost to the willing and able of the citizenry, and simultaneously exploiting the gullible poorer sections of the society into providing private education at a higher cost than government schools but not necessarily of a higher value. The consequence has been a mushroom growth of so called English medium schools with little or no real facilities but the lure of the promised land of economic empowerment, attracting parents to place their children in such institutions. This mushrooming may have caught the state unprepared and there is no real regulatory mechanism to ensure that the people get their money's worth from such institutions. Also the government has failed to channelise potential benefits from this growth and infact, there is insufficient data on these non-state providers to compel appropriate policy responses. Only very recently the Ministry of Education has completed a National Education Census, which provides dependable data and is of great statistical support to this policy review exercise.

At present the public sector's role in Pakistani education is:

- a) To provide services at different levels of education.
- b) To set up educational institutions.
- c) To establish examination, curriculum and Textbook Boards at all levels and to establish training institutions.

The private sector is playing a role in:

- a) Setting up educational institutions at all levels.
- b) Teacher training.
- c) Funding research.
- d) Providing quality education, particularly in the form of foreign degrees that the State will not offer.

- e) Providing quality professional education especially in Business, Information Communication Technology (ICT), Law and Medicine.
- f) Non-formal education.
- g) Adult literacy programmes.
- h) Most recently setting up private examination boards.

The State must recognize that education being a right of the citizens, it is the obligation of the State to ensure ample opportunity to all citizens to be educated. The retardation of standards in public schools needs to be immediately arrested and investment in physical infrastructure, intellectual assets and environmental improvement of public schools will need to be made and the political will, must demonstrate its commitment to such investment urgently and continually. Private education at the school level should be recognized, tolerated, encouraged and regulated as an additional option available to those who can afford such education. The State however, must ensure that the citizenry at large is not exploited by these providers of private education.

Another key area of encouraging private sector would be in initiatives of public private partnership in the field of education. There is a great scope of utilizing private sector expertise and efficiency at some State cost to provide a better delivery to the masses at large.

The private sector must be particularly encouraged to play its role in tertiary education, early childhood education and specialized educational institutions of quality, particularly in the field of the universities providing high quality opportunities for research. Private sector should also be encouraged in setting up institutions of professional education at degree levels, and public private partnership with representative trade and industry bodies should be utilized in the field of vocational and technical education.

Simultaneously, with policy initiatives to encourage the private sector, the State must develop institutional and statutory regulatory mechanisms to ensure quality from these private institutions and their complementarities with the government initiatives.

In addition to what has been said, there is recognition of the problems arising from separate curricula, especially at the school level of public and private sector institutions, particularly the source and kind of certification provided to the pupils. With the A and O levels on one side and the matriculation stream on the other being simultaneously pursued, a definite social cleavage is slowly expanding and thus making it difficult for the State to ensure a reasonably uniform human development across all strata of society. It is neither perhaps legally possible nor desirable at this point of time to bar foreign school certifications in Pakistan. The answer lies squarely in the option that the standards of Pakistan's own curriculum and certification must be raised substantially to bring them at par with international standards obviating the need for pursuit of parallel examination systems.

7.6 Policy Recommendations

1. Private Sector should be encouraged, with public-partnership, to complement public investment in all spheres, without the citizen being the captive client of the private sector, particularly in school education.
2. Private School education in areas where government need not make capital investments be encouraged through fee vouchers of standard fee to their pupils provided by the local governments.

3. National education quality standards to ensure provision of minimum standards of quality of content, instruction, environment and assessment to all schools.
4. Provinces to create private school education regulatory bodies to monitor, evaluate and regulate the intellectual output of private schools in line with the national standards.
5. National Education Quality Standards Organization should develop these standards nationally and consensually and ensure that the standards are managed by a nationally governed institutional framework
6. Teacher quality in public schools must be substantially raised in a predictable time frame along with the physical environment.
7. Public-private partnership be developed in:
 - a) Higher Education/Technical and Vocational Education
 - b) Monitoring and Quality Assurance/School Inspection Boards
 - c) Professional Development
 - d) Assessment and Evaluation System
 - e) Inclusive/Special Education
8. Inclusive and special education should be factored in objectives and goals of the general policy and institutional efforts encouraged to cater to mainstreaming of such education programs as far as possible.
9. Madrassah Education, as also some missionary educational institutions, are sharing a large public sector burden. These parallel systems should not be discouraged till such time that they cater to the mainstreaming of their products, to lead a life of national cohesion and respect and tolerance for others.

7.7 Medium of Instruction

Pakistan has historically been a nation with multi-lingual proficiencies. However, there are rich regional languages with strong literatures used by ethnic regions, also roughly forming the federating units. There is a long history of debate regarding an official language in Pakistan, a language of common understanding by all sub-national regions and the importance of local and regional languages in the educational and social character of each province. This debate is not without frictions between a universal acceptance of either one common language, or one language as medium of instruction in the whole country.

Given the diversity in the country, it is obvious that the solution to this conundrum would vary according to the environment of the child. In the more eclectic urban areas, the child is exposed to more than one language; at home, through the media and also the social environment. Social patterns in other parts are more monolithic, especially in terms of languages. In these set ups, the child is primarily, if not solely, exposed to the mother tongue. As the young child masters this language and enters school at the age of four or five years, he or she is expected to learn in a language, which in

the environmental reality exists only in the textbook. In such places, even the teachers mostly use the mother tongue for instruction irrespective of the language of the textbook. The child's learning faculties are blunted by a focus on learning a new language instead of concepts.

In the context of the education system, this issue has taken on equally pedagogical and political tones – and more recently, religious tones. A difficult balance must be struck to ensure language proficiency, conceptual learning, effective administration, religious learning and economic and cultural equity. This tension shows through most clearly in the medium of instruction debate. The main positions in this debate are:

- a) Mother tongue allows better expressions and conceptual understanding, and helps slow learners to progress faster.
- b) This, however, does not prepare a child for secondary education in another language.
- c) Mother tongue in Pakistan is not perceived to be the language of economic gain.
- d) Teachers in certain geographical peripheries do not know the mother tongue and some areas are ethnically and linguistically diverse with multiple languages spoken in one cluster of population. In these cases, the teacher finds it difficult to communicate irrespective of the medium of instruction.
- e) While international research supports the mother tongue as the best medium of instruction but in the context of a complex population mix in Pakistan, Urdu and English are both essential.
- f) The language of common use in society is Urdu and it has assumed the status of the regional lingua franca. However, in certain areas, Urdu is perceived as an imperialist language.
- g) English assumes a practical role in that it helps people to move up economically. However, presently there is virtually little teaching resource (human or printed) for English, and it is not considered a national language.

As a result, there has been confusion at the policy level regarding medium of instruction and half baked measures in tangential directions have been periodically introduced.

In very recent months, the Federal Ministry of Education has found another answer to the issue by declaring Urdu as medium of instruction at the middle and secondary level for social sciences and English as the medium of instruction for mathematics and natural sciences at the same level of education. This experiment is yet to take effect and it is hoped that the solution does not appear simplistic in hindsight. We must recognize the natural multilingualism of Pakistani people and therefore it may be possible to use the most productive language for appropriate subjects and at appropriate levels. However, the current severe scarcity of proficient teachers and teaching material in different languages, particularly in English, demand that the change management must be well considered, systematic and evolutionary in the time frame with the most importance placed on capacity building of the teachers as the pre-condition for imposition of a language, or the other as the medium of instruction. Policies before 1971 were more concerned with developing a harmonious relationship between Bengali and Urdu and since then the matter of medium of instruction has not really been thoroughly and academically addressed.

7.7.1 Policy Recommendations

1. Medium of instruction upto Class-V must be left to the considered discretion of the provincial governments.

2. Medium of instruction for the first three years of the child's education should be the mother tongue wherever possible. In multilingual communities like the urban areas, other languages can be used for the purpose but in the less eclectic areas the first three years of schooling have to be in the mother tongues; however, the strategies will have to focus on how to achieve this, as a number of local languages, including Punjabi and Balochi, have never been formally used as medium of instruction and therefore, it would take some time and effort to get them on the ground, especially preparation of textbooks in these languages will take some doing. A National Languages Commission may be established to help in operationalisation of the policy option and cater to the demand of development of regional languages.
3. Where Urdu is not the medium of instruction, it should be taught as a subject right from Class-I.
4. Special budgetary provisions for teaching in the mother tongue, including learning materials, teacher education, assessment options and approaches should be immediately initiated.
5. From Class-VI, the medium of instruction should be Urdu for social sciences and English for mathematics and natural sciences for all institutions, public or private, leading to Pakistani public examinations. The regional language, where desired by the provincial governments' should be taught as a compulsory subject upto Class-VIII. This will lead to a three language policy and therefore should be very carefully planned and implemented so that it is not to the entire advantage of only the urban elite but the system is made capable of providing equal opportunity to schools wherever they may be located.
6. For higher education, including college education, medium of instruction should be English for physical and natural sciences and technologies – the international language of research, commerce and trade. Social sciences education in colleges be pursued in English or Urdu.

8. Access to Education

8.1 Definition, Scope and Context

8.1.1 Understanding access

It is an obligation of the State to provide equal opportunity to all citizens for improving their status in life. In education, the basic objective should be access to quality education for all, irrespective of family income, geographic reach, gender, religion and ethnicity. This would mean that not only all children of a school-going age have schools physically available to them but that there are no cultural and economic factors hindering their pursuit of education. Access to primary education is the

cornerstone of international initiatives like Education for All (EFA) and the Millennium Development Goals (MDGs) relating to education.

Lack of access itself is a consequence of demand and supply factors. On the supply side, lack of schools and provision of inadequate facilities discourage female students from enrolling in schools. On the demand side, the biggest constraint is opportunity cost for the poor: the higher the level of education, the higher the opportunity cost. Moreover, certain cultural taboos also hinder girls' education. Normally the approach for increased access would address both these factors.

8.1.2 Context in Pakistan

Pakistan continues to face a problem of access because of low levels of public spending, literacy and enrolments, acute regional and gender inequalities, and inequalities in the distribution of budgetary allocations to education. The main factors that keep children out of education are: poverty combined with education not perceived to provide economic gains, low quality of education, traditional style of teaching and corporal punishment, long distances to schools and high student-teacher ratio.

Pakistan faces the problem of a large number of out-of-school children, both at primary and secondary levels, aside from a high number of dropouts. The population age group between 5-9 years is 19.634 million in Pakistan. Out of these, 3.300 million children are out of school. The dropout rate is 31.3% at the primary level and 30% at the middle level. Given a population growth rate of 1.9% (official figures), attainment of EFA goals within the stipulated period would require huge investments. Even if resources could be mobilized towards this end, the capacity to build and operationalize such a large number of schools in such a short time may not be easy.

Under the Millennium Development Goals and the Education for All Dakar Framework, Pakistan must reach universal primary education by 2015. This would require a major increase in enrolment rates and reduction in dropouts. Consequently, this would put pressure on the supply side where schools and facilities for the huge intake would be required. An increase in access and completion at primary level would place pressure on the middle/secondary schools to increase numbers to cater to the larger number of passing out students at the primary level. This again calls for vast resources and management abilities.

A key casualty of accelerated access is quality and there is always a trade off and debate on this, the world over. Pakistan is confronted with this problem and it will not be easy to overcome it quickly. It is always a difficult trade off as poor quality of education in itself is a major cause of dropouts from the system, therefore excessive emphasis on access may prove counterproductive in the long run.

The issue of access and its direct impact on equity cannot be postponed. We need to analyze all the factors responsible for keeping children out of education at the primary, secondary and tertiary levels on the supply side and on the demand side. While with financial investment in a phased and planned manner coupled with a strong political will, can respond to fill in the supply gaps but on the demand side an awareness campaign will need to be launched by the provincial and local governments demonstrating the social and economic advantages of compulsory education upto Class-X and the negative opportunity cost of not sending a child to school. The provision of planned technical and vocational education will help people realize that providing some education to a child will not only benefit the individual but the family, society and the country at large.

The quality of instruction and the physical environments of the schools will need to be immediately raised as they may be the main cause of drop outs from schools.

8.2 Policy Recommendations

1. A law for free and compulsory education upto Class-X must be enacted by each province, a right also guaranteed under Article 37(2) of the Constitution of Islamic Republic of Pakistan-1973. It should also include a provision for protecting rights of children.
2. Access to education should be universal and equal. Gaps in investments, over a predictable time frame, should be identified in the implementation plans. Investments should be prioritized and re-directed on the basis of these identified gaps.

8.3 Early Childhood Education

ECE is the term frequently applied to education of young children from birth through age 8. The early years are a critical learning and development stage and have life-long effects on personality and achievement. Investment in ECE saves wastage of resources on dropouts, repetition and remedial actions at later stages. By laying stronger foundations for life-long learning and higher productivity, a strong bid is also made towards sustainable human resource development. A pre-school research study even found that a high quality pre-school programme for young children living in poverty contributes to their intellectual and social development in childhood and to reduced commission of crime in adulthood. The Early Childhood Care and Education programme can make a major difference in combating diseases and help towards improving health of children.

Pakistan is committed to the Dakar Framework of Action, the first goal of which is to expand and improve 'comprehensive ECCE for all children, especially for the most vulnerable and disadvantaged.' Pakistan has set a target of establishing 42,500 ECE centres in the country. Historically, however, ECCE has not been recognized by the public sector of education in Pakistan. The traditional 'katchi' class in some public sector schools has predominantly remained a familiarization stage towards formal schooling for un-admitted, younger siblings of students. A bifurcated part of the Class I curriculum of the National Curriculum is taught and it has never been aimed to make learning a friendly and interesting process for the children. The teaching method for ECE is meant to encourage children to make choices, take responsibility for their decisions, express their ideas with creativity, respect their classmates' differing styles and abilities, and develop critical and independent thinking skills.

For the first time in Pakistan's history, ECE has been included as a component in the Education Sector Reform programme, and funding has been provided to the provincial governments for ECE programmes (Punjab is the only government that is investing in ECE out of its own budget). ECE was also included in the National Plan of Action and is being given separate attention in the upcoming Education Policy. Other new initiatives include a separate curriculum for ECE, formation of an ECE Cell in the MoE, and sponsorship of pilot ECE programmes by donor agencies. The ESR ECE programme is focusing on increased use of child-centered methods, more family participation, improved attendance and retention rates, greater access to pre-primary and primary schooling for boys and girls, and enhanced literacy among parents. The key to success for any ECE program is to involve the community and the government offices in a true spirit of public-private partnership.

8.3.1 Policy Recommendations

1. ECE age group be recognized as 3-5 years.
2. One year pre-primary education be universally provided by the State.
3. While pre-primary classes may be attached to primary schools these must be provided a separate budget, and separate teachers and assistants.

8.4 Access to Elementary Education

Elementary education, consisting of primary and middle schooling i.e. Grade-I to VIII is at the centre and heart of a State's obligations to its citizens in the field of education. This is the stage when a child is prepared for life and in him/her are developed attitudes and approaches that determine the future realization of his/her potentials and his/her contributions to his own life and the individual's role in social and nation building. Its importance and centrality to any initiatives in education cannot be over-emphasized. Every policy articulation begins with the emphasis on the State's commitment to providing the children of that country with free compulsory primary and middle schooling of acceptable standards. But more often than not the political will has not found the strength that is needed in the implementation of the targets that the State sets for itself. Even today, only 13.3 million out of over 19.634 million children are enrolled in Classes-I to V and out of these 31.3% drop out. Similarly, only 5.0 million children (out of a total population of 10.651 million in the relevant age group 10-12 years) are enrolled in Classes-VI to VIII, without discounting the dropouts. This is a malaise which perniciously retards human resource development in society. Traditionally there has been emphasis, especially in the public sector, on numerical achievements without concern for quality. The worst sufferer of the degenerating public sector schools has been the elementary and middle schooling.

This sector has received the lion's share of attention and resources, though these have not been of a satisfactory value because of the lack of political commitment to the cause of education and the resultant poor financial allocations for the education sector as a whole. With the Local Government Ordinance 2001 and the ESR Programme (2001 to 2005), the functional responsibility for delivering elementary education has shifted from the provincial governments to the district governments. Challenges of providing adequate and equitable access continue, however, to confound district governments as they did the provincial governments. Low literacy rates, particularly among women and in rural areas, and wide spread poverty still remain the key challenges. Children from vulnerable house-holds are less likely to be enrolled in schools.

Unfortunately, Pakistan has chosen to be bracketed with just 10% of the countries of the world where primary education is for the target population of 5-9 years age group. This places pressure on the child where more learning is compressed for lesser faculties. Internationally, the age group for primary schooling is recognized as 6+ to 10 years.

Although the social audit survey in 2004 indicated that enrolments were increasing, participation and enrollment rates at the primary level have traditionally been poor in Pakistan and cannot be turned around without a significant and sustained effort. Out of 105 districts, 30 have less than 20% participation rate at the primary level and only 7 have more than 60% participation rate. The concern at this stage is to both cater to the almost 3.4 million children added to the population each year, of whom only half have access to basic education and the other half have never enrolled, but also cater to the half of enrolled children who drop out before completing 5 years of basic education. Dropouts are high among girls and are increasing at a higher pace relative to the boys. Indeed, maximum drop

out of girls is at primary and middle stages. The visibility of girl students falls significantly after Grade-III. Currently 44% of the boys and 56% of the girls leave school before reaching Grade V. Male children attend an average of 3.8 years in school while female children receive an average of 1.3 years of schooling.

Despite the predominantly infrastructure-led approach to education development, the inadequate coverage of primary schools and unsatisfactory provision of infrastructure remain major impediments to access. Quality of public primary schools is another cause for concern when it comes to enrolment and retention of students. The number of teachers and their methods of teaching (e.g. multi-grade teaching in rural schools), the curricula, syllabi and textbooks, and the use of corporal punishment are major reasons for dropouts. As a result the number of children being sent to private schools is on the rise.

Since 1947, and throughout each of the policy interventions, great emphasis has been laid on provision of compulsory primary and middle schooling and ultimately free and universal education upto Class-X for all children in the country. Targets of numbers and dates have been variously set but investment and implementation have lagged far behind. We have now come to a pass where the State must pause to realize the fundamentality of school education to any subsequent fostering of full realization of potentials, developing responsible citizenship, producing a highly skilled work force and realizing the objective of knowledge based economy. All these wonderful objectives will be no more than a slogan if appropriate investment is not made in elementary education. We need to make investment both in the physical infrastructure and in the intellectual assets required for every school, including both qualified and motivated teachers and teaching aids and environment of the highest standards possible. Merely to restate a target of providing quality public education at the primary and middle level, without satisfactory arrangements of identified and committed resources needed for these goals and a well considered strategy and a time line implementation plan, will not allow the State to achieve these targets in a realistic period of time. The challenges of enrolment, dropouts and the poor quality of products in publicly funded schools are not insurmountable and are merely management issues if the political will translates into an achievable agenda and the policy goals are determined only with the prior commitment of the providers of financial resources.

The lack of political will needed to particularly address the issues of ghost schools, visa teachers, remote location of girl schools from population clusters and politically motivated corruption in recruitment and training of teachers is an issue identified by all stakeholders. The answers are well known. In recent years, there have been meaningful and positive initiatives taken in Punjab, NWFP and elsewhere, awareness and dreams will be translated into realities only with commitment to specific implementation plans.

8.4.1 Policy Recommendations

1. The physical environment of schools, however minimally that it can be guaranteed, will need to be ensured irrespective of the location of the schools.
2. Segmented interventions must give way to holistic implementation plans. Wherever possible, particularly in the rural areas, primary schools which may be efficiently co-educational, should be, over-time, upgraded to middle schools. This will particularly solve the problem of physical proximity.
3. The number of new schools needed with emphasis on proximity and transportation needs is quite easy to identify. The new schools should be opened on need basis and not for political reasons which is often times the

- main determinant. All primary schools, wherever possible, should be upgraded to middle level with all necessary facilities.
4. Mandatory feasibility studies by local governments, based on government criteria, should precede establishment of schools.
 5. Free land, where possible, may be provided by the State to private entrepreneurs for establishing schools but with the obligation of keeping the fee structure and the intellectual assets under regulation.
 6. Quality of instruction, which will include quality of teachers and teaching material including textbooks, should be at the centre of investment in recurrent expenditure. Separately in this document we have recommended minimum pay scales for publicly funded school systems and raising the minimum educational qualifications, over an identified and realistic time frame.
 7. Primary education official age group be redefined as 6-10 years.
 8. The issue of dropouts has to be seriously addressed and the State must plan to provide a real free education when we must add to tuition, free textbooks, and free uniforms to needy and meals, particularly to girl students. In addition, stipends to deserving pupils of lower income households may be instituted with the help of civil society organizations and donors to address the issue of opportunity cost of sending a child to school.
 9. Free and compulsory education upto Class-VIII should be achieved in no more than the next three years and the provincial and local governments must prepare strategy and plans to achieve these objectives. Necessary legislative and administrative measures be taken to ensure achievement of this objective. The fiscal space currently available in the economy must be canalized more to education than to other projects of immediate political harvest.

8.5 Access to Secondary & Higher Secondary Education

While elementary education determines the contours of the life pursuits of an individual, Secondary and Higher Secondary education determine the manner and measure of an individual's performance as a citizen and as a contributor to the economy both for individual and State benefits. History has shown that countries that have developed secondary education earlier have benefited from it as a link between basic and tertiary education, as well as the provider of quality human resources for the labour market (particularly in the context of globalization and knowledge based economies). Secondary education is also a continuing formative phase to inculcate a value system within children.

In recent years, most developing countries have focused on basic education without adequate planning for the secondary level. The ratio of secondary to primary schools in certain parts of Pakistan, for instance, is 1:16. This sector is infested with issues of quality, relevance, access and dropouts. The dropout rate at this level is 45% as compared to 30% at the primary level. This may be because of the higher opportunity cost of education at the secondary level. There have been efforts to make secondary education more relevant through introduction of technical streams but the results have been mixed. A serious issue at the secondary level is the decreased participation of girls due to cultural constraints. This is a serious concern since there is enough evidence from research to suggest

that girls' education at the secondary level has positive impact on other social indicators including infant mortality. The higher secondary stream in Pakistan, Classes-XI to XII, has emerged as a separate entity in its own right as it is designed for filtration of career options. In previous policy documents, secondary education has been variously addressed with a particular emphasis on technical and vocational education for these age groups where its target for free education upto Class-IX and X has been designed but unfortunately there has been no worthwhile achievement in this area.

We have to address certain basic issues to diagnose the reasons why secondary education has been an area of neglect. We define its role, particularly in nation building, and then accord appropriate emphasis to education at the Secondary and Higher Secondary level.

For the vast majority of the population, even when free and compulsory education upto secondary level is available, a completion of education at Secondary and Higher Secondary level marks the end of the educational career of the individual. It has, therefore, to be ensured that the product of Classes-IX to XII is provided a wholesome education in a variety of optional fields which should sufficiently prepare the individual for a useful life for his economic benefit and be a productive citizen of a developing country. We cannot just produce school graduates of irrelevance to life and livelihood who could then become a burden on society as they cannot realize their full potential. An important aspect of education service at this stage has to be proper counseling of students to choose one stream or the other that best matches their potential with the future in the economy. We must dissuade the child who is likely to culminate his education at the secondary level, from choosing subjects that remain irrelevant unless pursued upto the highest levels.

Technical and vocational education is finding greatest support everyday from educational planners but is not fully contextualized in the geographical and sectoral needs of skilled workers, in partnership with the trade and industry bodies. So we have not so far succeeded in producing skills of the desired field and therefore all products have not been absorbed in the system. The initiatives in this field must be formally organized, not in separation from planners of education in general, but in conjunction with such interventions. We have dearth of a skilled labour force and the economic returns for appropriate skills are quite promising; so the provision of the technical and vocational education has to be contextualized in industry and technical schools and polytechnics should be established at appropriate geographical locations, instead of selection of sites for political considerations.

8.5.1 Policy Recommendations

1. The current policy review must restate the objective that free, universal and compulsory education must be provided upto Class-X in a predictable time frame to be prepared matching the streams of financial investment that *can* be made available to this sector or which *must* be made available to this sector. It should be no later than by 2020.
2. In the Higher Secondary Classes i.e. Classes-XI & XII there should be the elective streams of humanities and social sciences, and natural sciences in the secondary schools and separate diploma awarding Higher Secondary Schools/Polytechnics for technical and vocational education established on identified need basis.
3. The purpose of Higher Secondary Education is to ensure analytical, conceptual, and skills development in an individual. The training in asking

questions and finding answers should begin more specifically and consciously at this level.

8.6 Access to Higher Education

The importance of higher education as an engine of socio-economic development for Pakistan cannot be overestimated. Good quality, merit-based, equitable, efficient tertiary education and research are essential to develop a knowledge economy, to improve standards of living and to avail of social benefits like better health, lower crime, civic responsibility, environmental awareness and a more tolerant and inclusive society.

With an ever-increasing population and increasing demands from the economy, widening and increasing participation has remained a permanent goal of the higher education sector in Pakistan. Unfortunately, lack of political will and finances over decades have produced a higher education sector that is both small in size and low in performance – a condition that is not compatible with national objectives to develop as a modern and competitive society. Additional factors like poor quality of education at the secondary level, poor grasp of English language by students, and the unstable socio-political environment of universities heavily impact the quality equilibrium. At the turn of this century, only 2.9% of the approximately 21 million people between the ages of 17 and 23 in Pakistan had access to university education. At present, there are a total 114 universities in the country – only 64 in the public sector. There has been a proliferation of private universities in recent years, but they have tended to specialize in market-oriented disciplines like IT, Management Sciences and Business.

The Higher Education Commission (HEC) was formed in 2002 with strong political support and substantial budgetary allocations to start an extensive reform process in higher education. To improve **access**, learning needs for the 21st century had to be balanced with the willingness/capacity of institutions to expand. It has therefore been a priority to optimize the utilization of existing resources and focusing on physical infrastructure development, as well as technological infrastructure development so that modern approaches including distance education methodologies can play their proper role. To raise participation in higher education, the HEC has also focused on **quality** improvement in faculty, research and learning environment, curricula, governance, assessment, accreditation of institutions, and industrial linkages. **Equity** issues have been approached mainly through the provision of need-based scholarships for marginalized groups. As per the latest data, enrolment in public institutions is now increasing at approximately 30% per year – at par with the private sector.

The HEC has declared the following as its core strategic aims:

- a) Faculty development
- b) Improving access
- c) Promoting excellence in learning and research
- d) Relevance to the economy
- e) Developing leadership, governance and management
- f) Enhancing quality
- g) Physical and technological infrastructure development

As has been discussed above, higher education has only recently received greater emphasis than ever before. If we recall the goal of the 1947 Education Policy statement, it was expected that a class of elite would be created through higher education that would determine the quality of our civilization and would direct and plan our national life. This aspiration is true even today and investment in

higher education will permit the society to achieve this goal. The issues of relevance and quality of higher education will allow the product of a university to be equipped with the capacity to innovate, create and determine the contours of a knowledge based economy. The emphasis on quality needs to be further strengthened, as only numerical achievement in the field of higher education is not a necessary guarantor of a quality product. Our universities must become centres of research and creative learning, providing answers today to the questions of tomorrow and not learning today the answers of yester years.

Presently with the national investment in education at 2.2% of the GDP, investment in higher education is around 15% of this outlay. In our view while investment in education should rise, over the next 4 years, to 4% of the GDP, the share of higher education should rise to the level of about 18-20% of the total investment during the same period. In another 5 years, while the investment in education should increase to 6% of the GDP, a quarter of that investment should go to higher education by 2015.

While higher education has been in the lime light over the last 3 years, it has been perceived to be at the cost of elementary and secondary education. However, in absolute numbers, higher education needs further financial resources. It is another matter that investment in elementary and secondary education (including higher secondary education and TVE) must be substantially increased to create an intra sector balance between various sub-sectors. The perception that education is completed only on obtaining a tertiary degree does not necessarily hold good and this needs to be changed. Only those interested in research should go for higher education.

It also appears that the emphasis on sciences is at the expense of humanities thus compromising transmission of basic and cultural values. It also appears that Higher Education Commission (HEC) is working in divorce from other policy frameworks.

While the HEC is keen to improve the key areas of access, quality and relevance, quality issues in higher education institutions continue to persist and more long term answers are needed rather than celebration of short term numerical achievements. There is a serious concern about the quality of distance learning provided by Allama Iqbal Open University (AIOU). This has pervasive repercussions on the quality of such pursuits, and particularly affects in-service capacity enhancement programmes. It is understood that AIOU is conscious of its current weaknesses but strong commitment and investment needs to be made in AIOU because of the wide spread influence that it has over so many areas of learning and production of skilled people for economic development. Greater investment needs to be made in assurance of quality product from higher learning and the HEC must ensure that assessment procedures in higher education are of the highest international standards and the HEC being a regulator needs to be a guarantor of all university degrees in Pakistan for minimum acceptable standards.

Regarding relevance of university education, the issue will be separately addressed in this document.

8.6.1 Policy Recommendations

1. The present initiatives of HEC should continue transparently and fairly and greater investment in higher education may rise to 18% of education financing with a total investment of 4% of GDP in education by 2010-11 and rising to around 24% of expenditure on education with total investment in education reaching 6% of GDP by 2015.

2. Distance learning through AIOU needs complete overhaul and the required investment must be readily made upfront, as its products are known to be affected with serious deficiencies.
3. Higher education should not be over subsidized as that has traditionally encouraged unnecessary burden on university resources, enrolment of non-serious students in universities affecting the academic environment of a higher education institution and also producing holders of university degrees with little scope of absorption in the economy due to questions of relevance and quality.
4. The State must provide substantial stipends to deserving students with limited financial resources to ensure that they are not denied a research-based education.
5. Public sector universities should develop specialties on the basis of historical interest, local context and existing facilities. Public sector universities unnecessarily appear to be competitive, in offering the widest variety of disciplines and therefore scarce resources are thinly spread at the cost of providing quality at one place.
6. Faculty development should continue in the spirit and in the momentum in which it has been started. However, only achievement of numbers should not be the objective but products of international standards must be produced within the country.
7. Education at the university level must be strongly based on research, which needs to be supported to improve knowledge and learning.
8. Higher Education in social sciences and Natural Sciences and Technologies must be balanced. The role of education in Social Sciences in reducing conflicts from society must be recognized and emphasized.

8.7 Literacy and Non-formal Education

Literacy is the meaningful acquisition, development and use of the written language. It is seen as a process by which technical skills in reading, writing and numeracy are acquired, which then become the base for all further learning (formal and non-formal). Thus not only is literacy a basic human right in itself, it is also linked with the fulfillment of another basic human right, i.e. elementary education. It is important, though, for the skills to be functional in relevant ways and transformative in nature, so that learning involves social awareness and critical reflection, and thus builds a learner's capabilities for effective social and economic participation and socio-cultural and political change. Benefits for the learner also include self esteem and empowerment, political benefits, cultural benefits (such as questioning attitudes and norms), social benefits (like better knowledge of healthcare), and economic benefits (e.g. returns on investment in adult literacy).

According to the latest definition, Pakistan recognizes as literate a person who can read a newspaper, write a simple letter in any language and do simple addition and subtraction. On the basis of this definition, Pakistan has a literacy rate of 53%. Eradication of illiteracy has been accepted as a responsibility of the State in Article 37(b) of the Constitution of Pakistan-1973. Progress towards this goal remains slow, however, and disparities persist on the basis of economic status, gender and location. For instance, there are only 57 literate women per 100 men in Pakistan. Another example is

that literacy rates (of population 10 years and above) range from 77.83% among the urban male population of Sindh (Karachi Central) to 1.96% among the rural female population of Balochistan (Dera Bugti).

The literacy ratio has been negatively affected due to the absence of a meaningful and ambitious literacy programme in the past. Although almost 15 major literacy programmes/projects were launched in the country under the auspices of Ministry of Education since independence, these were not prepared with a national and holistic vision, rather on a very small scale, only in selected province(s) and few districts, leaving little impact on the overall situation. Even these programmes were inconsistent and mostly terminated before the envisaged period. Each regime experimented in its own way. The National Commission for Human Development launched the first-ever mega literacy programme at the national level in 2002, initially in 16 districts (4 in each province) and later expanded to 105 districts of Pakistan. Wide-scale literacy programmes are also being supported and managed by the Punjab Department of Literacy and NFE, NWFP Elementary Education Foundation, ESRA literacy programme in Sindh and Balochistan, and NGOs like Bunyad, Sindh Education Foundation, Institute for Development Studies and Practices, Khwendo Kor, Khoj, Pakistan Association for Continuing Adult Education, Adult and Basic Education Society, Society for Community Support for Primary Education in Pakistan and Institute of Mass Education-AIOU.

Since 1947, we have shown concern to vigorously attack the problem of illiteracy with determination and commitment. Unfortunately, in the last more than 50 years we have not reached the literacy levels we have planned and adult literacy remains a prime area of concern. The causes of low literacy are well known and variously articulated. We need to identify the critical impediments to improving literacy rate in Pakistan. It has been identified that efforts to combat illiteracy have been half hearted, discontinuous and not suited to local conditions and requirements. Moreover a lack of political will to lead the literacy movement in respective constituencies has been a major cause for the continuance of this problem.

The lack of institutionalization of adult literacy programmes in the development planning of the country is now receiving some attention but various experts are of the view that the lack of an independent infrastructure or mechanism at the national level to successfully undertake the challenge of literacy in a qualitative manner lies at the root of poor success in these efforts.

8.7.1 Policy Recommendations

1. A national vision of basic learning needs, keeping in view the challenges of economic development, international trends, goals of empowerment and self reliance in the socio-cultural context of Pakistan needs to be articulated.
2. A longer term focus on particular geographic areas is needed rather than short term interventions that depend on people to enroll at literacy centres.
3. Investments in massive capacity building programmes for NGOs in the field of literacy and non-formal education need to be made.
4. Advocacy for literacy is needed to be made at a higher gear of acceleration, particularly with the use of mass media.
5. Vocational training as an integral part of the non-formal system must be more visibly emphasized.

6. A National Institute for Training & Research in Adult Literacy and Non formal Basic Education be established with Literacy Resource Centres at provincial and district levels.
7. A non-lapsable National Literacy Fund be created and managed nationally.
8. The existing literacy curriculum be updated and instructional material be developed, and professional development programme to impart training be enhanced.
9. Ministry of Education should develop and implement the National Curriculum for literacy.
10. It must be recognized that literacy will be contextual in numeracy contents as well as life skills.
11. Non-formal Education must have a clear linkage with industry(service industry, agriculture and manufacturing industry) and internship programmes should be part of NFE to make such capacity enhancements directly resulting in economic benefits.
12. The medium of instruction in NFE Institutes should be left to the provinces.
13. The benefits and career planning of NFE teachers should be so developed that they could ultimately find appropriate merger with the formal system.
14. The students in NFE programmes between the ages of 10 and 15 should be mainstreamed into the public education system and a system of equivalence will need to be developed to permit such mainstreaming.

9. Relevance

Educational planning is responsible for and responsive to a specific national environment –moral, social, physical and economic. It is not planned in a vacuum of abstractions. Hence, relevance of education is the underlying theme of all State and national efforts in providing the citizens fair and equitable opportunity to enrich their lives through education and fulfill their obligation in the social contract with the State and add value to nation building. Education, therefore, has to be relevant to life of a citizen (both as an individual and as member of a society), relevant to nation building and relevant to livelihood. It has to be mutually satisfying to the citizen and the State to ensure that education improves the economic condition of the individual and allows him to participate in the economic well being of the State.

When determining the relevance of education to a specific national condition, the current milieu of the society and its future aspirations determine how education is made relevant to life, livelihood and nation building. In Pakistan, the ideological base that governs the life of the majority is Islam. So education for life must provide the growing citizen full opportunity to be exposed to an unbiased and progressive code of values driven essentially from the religion. The duty of the State is not to cater to peculiar and individual family nuances of rituals and procedures in religion, but it is the obligation of the State to sensitize the Muslim individuals to the value system ordained in Quran, governing his or her life as an individual and as a member of society.

Relevance in education must also ensure that equal emphasis on application of knowledge accompanies theoretic introductions. Education should be seen as a self reliant, life skills and life long learning process. The content of education should proceed gradually from early childhood to higher education and in phases relate education to life, citizenship, nation building, economic empowerment and higher knowledge based on research, in that order. So relevance will need to be determined at each level of education with a different but inclusive driving force. The educated citizen must be aware of himself/herself, be aware of his/her Creator and be aware of his or her surroundings, both social and physical. This will prepare him/her to contribute to the strengthening of Pakistan's nationhood and be an equally productive citizen of the world, responsive to environmental pressures and changes. A relevant education system will ensure the encouragement and enhancement of capacity in critical thinking and analytical abilities, not only amongst students but also amongst teachers.

At the earliest level of education, the purpose is to encourage the cognitive and analytical capabilities in a child.

Elementary education should open up vistas of imagination and encouragement of the thinking processes and not be a physical burden on students and teachers where the opportunity cost attached to children's schooling may cause them to distance from schooling because of the unwelcome load of teaching materials.

In the middle schools years, the purpose would be to continue to develop cognitive and analytical capabilities of a child but now add to it, consciously, environmental awareness in the child. This awareness of the environment will include the moral environment, the social environment and the physical environment. Also adding to the continuing teaching of languages and mathematics the curricula must add basic I.T. concepts to mathematics and in addition formally introduce the child to the social sciences, the natural sciences and the religious sciences.

As for religious education, it is perfectly possible to introduce the Muslim child to Islam through stories from the Quran in simple language which determine the parameters of the moral life of a child and simultaneously improving his/her knowledge of one or more languages. The basics of mathematics will introduce rationality and logic in the thinking processes of the child.

9.1 Local Cultural Context

Emphasis of the local context is an issue that affects education at all levels – whether curriculum, inter-tier relations, school management, enrolment and retention, or learning achievement. In a geographically and ethnically heterogeneous society like Pakistan's relevance of education to local context can make the critical difference between literate and illiterate populations. The entire education system (policy, practice and content) has to be cognizant of this heterogeneity and be contextualized as per local economic, social and cultural systems. For instance, in parts of Balochistan, NGOs are known as organizations that allow men and women to travel together in the same car. This seemingly insignificant factor has actually become a cultural issue, portraying NGOs in a negative light and making it difficult for them to operate. It is not only religious leaders who are suspicious of culturally alien interventions; tribal sensibilities can also be offended in such cases. The new local governments in Balochistan are reported to have indicated that they will support interventions in education and health only if social and cultural values are not impacted, because both education and health involve interface with females.

One of the key issues identified during consultations was that curricula and textbooks contained material and references that children (in some cases, even teachers) were unfamiliar with. The English language course is lengthy and its vocabulary and poetry difficult for students to grasp. English is seen as a useful international language but in its present shape it is responsible for rote learning and dropping out.

9.1.1 Policy Recommendations

1. At the primary level the courses should cater to the requirements of the specific culture/province. Introduction to diversity should be left for later classes. Lessons should be about local issues, personalities, etc. that are familiar to the students as well their parents.
2. Curriculum should accordingly be modified to make learning interesting, exciting and promising. From Classes-I to V, the curricula should aim at essentially introducing the child to three propellers of education – language, ethics and mathematics. The language lessons can be so designed as to introduce the child to basic concepts of hygiene, environment, geography and our value system as derived from all acceptable sources. This can be incrementally done corresponding to a designed increase in the child’s vocabulary. In Classes-I to V, there should be no other burden.
3. In social sciences in the three years, Class VI to VIII, the child should be gradually introduced to history, geography, environment, civics and hygiene. In natural sciences in these three years, through locally contextualized textbooks, the curricula should cover basic familiarity with physics, chemistry and biology. Under the third specific segment of religious education the child should be introduced to Islamic studies in a formally organized and structured form (as distinguishable from ethics through stories from various sources to sensitize the young citizen to his moral duties to God and man. Non-Muslims shall be offered a course in Ethics/values derived from recognized sources of such conduct.
4. The burden on the child during these three years of middle schooling must be enhanced incrementally and interestingly through textbook writing by professionals of the highest standards and not merely a product of favoritism.
5. Secondary Education and Higher Secondary education should be taken as one composite sub-sector and the separations removed preferably in no more than the next five years. All secondary schools should have Classes-XI and XII added or alternatively all intermediate colleges should have Classes-IX and X added to that institution. This choice should be made on the basis of physical locations of the current institution, to add proximity to the targeted population. Classes IX to X should introduce elective streams for students preferably on the basis of counseling. In classes-IX to X, in addition to languages, Mathematics, Civics (Pakistan Studies, Hygiene and Environment) Ethics – Islamic Studies, the system should allow the students to choose one of the three streams i.e. natural sciences (Physics, Chemistry, Biology, I.T), social sciences and technical and vocational skills. There will be a need to make investment in the physical infrastructure of secondary

schools to provide for the technical and vocational skills particularly. But this is an investment that the State owes to the citizens and a complete separation from other streams during Class-IX and X may not be socially desirable.

9.2 Globalization and Market Linkages

Globalization is manifesting itself in both economic and cultural forms in Pakistan. Many children are now exposed to a wider world through television, although access to a cable service is less common. Many express high career aspirations, such as becoming doctors, computer scientists, cricketers and pilots. Globalization has also affected employment levels and skill standards, allowing societies with better skill standards and knowledge base to compete even when they are not geographically close to markets.

Pakistan's economy has graduated from being a closely protected, public sector economy to a globally integrated, private sector led economy. Its education system now needs to keep abreast with the pace of knowledge advancement all over the world so that students do not feel the need to go abroad to study, and thus the brain drain is stopped and the economy stabilized. Curriculum, in particular, should have the flexibility to accommodate local requirements and opportunities so that children are able to develop appropriate and relevant skills. Professional degrees need to be sensitive to the requirements of the market, especially where there is space in the market to absorb new entrants. Industry linkages, in turn, are essential to improve management in institutions, to make curricula relevant to the job market, to improve the qualifications and quality of employees, to create career and employment opportunities, and to respond to changes in technology affecting industry. Effective industry linkages would focus on employers' active involvement in improving and reforming education, instead of launching limited projects.

It has been noted that there is a demand supply imbalance i.e. a growing demand for skilled workers, particularly in industries with international linkages, but the corresponding labour force is inadequately skilled. Vocational and technical education does not involve industries, stakeholders and its market linkages are weak or misplaced geographically. This may be partly because there is no proper demand data available and partly because establishment of institutes is influenced by local politics. The current technical and vocational training system is not designed to cater to the distribution of livelihoods in Pakistan, of which only 14% were concentrated in industry. Agro industry based skill development has not received sufficient interest. Insufficient and improper counseling at the end of middle school and absence of formal counseling in public schools does not encourage proper choices by students and their skill development is not responsive to their potentials.

9.2.1 Policy Recommendations

1. Issues of child labour in educated but unemployed labour force have to be wholesomely and holistically addressed by provincial governments.
2. Institutional linkage with industry be created at the national and sub-national levels to link specific industry associations with educational institutions pro-actively.
3. Sectoral centres of excellence in technical education related to specific industries in specific geographical locations should be set up.

4. Private sector must get involved in providing technical education and managing skills development particularly as a public private participatory venture.
5. Vocational institutes should further encourage home based work for women, local handicrafts and cottage industries, possibly through cooperatives. Industry's collaboration in students' assessment, curriculum development, and industrial experience in cooperative projects should formally be institutionalized.

9.3 Relevance to School Education

The beginning of the education supply is most critical to the formation of individual character, exploitation of his or her productivity and in creating a social order which is free of dogma, conflict, intolerance and prejudice. The relevance of early school education to life and nation building must be recognized through course contents and the liberation of the education system from the clutches of obscurantist bigotry, whether it is bigotry of ideas or bigotry of beliefs. In the first eight years of school education, the child should be able to develop a personality which will permit him to realize his or her full potential as an individual who can enrich his or her personal life and the life of the society as a whole. Education from Class-IX to XII must be made relevant to the socio-economic surroundings and the quality of public schools at that level has to be paid due attention as school life in this age group will essentially determine the benefit that education can impart in later years to the individuals.

The poor state of school education is reflective, in part, of the low value placed on education in remote or underdeveloped areas. It is difficult to justify to parents the economic and social rewards for the time spent in school against the addition to income that a child brings to a poor family. However, material, literature and resources in schools – if used properly – can go a long way in creating relevance of education amongst students from diverse academic, social, economic and cultural backgrounds. Learning needs of children vary according to the cultural and economic environment. The needs of the rural poor will be different from an urban slum dweller. Thus an overarching principle cannot be applied.

The three streams to be provided to students as a choice beginning with Class-IX must receive attention at the implementation stage in the quality of teachers and teaching materials. The technical and vocational stream in Class-IX and X will need commitment and investment.

9.3.1 Policy Recommendations

1. School education should have relevance both for life and the employment market and students completing secondary education should be able to get employment in the economic market place. The contents in secondary and higher secondary education should accordingly cater to these future needs.
2. Technical education must be introduced at the secondary level.
3. An awareness of technical, commercial and vocational subjects should be created during Classes-VI, VII and VIII through lessons in languages and sciences.
4. Civics, health, nutrition and environmental education should be compulsory at elementary level as detailed in earlier chapters.

9.4 Technical Education and Vocational Training

While successive governments have realized the important role of trained, skilled and proud blue collar employees with profitable jobs, little has gone into real investment in this area. Policies and plans have been developed generally in divorce from the overall educational policy planning. Even presently, the National Technical and Vocational Education Commission is housed outside the Ministry of Education. This disconnect and divorce is detrimental to the incorporation of technical and vocational education's awareness in early and secondary education. The efforts do not get mainstreamed into general educational planning and energies and resources are wasted in dissipation.

Introduction of technical and agro-technical education has been a trend since 1947 under different governments. TEVT can play a pivotal role in the economic development of a country if it:

- a) responds to industrial and technological changes around the globe
- b) provides job-market oriented training
- c) is capable of providing on the job education and training at the workplace
- d) is flexible to accommodate all capable with minimum requirements
- e) provides financial assistance during training
- f) promotes a culture of micro financing for self employment
- g) provides equal opportunities for higher education to the TEVT candidates

Research and experience have shown that students from lower income families and students who are academically average or good usually opt for technical subjects. Subject combinations with technical components are more popular than combinations with humanities components, and students usually report that studying technical subjects does not handicap them when moving on to higher studies after the Secondary level, or after matriculation. In addition, a significant number of parents claim that their children apply at home the technical skills they learn at school.

Despite these advantages, the allocation of time for technical subjects in schools has gone down over the last thirty years and the state of technical and agro technical education has remained grim. Almost all the funds disbursed so far have been used for brick and mortar, rather than improving existing facilities and investing in equipment and human resources. As a result, a large number of provincial schools do not have adequate equipment or tools, and there are cases of unqualified teachers teaching technical subjects.

Many students opt for vocational training to learn a specific skill to lend a helping hand to their families. This training need not be the province of any one party; it could be provided by the public and the private sector in a number of locations (on the job, at school, in a training centre, or at a community centre). Under school-based training, there are options for comprehensive or vocational secondary, vocational schools or streams, and technical schools or streams. In an employment-based training, it is possible to set up dual apprenticeships or traditional apprenticeships.

9.4.1 Policy Recommendations

1. National Technical and Vocational Education Commission should liaison with the federal Ministry of Education, preferably through an Education Sector Committee of the Cabinet, for purpose of policy co-ordination.
2. Technical subjects should be introduced in schools in a phased manner, beginning at the middle level as awareness campaigns through lessons in languages and sciences and later as separate full-fledged streams starting Class-IX, preferably in separate schools

3. For higher secondary education in technical subjects separate institutions/polytechnics should be established at sensibly selected sites, locally contextualized and corresponding to the demands of such skilled workers. New emerging courses, particularly related to I.T., should be included in technical and vocational education curriculum right from Class-IX. While introduction to technology and vocation to evince interest of the students may be done in different courses between Classes-VI to VIII, separate streams for technical and vocational courses should start from Class-IX.
4. Aptitude test at secondary level should be mandatory to ensure bifurcation of students into two streams, higher education (humanities, social, Islamic and physical sciences) and technical/vocational training.
5. Technical universities should offer Bachelor, Master and Ph.D. programmes for polytechnic diploma holders in every province.

9.5 Relevance to Higher Education

In the previous chapter, we have in detail discussed current initiatives in hand and the kind of future financial allocations needed in the higher education sector.

The HEC is introducing specific programmes, disciplines and areas which have been identified as priority national programmes. Accordingly human resource development efforts are underway to meet the national human resource requirements. For example, the total engineering enrolment at the national level stands at 26,000, whereas, keeping in view our population size, a country like Pakistan needs 20 times more qualified engineers. Engineering has thus been placed at top priority. A billion Rupee budget has been earmarked for every engineering university for its up-gradation and improvement of standards. Software is being purchased and licenses are being obtained for the design software.

In health sciences, there was a gap in training programmes for paramedics and nursing. Thus a Nursing Task Force has been set up and three universities have been funded to set up nursing programmes. Pharmaceutical Sciences and Livestock are also amongst the priority areas.

The HEC is encouraging universities to prepare a 15-year vision, relevant to institutional needs and intended reforms. Universities are responsible for identifying the key drivers, among which are relevance of programmes and formation of industrial linkages. Bringing universities and industry together has been one of the most challenging tasks for the Commission.

New universities are being established keeping in view the entire gamut of requirements including equipment, space and intellectual resource.

HEC is also focusing on requirements of different geographical areas so as to give a boost to the local economy. E.g. a Department of Archaeology is being funded at Khairpur, and a Date Palm Research Centre has been set up there.

E-books are being introduced to counter the dearth of printed material/books. The Commission is also negotiating with publishers over legalizing the printing and publishing of books at low costs, keeping in mind that most students in Pakistan do not have access to resources.

During nationwide consultations, there was a recommendation to keep higher education relevant, education at the university level should be field-based and research-based. Students should be

provided internship opportunities so that they could link theory with practice. While the concept of knowledge-based economy is manifesting itself in various current initiatives of the HEC, the relevance of higher education in enabling a society to move from one level of civilized life to a higher level, in the philosophical sense, is not receiving the attention that it deserves. The current emphasis is entirely on applied subjects, although Ph.D. in pure subjects is being encouraged also. But that is perhaps more for purposes of faculty development of higher educational institutions. Unfortunately, the HEC did not recognizably demonstrated value on research and higher learning in social sciences. In the documents and presentations made available to us for this exercise, social sciences did not find any mention. A knowledge based economy is not and cannot be a robotized economy. Social sciences, in determining the need and character of a society, will continue to play an important role in propelling individuals to pursuits of higher living.

Any increase in industrial output, any increase in GDP, or any economy growth rate is in itself no guarantee in developing a society that is tolerant and conflict free. Only research and education in social sciences enables societies to equip themselves with the tools that are necessary to fight conflict. And conflict in society will always be a deterrent to economic development, the number of engineering graduates in a state notwithstanding.

9.5.1 Policy Recommendations

1. Higher education should continue with its investment in applied sciences and research in pure sciences.
2. The role of research in social sciences must be recognized and sufficient resources made available for its development, not only for faculty development but also for ensuring that suitably inclined students undertake research in social sciences and produce ideas and schemes that will provide the enabling field needed for economic and social development.
3. Enrollment in higher education to rise to 10% of target population by 2015, and 15% by 2020.

9.6 Teaching of English Language

English has been the second language of a large number of people belonging to areas now called Pakistan, for the last one hundred and fifty years. It was imposed as the language of the rulers during the British rule and was also pursued because Indians aspiring to improve their social status and their economic conditions tried to cultivate themselves in the English language, to benefit from English patronage and recognition and simultaneously share the measly bits spared for them in the corridors of power. So there is a strong tradition of pursuit of English language as a goal and means of education particularly for the elite. It was also the official language for higher positions in the government and it has remained the official language of the Government of Pakistan from 1947 to-date, futile efforts of ushering in Urdu in its place notwithstanding.

So English was the official language of authority and the language of the elite and was understandably perceived as a vehicle for social and economic advancement. After 1947, English has continued to enjoy privilege of the British times, though no more considered imperialistic in dispensation. In the meantime in the last half a century or so, the influence of English language has broadened way outside the original English speaking countries. It is no more the language of Anglo-Saxon descent but is now a language of international communication, cosmopolitan life and trans-national trade and commerce. English has grown from its colonial aura of luxury and prestige to an

international necessity in the globalized world. International communities do not view it as merely a foreign language of a politically superior descent but a basic necessity for inter-personal, inter-corporation and inter-state communications without any national borders.

Therefore today English has acquired importance for pursuit and participation in international research, trade, commerce and other avenues of international communications. It is no more considered as of alien disposition and hence in recent years this dynamic language has increased its use by embracing new terminology from all possible sources. The importance of English language for advancement in the comity of nations cannot be overemphasized.

Historically, proficiency in English language has been the privilege of the elite and those who have been kept outside the facility of this language were at a disadvantage. Everyone now needs to learn English, not because of any colonial trimmings attached to it, but purely as a need for perhaps being the only universal means of communication. To ensure that our education system provides for imparting instruction of English language to all people across the entire breadth of the country, it is important to comprehend the usefulness of the facility of the functional language and all the public schools should provide instruction of English language of uniform standard.

9.6.1 Policy Recommendations:

1. English should be made a compulsory subject, starting from Class I, in all public schools. Such compulsory education of English should only start after suitably qualified and appropriately trained teachers for English language are available to staff positions in all primary schools of the country to ensure that the benefit is assured to all the citizens, and not just the elite.
2. English language teaching in schools should essentially be concerned with the functional language.
3. Special pre-service and in-service training programs for teaching of English as a foreign language should be developed and initiated in colleges of education.
4. Provincial governments should immediately develop a nucleus of teacher trainers with the assistance of foreign experts for the teaching of English at the elementary level.
5. English should be compulsorily taught as a subject till Class XII.
6. For all college education in sciences and technology and for all university education, English should be the medium of instruction, in addition to its similar use for teaching of science and mathematics in secondary and middle schools.

9.7 Information Communication Technology (ICT)

The revolution in communications over the last about half a century has changed the way of life on this planet. The advantages, if any, of isolation, disconnect, separation of identities and economies have become irrelevant in a highly interactive and inseparably interdependent world. The term globalization cannot be over emphasized. The future now does not belong to benign isolationism but to pro-active interaction.

ICT is the engine of this interaction, which shapes our lives and determines our success in this information age and the global economy. Developed countries were early in incorporation and the leveraging of ICT in their education system to acquire the edge of “knowledge” over other countries. Developing countries are now conscious of this tool to the knowledge which guarantees timely and optimal use of their natural resources - particularly the human resource.

The capacity and the possibilities offered by ICT in improving socio-economic life are almost limitless. Hence there is need to fully integrate ICT in education to exploit its potential to overcome any challenges to expansion of quality education. Over the past decade, we have witnessed the flourishing “knowledge societies” whose well-educated and ICT savvy population has helped them increasingly graduate from “developing” economies to “developed” economies.

The development of a knowledge society hinges on the creation and dissemination of technology based information.

The present education system in Pakistan offers only minimal curricular resources for students. In most primary schools this is just a textbook. The pedagogical focus is on fairly low-level cognitive skills like memorization of material. Secondary school programmes are producing few students in the areas of science and technology and its standards are not internationally competitive.

The current national education and Information Technology policies do not promote full integration of ICT in the education system. The National ICT Strategy for Education in Pakistan is a well developed document which should be adopted.

The HEC with its emphases of ICT in higher education and creation of the Virtual University has initiated several positive steps. Initiatives in school education are still rather few and far between.

9.7.1 Policy Recommendations

1. The planners must capture the opportunities offered by ICT in improving the quality and quantity inputs in the education system.
2. Provincial governments should adopt the ICT Strategy for Education and proposed plans for controlled use of computers and internet in all middle schools with electricity currently available. Plans should cater for this use in all schools ultimately.
3. Early Education should, incrementally, introduce the child to ICT, make him computer friendly and sensitize him to the exciting world of ICT, albeit in a controlled manner.
4. For Higher Education, use of ICT should be intensified and diversified. Academic resources of the world should be available to college and university students through internet linkages with libraries world-wide. Investments in such service providers should be made by all public universities.

10. Religious Education

Religious Education is an important part of any education system as it essentially sensitizes and nurtures in citizens a value system and also develops in the pupils a consciousness of their relationship with the Creator. It is principally the duty of the family to bring up its child with awareness of the religious injunctions which form his/her earliest environment. It is, therefore, primarily the duty of the parents to provide sufficient education in the child's religion to influence the receptive mind to the demands of that religion. The responsibility of the State is essentially to support the family in as far as religious education is concerned. But the State does not replace the family. We should be mindful of the experiences of totalitarian political dispensations in communist states where the State took over the entire ethical and moral upbringing of the child. The State can only add to the efforts of the family and the State's role in replacing family met with little success. Therefore, efforts by the State in providing religious education directly should be mindful of the family's obligations and privileges in this regard. It should be the function of the State to help the family as far as possible without replacing the family itself. The State should ensure that publicly provided religious education should not be divisive in implications and should lead to cohesion amongst all peoples. Religious education should be so formulated that it nurtures a respect and tolerance for all faiths/ denominations.

Religious Education should be easily available to the citizens and there should be no compulsion for believers in one faith to pursue religious education of another one. Therefore, civil society organizations like Madrassahs should be facilitated and encouraged to provide prejudice-free religious education to their followers. There should be no compulsion for minorities to pursue Islamic studies in all schools at any levels. This right is also provided by the Constitution of the Islamic Republic of Pakistan which guarantees freedom of practice of any faith without coercion from any quarter.

As stated earlier, Islamic ideology must determine the education policy as such and provide for options that will enable the Pakistani Muslim to develop himself or herself as a true Muslim, following the fundamentals of the religion and concerning himself or herself in a continuing application of true Islam to his or her life. The problem of Muslims in the last some centuries has been that we shied away from research-based seeking of knowledge and divested ourselves of the spirit of enquiry that alone permits breaking of new grounds and reaching higher levels of enlightenment. We have to unburden ourselves of the weight of centuries of nostalgia, suffocating our capacities to find our way out from the darkness of ignorance. The level of research-based knowledge in the Muslim world got capped several hundreds years back. Now when the Muslims find themselves confronted with latest developments in the world outside Islam, we are forced to resort to medieval answers to modern problems. This is why the Muslim youths in Pakistan today is baffled and stunned and finds no alternative to fighting the ghosts of modern evils. They are more like medieval knights in shining armour, fighting windmills with their swords like Don Quixote. The spirit of Ijtihad having been lost due to lack of enquiry, the Pakistani Muslim is drowned in a sea of bigotry.

Islamic education must cater to the needs of the modern Muslim, interpreting the letter of the law without disturbing the spirit of the religion in the least, as a response to modern environmental pressure. Islamic education must produce Muslims who are pro-active thinkers and not reactive incrementalists, whose beliefs degenerate into dogma.

Islamic education must be compelled by individual and social needs, to produce a Muslim recognizable by his/her tolerance, by his/her commitment to social obligations and fit, willing and

able to meet modern challenges with modern responses. There is nothing un-Islamic about modernism as a concept and there is not necessarily anything Islamic about autocratically compelled interpretations of Islamic political thought, as demonstrated by the politics of knowledge in pre-modern Islam.

The responsibility of the State is to provide its Muslim citizens with sufficient and satisfactory sensitization and awareness of knowledge of individual and social values as ordained in the Quran. Divisionary aberrations or sectarian differences should not be the focus of attention in the education provided by the State. The higher purpose of education as such is to develop a tolerant and conflict free society in any case.

The importance of Madrassahs as a supplement to State efforts in the field of education cannot be over-emphasized. What we need is not to deride the Madrassahs, or require its so called mainstreaming, but to ensure that providers of religious education are converted to the cause of true Islam with a purpose to unite and purify people, and not for the purpose of widening the gulf between various schools of religious thoughts and in producing an individual divorced from reality and living in a fantasy world. The vast majority of Madrassahs are now incorporating subjects other than Islamic sciences also in their curricula and the equivalence granted to them for the purposes of participation in economic activity should be in proportion to the level of such incorporations.

Like the Madrassahs, schools for religious education of any faith, should not be handicapped by any prejudice or fear.

10.1 Policy Recommendations

1. The quality and access of publicly funded schools should be raised to the level that there is no compulsion for parents and pupils to be driven to parallel streams of education; be it private tuition, English medium schools or Madrassahs.
2. Similarly individuals desiring to pursue higher education in Islamic Studies should be encouraged till such time that these seminaries are providers of education and not as indoctrination grounds for any divisive or destructive activities.
3. Islamic education in public schools must be seriously overhauled, particularly in the manner that it is phased through the first 10 years of a child's education.
4. Between Classes I to V, it should be the purpose of education to inculcate in the Muslim child the Muslim value system. This could be done through stories from Quran. From Class-VI, more formal instructions in Islamic practices, which are common to all Muslim beliefs, should form the basis of the content in the courses of Islamic Studies. For Non-Muslims courses in values/morals drawn from recognized sources should substitute Islamic Studies.
5. Learning Quranic verses by rote in themselves do not improve the moral or social attitude of the individuals. Without undermining the need for learning some Quran by rote by Muslims for the purpose of fulfilling ritualistic

obligations, it must be recognized that the duty of society and State is to help the individual in acquiring the attitudes and views of life that the injunctions of Islam require from all Muslims.

6. Courses should not emphasize on procedural details if they are known to be divisive in character. This function must be considered an obligation of the family.
7. Courses in religious education should specifically inculcate in the pupils respect and tolerance for all faiths.

11. Linkages with Principal Social Issues

Education is more than facilitation of analytical thinking and knowledge of chosen subjects for individual benefits. It determines the individual's personality and also shapes national characters, inclinations and social commitments. Providers of education at the formative stages must consciously and vigilantly address linkages of education with high priority social issues. Only then can a society achieve awareness, sensitization and clarity of conception that contribute to a society's resolution of issues infesting it and cure social afflictions that retard its growth. As stated earlier also, conflict ridden societies do not achieve any identified goals, financial incentives and investments notwithstanding. An almost imperceptible awareness, through education, commits individuals and societies, to address social issues positively.

11.1 Linkage with Sectarianism

Pakistan has suffered, in recent decades, from tensions (and even terrorism) triggered by societal polarizations based on sectarian differences and intolerance. This has resulted in wastage of national efforts and economic losses attributable to disputes emanating from disunity and extremism. The over blown conflict is diagnosed as a result of indoctrination due to political agendas. That the conflicts were allowed to fester is solely due to lack of public education preparing a mindset free of friction and fallacies. Since public education chose to remain a silent spectator, the protagonists of divisionary extremism had a field day. School education must now be designed to smoothen the turbulences of sectarian differences and develop a rational character and outlook of inclusion and tolerance.

11.2 Linkage with Population Growth

Population explosion has long been recognized as the bane of sustainable development. Till the 60s, the governments took many measures to create awareness of population welfare and management. However, many of these efforts suffered failures due to dogmatic fatalism and expensive awareness programmes being transient in effect. The education system, as a whole, has failed to create mindsets amenable to understanding and resolution of this problem. Linkage of education with goals of population welfare must be more consciously appreciated.

11.3 Linkage with Health

We all regularly pay lip service to the maxim that prevention is better than cure – and cheaper too. But the national education policies have not incorporated this into curricula/textbooks to recognize the centrality of school education to prevention of disease. The good old compulsory subject of Hygiene has lost its focus, resulting in huge financial outlays needed for schemes of awareness of health issues – outside of school education. More than media advertisements of dubious coverage and value, incorporation of health needs and issues in school textbooks of languages, and later civics, can achieve everlasting commitment to prevention of disease – particularly addressing the social causes of individual ailments, where lack of sensitivity of one may affect the lives of many.

A healthy mind is determined only by a healthy body, which is ensured by a care of physique through sports and exercises, particularly among school children. Sports are also a major practical means to character building, preparing citizens for fairplay in life.

11.4 Linkage with Democracy

Public commitment to democracy as the sole guarantor of political stability is not short on articulation, sounding more like propaganda than belief. We cannot be similarly sure of private ownership of the concept by the principal protagonists of power. As a social psyche, the elite and the powerful tend to be autocratic, in inclination and pursuit and joyfully consider themselves exclusively and autonomously wise, impervious to counsel and consultation. We rarely practice democratic norms in any social unit. Authoritarianism, whether dogma driven or ambition forced, is the normal public face of any exponent of power. The social upheavals the State of Pakistan has suffered, the lack of continuity in its political dispensations and the general immaturity of the political will, stem from the lack of commitment of the citizen to the cause of democracy. The education system over the last half a century, has not contributed to a social psyche willing to listen to others and create a tolerant society, respectful of the beliefs, needs, ambitions, hopes and fears of all. Education has the capacity to change mindsets and cultivate a democratic attitude.

11.5 Linkage with Environment

The focus on environment and sustainable development may appear to be recent, but the role of education in creating awareness about our surroundings has always been recognized. We are living in a wonderful age, wonderful alike in its power and promise and in the nature of dangers and tragedies that await us at every step. Environmental degradation is a monster capable of obliterating life on this planet as we know it. Research tells us how societies that did not take good care of their environment were lost to civilization. We also know that prevention of degradation of environment and sustainable management of our natural resources alone will guarantee continuance of conflict free societies on this globe. Education must, therefore, emphasize preservation and sustainability of our environmental assets as a necessary prevention from socio-economic deficits.

11.6 Policy Recommendations

1. Curricula and textbooks must not foster, or lead to, sectarianism. All divisive material be weeded out from the national curriculum and textbooks.
2. The State must not be partial to one politico-religious interpretation or the other. Ethics derived from the Quran and Sunnah should essentially form

the basis of religious education and procedures must not overtake substance as the focus of sensitization.

3. Population growth and management should find due, and positive, articulation in school textbooks.
4. Hygiene and prevention of disease must be central to early school education, particularly as the thematic base of lessons in languages textbooks.
5. Sports and Physical Training should be compulsory in all schools with basic facilities fully provided. Gymnasia and playing fields should be available for colleges and universities and private institutions urged to provide the same also.
6. Democracy, as a way of life, be a conscious part of the education as provided particularly in schools. It will enable citizens to have an inclusionary outlook to life, with tolerance for difference of opinion. Thus we will be able to produce citizens with democratic ideas and beliefs, ensuring its practice.
7. Environment must be incorporated and integrated in early education, formally and systematically.

12. Education in Emergencies

The calamity of the earthquake of October 2005 has resulted in a sudden realization of the need for organized social behaviors during an emergency. We are also conscious that our education system has not recognized the need for preparation of individuals and groups to grapple with the demands of emergencies through organized and recognized responses. The confusion and quandary resulting from unusual and abnormal physical and social turmoil has to be addressed in a calm, calculated and knowledgeable manner – where energies are not dissipated. School education must prepare people for organized, ameliorative responses in such situations.

The State must recognize that in an emergency, education must be central to rehabilitation and disaster management plans must include education service delivery needing very early focus.

12.1 Policy Recommendations

1. Curriculum for middle schools in respect of Civics, must formally address response in an emergency, on the basis of latest experience, worldwide.
2. Disaster Management Plans must include education delivery rehabilitation as of prime importance.

ANNEXES

Annex I NATIONAL EDUCATION POLICY - REVIEW 2005-2006: CONSULTATIVE PROCESS AND METHODOLOGY

Background & Context

The “education condition” in Pakistan is far from acceptable with deprivation being experienced by large sub-groups – from children to adults. The existing education system has failed to cater to the needs of the children. Resultantly, a large majority of children stay out of school; another significant majority goes to school but do not find education productive and therefore drop out. Those who continue school are not being equipped well for “life in the 21st century”. Though policies to promote quality education have been formulated and promulgated from time to time, successive failures of the promises and the practice of missing the well marked goal posts have created a credibility gap.

To put all new initiatives and promises into perspective, such as the decentralization of service delivery under the Devolution Plan (August 2001), Pakistan’s renewed commitment to the Education for All under Dakar Framework of Action (April 2000), Millennium Development Goals (September 2001), Poverty Reduction Strategy Paper (December 2003) and the Medium Term Development Framework (2005-10) and most importantly a renewed commitment of the Government of Pakistan to ensure equitable proliferation of quality education, Ministry of Education proposed to review the National Education Policy (1998-2010). The Inter-Provincial Education Ministers’ Conference endorsed the need for policy review in January 2005. A National Education Policy Review Team was constituted in September 2005 with the mandate to review the existing policy in close collaboration with the provinces and the districts.

Since policy review is an inclusive exercise and there is a need for a shared vision and common direction for all the stakeholders, the National Education Policy Review Team embarked on a comprehensive process of consultations and pursued a structured methodology which included various instruments of enquiry. A well-defined roadmap with timelines was designed to identify stakeholders (Attachment I) forming the public policy community, their hierarchy and geographical spread, and functional ingredients of the preparatory, diagnostic, prescriptive and policymaking stages of the policy process were also laid down. Discussions were stimulated by producing a series of Green Papers (Attachment II), for the first time in Pakistan. These consultations were supported by first-hand observations during an extensive programme of visits to the provincial districts. This was followed by a series of Focus Group Discussions with experts and provincial /area/national education conferences (Attachment III). As a departure from past policy processes (Attachment IV), this review process has been genuinely consultative and evolutionary. The process had carefully avoided the common pitfall of convenience in policymaking by taking into account diversity of views, needs and aspirations and by combining desirability and achievability when defining the goals and objectives of the National Education Policy.

The process was initiated with sharing of the National Education Policy (1998-2010) with eminent education experts, Vice Chancellors of renowned public and private sector universities, inviting meaningful feedback on identification of gaps and deficiencies. Intensive discussions were held on important educational issues with all Wings and Curriculum Council of the Ministry of Education.

Stages of Policy Review Process:

During the period October-November 2005, a Consultative Roadmap was prepared by the NEPR Team in partnership with the provincial governments. The process included three stages: Diagnostic Stage (Dec-05-July-06) to improve understanding of the causes and contours of various problems in the education sector involving extensive consultations across the geographic breadth; the Prescriptive Stage based on intensive discussions with experts on focused issues leading to compilation of the Thematic Papers; finally the Policy Development Stage followed by preparation of a set of strategies and the Implementation plan.

Stage I: Diagnostic Stage

Under the Diagnostic Stage, following activities were undertaken:

1. **Literature Review of Education Policies and Reports of various Commissions** of the Government of Pakistan from 1947-1998; research studies; analysis of regional education policies of various countries.
 2. **Green Papers:** One of the key instruments of enquiry and feedback was Green Papers. To garner focused discussions, a series of about 23 Green Papers were written on different topics (Attachment II). A basic introduction to the issue, its significance and relation to the education system, policy and practice in Pakistan preceded the set of questions. The Green Papers were widely shared with selected experts, both from the public sector and the non-government sector including academia, development partners and educational entities to stimulate discussion. The feedback received from different quarters was analyzed and is reflected in the White Paper.
 3. **Research Studies:**
 - a) Study on **“Review and Analysis of Previous Education Policies 1947-1998”**: The research study was conducted to inform the policy development exercise and to look into how far the tangible targets in the National Education Policy 1998-2010 have been met and what were the reasons behind failing on other targets and initiatives.
 - b) Study on **“Mapping of the constitutional and Legal Framework and Government of Pakistan’s international commitments concerning education”**: There cannot be an effective plan for education sector prepared without a comprehensive review of Laws as policy requires the instrumentality of statutes to be effective and responsible. Keeping this in view, the subject study was commissioned with the objective to catalog all provincial and federal statutes relating to education and international instruments.
 - c) A short term study to look at **how far the tangible targets in the National Education Policy 1998-2010 have been met** and what were the reasons behind failing on other targets and initiatives.
 4. **Extensive Consultations:**
- Round 0: (October to December 2005):**

Discussions with all the provincial governments were held. The NEPR Team coordinated with and consulted the provincial/area Education Departments for the development of the thematic areas/ issues as policy chapters.

Round I: (December 05- April 06):

District Consultations: A preliminary round of focused discussions for identifying issues for wider consultative process was held with all the provinces. Beginning December 2005 and ending April 2006, extensive discussions were held with stakeholders and provincial/area governments across the geographic breadth of the country. The NEPR Team:

- a) visited 25% of the districts in each province, ensuring they represent an optimal mix and cover the geographical breadth of Pakistan. These districts were selected in consultation with the respective Provincial/Local Governments:
 - Sindh (Karachi, Hyderabad, Matiari, Larkana, Nawabshah, Jacobabad, Khairpur, Mitthi) (8)
 - NWFP {(Peshawar, Karak, Mardan, Bannu, Timergara (Lower Dir), Abbottabad)} (6)
 - Punjab (Lahore, Kasur, Pakpattan, Sialkot, Khushab, Multan, Bahawalpur, Muzaffargarh, Chistian, Jhang) (10)
 - Balochistan (Quetta, Kech, Loralai, Qila Siafullah, Kalat, Pishin, Naseerabad) (7)
- b) held intensive and interactive consultations with all possible provincial and district stakeholders. The field team met a range of practitioners and other stakeholders. In-depth interviews were conducted. Open discussions were held.
- c) the purpose was to sensitize the compulsions behind the policy review, to underline the centrality of the provincial and district governments in service delivery in the education sector and the need for ownership of the policy

5. Education Conferences

Apart from facilitating the District visits, the Provincial/Area Education Departments hosted, with logistical support from the Ministry of Education, a one-day Education Conference in each of the provincial capital. To ensure broad participation and ownership of all possible stakeholders who could enrich and inform the initial findings, education experts, practitioners, managers and financiers were invited to debate upon issues related to education. Issues for discussion for each conference were area-specific and based on consultations with the respective provinces (Attachment III). Working Group Sessions in each of the conference were valid and informative brainstorming discussions for acquiring a good understanding of the key issues, identifying the problem and future challenges and finally for discussing the policy options. The National Education Conference was the culmination of extensive consultations on National Education Policy Process. Issues raised and recommendations underlined by the conference participants were recorded in detail. These recommendations were reviewed by the NEPR Team for possible incorporation in the White Paper and the Policy Paper.

Stage II: Prescriptive Stage:

A round of issue-based and Organization Consultations was held from May to August 2006.

a) Issue-based Consultations

The intensive consultations were based on one-on-one consultative meetings with education experts, managers and other stakeholders. Following Roundtable discussions were held on:

1. Vision, Purpose and Objectives of Education, 15-May-06
2. Literacy and Non Formal Education, 25-May-06
3. Round Table Discussions on Early Childhood Education, 10-June-2006
4. Gender and Education, 12-June-06
5. Teacher Education and Accreditation, 21-June-06
6. Consultation with Sustainable Policy Development Institute and Pakistan Coalition for Education, 7-June-06
7. Regulation of Madrassa Education, 22- June 2006
8. Technical Education and Vocational Training with JICA, 6-July-06
9. Technical and Vocational Education and Market Linkages, 15-July-06
10. Higher Education, 26-August-06

Ministry of Education extends its gratitude to all external assistance in this process provided by the development partners, Federation of Pakistan Chambers of Commerce and Industries and other indirect stakeholders.

b) Consultations held with Key Organizations:

Intensive consultations were held with both public and private sector key organizations as the National Reconstruction Bureau, Federation of Pakistan Chambers of Commerce and Industry, Public Service Commissions, Higher Education Commission, National Vocational and Technical Education Commission, IED-Aga Khan University, Karachi, National Reconstruction Bureau and many others.

c) Thematic Papers:

Feedback from District visits and Green Papers, concerns underscored by the issue based and organization consultations, Research Studies and recommendations from area/provincial/national education conferences was organized into Thematic Papers (List at Attachment V). These papers bring together the context, past policy provisions, key issues, recommendations and strategies for all the topics being tackled in the new Education Policy.

d) Coordination with the Development Partners:

The Donors Education Group was kept posted on progress of the National Education Policy Review process during the MoE-DEG meetings held on 28-July-05; 29-Aug-05; 7-Feb-06; 17—May-06, 29- - June-06 and January 19, 2006. Interest of development partners was also invited to organize research studies for the policy review process. Education programs and projects of Development Partners were reviewed by the NEPR Team. A set of Green Papers was also shared with the Development Partners. Feedback received on Green Papers from the Development Partners has also been taken into account while authoring the White Paper.

Stage III: Policy Development Stage:

Policy in social sector cannot be confined only as a transient to government of the day but is far more inclusive of vision of State and people of Pakistan. Therefore, it is intended to assure that it is concretized in goals and objectives and that it is a good mix between desirability and achievability. The revised policy is intended to be based on a realistic identification of committed resources after intensive and extensive consultations with the Federal Government, Provincial Governments, Ministries of Finance and Planning as well as the Development partners. It is intended that the policy document would set forth broad parameters, goals and objectives which would be based on realistic assessment of identified and committed resources. This would facilitate development of coordinated provincial plans within an agreed national framework with clear identification of roles and responsibilities of institutions and partners involved at federal, provincial and district levels. With this objective, the entire educational system was approached from multiple levels, directions and angles. A comprehensive set of issues represented these levels, directions and angles in an integrated manner so as to cover the entire breadth, depth and scope of the education system (i.e., institutions, processes, structures, actors and challenges) leading to an informed and all encompassing NEP Review. These issues intrinsically and organically inter-relate and interlink. The feedback received all over the country, has helped to cull collectively and commonly held wisdom on education and is represented in the following documents:

a) The White Paper (December 2006):

The White Paper i.e. the pre-policy paper was prepared and disseminated in December 2006 to all stakeholders for feedback. Despite the fact that the federal government had already taken policy decisions on some issues, those decisions were by no means comprehensive or perfect, and it was essential that they be debated and efforts towards a comprehensive document continue. The White Paper (December 2006) was written after an extensive diagnostic and consultative stage. It was intended that the subsequent policy document would also be evolutionary in nature and would fully reflect the aspirations and expectations of the people of Pakistan and would facilitate the development of coordinated provincial plans within an agreed national framework with clear identification of roles and responsibilities of institutions and partners involved at federal, provincial and district level.

b) The White Paper (Revised Version February 2007)

While considered views of the provincial governments and input regarding financial numbers that would determine actual targets are awaited, a revised White Paper has been prepared. It incorporates a large number of useful improvements suggested by a variety of stakeholders. While the revised paper remains a pre-policy paper, it would help further and logical discussions before the policy document is drafted. The White Paper will help derive the other three documents – the Revised National Education Policy, the Strategies and the Implementation Action Plans.

Next steps intended in the process are:

c) Policy Paper:

Subsequent to the revised version of the White Paper, a Policy Paper will be prepared. This will be submitted to competent forum for approval. It is intended that the policy goals and vision would not be revisited until environmental pressures necessitated it.

d) Strategy:

Subsequent to the formulation of the Policy Paper, **Strategy** or a set of strategies would be prepared which would be implemented by the Provinces. The role of the Federal Government would be that of

a facilitator. Strategies and Implementation Plans would be made being fully aware of resource constraints. Targets would be for a predictable time frame.

d) Implementation Plans

Implementation Plans would be prepared and implemented by the provincial and district education departments and federal government would only facilitate the process and would collate into a National Action Plan, with committed funding by different tiers of the Government.

Attachment I LIST OF GREEN PAPERS

1. Vision and Objectives of Education
 2. Access
 3. Assessments
 4. Defining Quality Education
 5. Early Childhood Education
 6. Education Financing
 7. Education Statistics
 8. Education in Emergencies
 9. Equity in Education
 10. Gender and Education
 11. Higher Education
 12. Information Technology, Communication and Education
 13. Inter Tier Responsibilities in the Education Sector
 14. Literacy and Non Formal Education
 15. Primary Education
 16. Private Sector in Education
 17. Science Education
 18. School Management
 19. School Environment
 20. Secondary Education
 21. Sector Planning and Management
 22. Teachers (Training and Accreditation)
 23. Textbooks and Learning Materials
-

Attachment II LIST OF STAKEHOLDERS

- Officials of the Ministry of Education
 - The provincial Education Ministers and Education Secretaries
 - Higher Education Commission
 - Other officers of the provincial Education Departments
 - Donors working in the education sector
 - Nazims and EDOs Education
 - Officials involved in Teacher Training
 - Experts/Academicians
 - Representatives of Madrassahs
 - Sample of Teachers from each province and area
 - Samples of Parents and Students from each province and area
 - School Management Committees/Parent Teachers Association
 - Civil Society Organizations
 - Civil Services
 - Select Committees on Education of National Assembly/Senate/Provincial Assemblies
 - Journalists
 - Private Schools
 - All Pakistan Association for Private Schools
 - Officials, Teachers and Students of private schools
 - Federation of Pakistan Chambers of Commerce and Industries (Standing Committees on Education)
 - Teachers and Managers of Higher Education Institutions
 - Eminent educationists including in-country and international specialists in the education sector
 - For Technical and Vocational Education:
 - Key personnel working at NAVTECH, NISTE, TEVTA and other Federal and provincial organizations looking at technical and vocational education
 - Teachers and students of selected institutions
 - Chambers of Commerce and Industries (Federal and Regional representatives)
 - Civil Society Organizations involved in vocational training
-

Attachment III LIST OF EDUCATION CONFERENCES AND FOCUS GROUP DISCUSSIONS

Date	Education Conferences	Themes Discussed
February 18, 2006	Azad Jammu Kashmir Education Conference, Islamabad	<ul style="list-style-type: none"> ▪ Challenges in Primary and Middle Education ▪ Challenges in Secondary and Tertiary Education ▪ Issues in Education Management ▪ Role of Area Governments in National Education Policy
March 18, 2006	Sindh Education Conference, Karachi	<ul style="list-style-type: none"> ▪ Education Management ▪ Teachers for Quality Education ▪ Assessments ▪ Curriculum and Text Book Policy
April 5, 2006	Balochistan Education Conference, Quetta	<ul style="list-style-type: none"> ▪ Role of Government in Education Delivery: Challenges of Access, Equity and Quality ▪ Issues in finding a Good Teacher ▪ Equity and Quality ▪ Education Management
May 2, 2006	Punjab Education Conference, Lahore	<ul style="list-style-type: none"> ▪ Inter Tier Issues in Education: Role of Federal, Provincial and Local Governments ▪ Curriculum and Text Book Policy Issues ▪ Challenges in Teachers' Professional Development ▪ The "Public" and "Private" Sector in Education: Scope, Roles and Responsibilities ▪ Governance and Management
May 30-31, 2006	National Education Conference, Islamabad	<ul style="list-style-type: none"> ▪ Governance and Management ▪ Quality and Standards in Education I: Curriculum and Textbooks ▪ Quality and Standards in Education II: Teacher Education and Assessment ▪ Parallel Systems and Streams in Education Sector in Pakistan ▪ Relevance of Education
July 12, 2006	Islamabad Capital Territory Education Conference	<ul style="list-style-type: none"> ▪ School based Governance ▪ Curriculum Process: Strengths and Weaknesses ▪ Issues Related to Head Teachers: Inspection, Supervision and Capacity Building ▪ Assessment of Students
July 17, 2006	NWFP and FATA Education Conference, Peshawar	<ul style="list-style-type: none"> ▪ Purpose of Education ▪ Literacy and Non Formal Education ▪ Education Financing ▪ Medium of Instruction at Primary Level ▪ Issues of Education in FATA

Attachment IV PROCESS METHODOLOGY OF PAST EDUCATION POLICIES & COMMISSION REPORTS 1947-1998

Report of First Pakistan Educational Conference-November 1947:

- The first National Education Conference was held in 1947. The Chairman the Conference set up following Sub-Committees to come up with the recommending guidelines in each sector:
 - a) Scientific Research and Technical Education Committee
 - b) Adult Education Committee
 - c) University Education Committee
 - d) Primary and Secondary Education Committee
 - e) University Education and Primary and Secondary Education
 - f) Women's Education Committee
 - g) Committee for scheduled caste and backward classes education
 - h) Cultural Relations Committee
 - i) Joint meeting of the committees on the university education, scientific research and technical education and cultural contacts
 - j) Joint meeting of the committees on University Education, Women's Education and Primary and Secondary Education
- The reports of various committees were submitted for finalization on 29th November, 1947.
- The report was shared in November, 1947.

Report of National Commission on Education 1959:

- The Commission on National Education was appointed by a resolution adopted by the Government of Pakistan on the 30th December, 1958.
- The Commission was inaugurated by the President of Pakistan, General Mohammad Ayub Khan, on January 5, 1959. The President asked the Commission to suggest measures for making the best possible uses of its available human and national wealth. In framing its proposals, he asked the commission to keep in mind the limited resources of the country.
- An exhaustive questionnaire covering all aspects of education at its various levels and in its various forms was distributed widely to institutions and individuals throughout Pakistan and was also reproduced in the press.
- In addition, many individuals voluntarily submitted detailed memoranda concerning particular aspects of the Education System.
- During the months of February to April, the Commission met Educationists and leading figures in the then East and West Pakistan and in the then Karachi federal area and discussed with them the needs and problems of Education. From May to August, the Commission discussed and adopted its report.
- 8 Members of the Commission gathered to discuss and think together, listened to many points of view and remained involved in sitting recommendations absorbing some into its own corporate thinking.

- The Commission invited four distinguished educators to participate in some of its debates. Two of these were Dr. Herman B. Wells, President of Indiana University, Bloomington, USA, and Dr. John C. Warner, President, Carnegie Institute of Technology, Pittsburgh, USA.
- Two were eminent Pakistani scholars,—Dr. I. H. Qureshi, Professor of History, and Dr. Abdus Salam, Professor of Applied Mathematics.
- It was opined that Education System must compare favorably with other systems. To assist it in making these comparisons, the commission requested a number of people to work as consultants and to prepare documentary evidence and secure data.
- The Ford Foundation made consultant services available and provided material assistance.
- UNESCO also assisted in securing information on overseas practices and provided services of its Secretariat to the commission.
- Educators, representatives of industry and commerce, officers of the civil and defense services and leading personalities of public life, contributed to the commission report.
- The report was announced in 1959.

Report of the Commission on Student Problems and Welfare 1966:

- The Commission on Students, Problem and Welfare was set up by a notification of the Ministry of Education; Government of Pakistan on December 15, 1964.
- The Commission was tasked to ascertain from students, teachers, parents, head of education institutions and other related persons who were more closely connected with students' problems.
- The Commission invited statements in writing from interested persons. A press note to that effect was published in all newspapers in both previous wings of Pakistan. The report was also not encouraging as only 52 statements were received till January 22, 1965.
- The Commission decided to elicit the opinion of persons vitally concerned with having first hand knowledge of student's problem and detailed questionnaire was prepared. 154 Copies of the Questionnaire were issued to Vice-Chancellors, retired Vice-Chancellors Professors and other University Teachers, Principals of Colleges, Educationists and persons connected with education in both wings of the Country. Altogether 55 replies were received
- The Commission also interviewed person's from time to time at all provincial capitals. The Commission also held the sitting in camera interviews.
- The Commission adopted, wherever possible the procedure of first inviting all students organizations, representatives of College and University Unions, Senior Teachers of the University and representatives of Teachers Associations.
- The Commission interviewed approximately 622 persons and visited 56 institutions from February 1965 to August 1965.
- This report was submitted in August 1965 and its recommendations were accepted by the Government of Pakistan in April 1966.

Proposals for New Education Policy 1969:

- Proposals were formulated after detailed studies conducted in education per directions of the then President.
- A number of Study Groups were set up in the centre as well as in the provinces.
- Proposals were circulated for comments of the public.
- Education Policy took its final shape and was implemented by the 1st of September, 1969.

New Education Policy 1970:

- The President announced that Government would lay greater emphasis on the social sectors and would attach high priority to the educational problem.
- A set of proposals of a new education policy were formulated.
- In the light of public comments, the original proposals were reviewed.
- The Cabinet considered the revised proposals and appointed a committee to examine them in detail.
- The revised proposals were reviewed by the committee of the Cabinet in the light of implications of the announcement by the President in his address to the nation on November 28, 1969.
- The new Education Policy was finally adopted by the Cabinet on March 26, 1970.

National Education Policy 1979:

- Salient features of National Education Policy were announced, by the Minister for Education in October 1978. These were based on the conference recommendations, opinion and advice of the Ministry and provincial Education Departments.
- Further public comments were invited for incorporating valid suggestions.
- Many seminars and discussion groups were also organized to examine the policy and formulate suggestions for further improvement.
- The suggestions and recommendations made, collectively and individually, were studied in the Ministry of Education.
- The Draft work plan of the policy was presented to the Cabinet in December, 1978.
- The Cabinet appointed a Standing Committee to examine further aspect after thorough consideration of the provisions of the Work Plan.
- The document contained the approved implementation programme of the National Education Policy.
- The Policy remained under constant study and examination to accommodate any review or modification that might become necessary
- Various programmes were envisaged in the policy.
- Policy only gave direction and remained subject to change as and when the situation so demanded.
- The Policy was announced in February 1979.

National Education Policy 1992-2002:

- The socio-political milieu, among other factors, promoted to reshuffle the priorities, restate the policy, revise the strategy, and re-examine the fabric of education in Pakistan.
- A series of educational conferences were held in the Provinces which were attended by a large number of educationists and educational administrators from the primary to the university level.
- A National Conference was held at Islamabad in April, 1991 under the chairmanship of the Federal Education Minister in which a cross section of the society comprising scholars, writers, newspaper editors, scientists, teachers and Lawyers participated and discussed proposals for preparing the dynamics of the Education Policy.
- A large number of proposals on educational parameters were also received from intellectuals and educationists in response to a letter written to them by the Education Minister.
- The basic principles of the policy framework were discussed by the then Education Minister with the Education Committees of the Senate and the National Assembly.
- The problems identified and the solutions presented at the conferences and meetings were used to prepare the edifice of the 1992-2002 Policy.
- The Policy document was also discussed in the inter-provincial ministers meeting and was modified in deference to the recommendations of the Provinces.
- The Policy was announced in December 1992.

National Education Policy 1998-2010:

- The Prime Minister advised the Ministry of Education to design a new Education Policy in January 1998.
- Ministry of Education consulted scholars, administrators, leaders of public opinion and representatives of non- governmental organizations for development of an initial policy draft.
- The Cabinet examined the draft in detail and suggested to extend the range of consultations.
- Cabinet appointed a sub- committee, to scrutinize the proposals and approved those which could be incorporated in the policy.
- The first revised draft was submitted to the Cabinet on 18 February, 1998.
- The PM announced the salient features of the policy and led the general discussion .The public was invited to provide a comprehensive feed back to the Ministry of Education.
- The Cabinet Committee spelt out the broad outlines for judging eligibility of the proposals to be as part of education policy and appointed a sub-committee to scrutinize these proposals.
- This provided the basis for preparing quarterly agenda for monitoring and evaluation Committees which were headed by the Prime Minister and the Chief Minister of provinces to make strategies and decisions on corrective measures.
- The Policy was announced in March 1998.

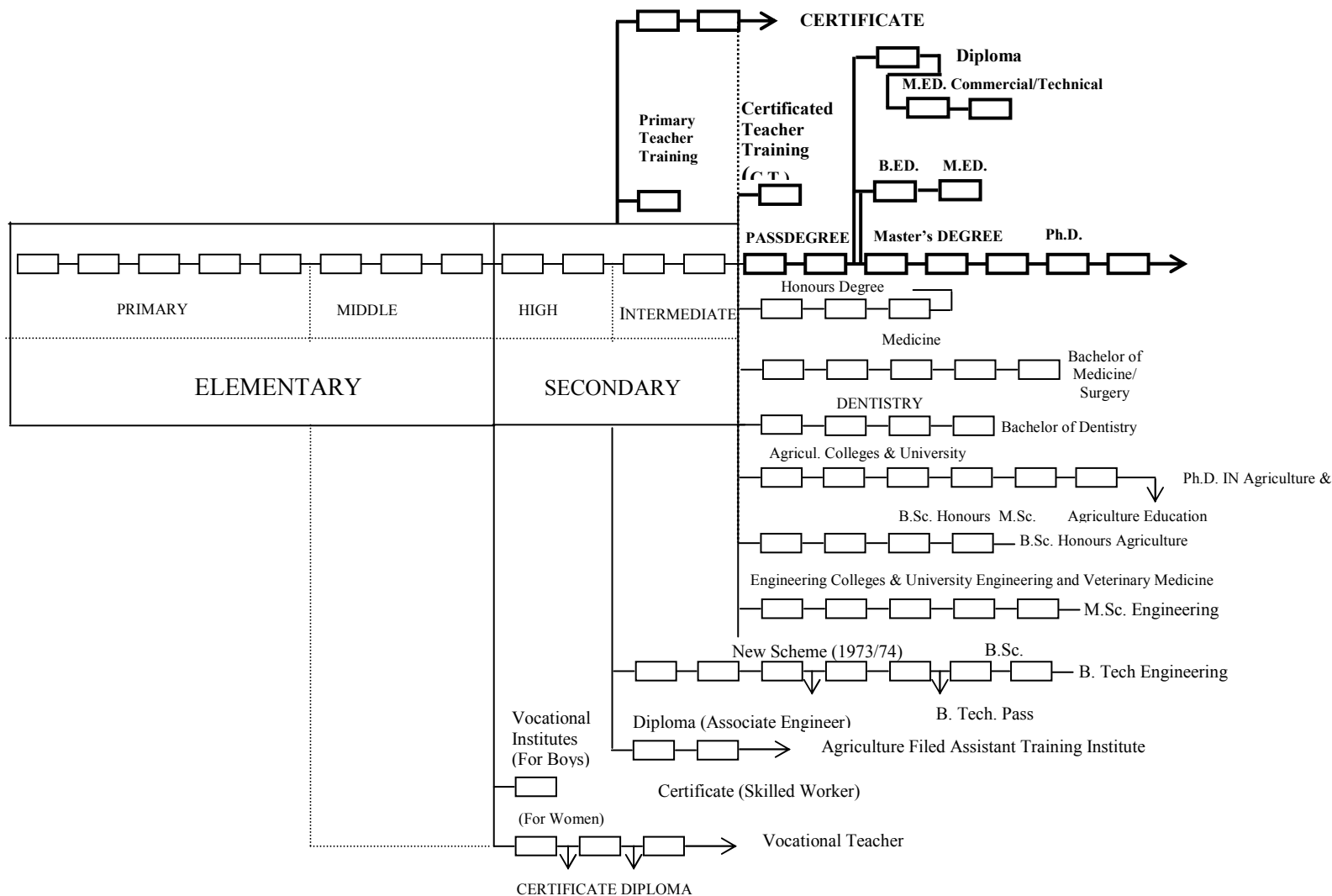
Source: Past education reports/policy documents

Attachment V LIST OF THEMATIC PAPERS

1. Vision and Purpose of Education
 2. Governance and Management of Education
 3. Quality of Education
 4. Access in Education
 5. Equity in Education
 6. Relevance of Education
-

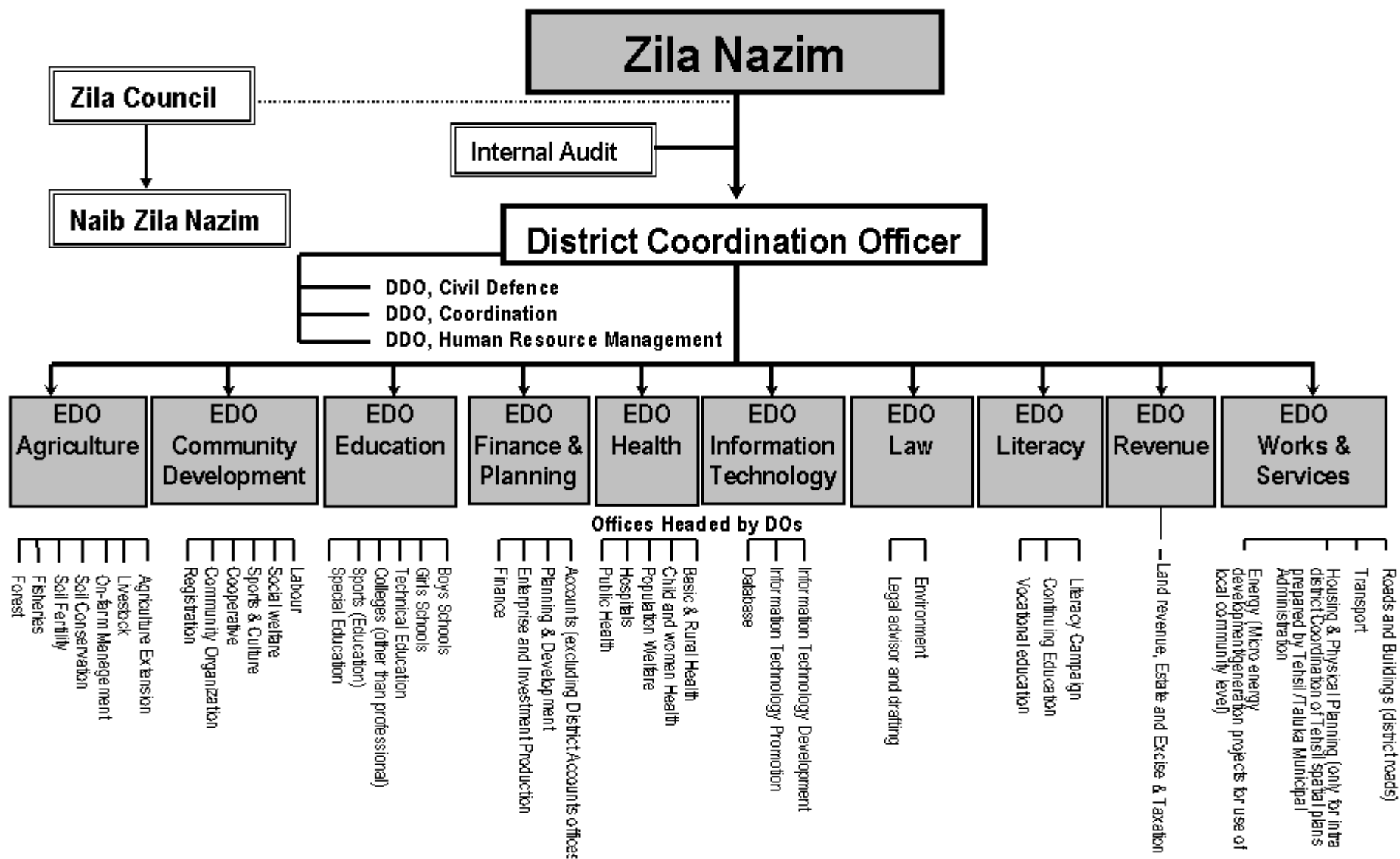
Annex II STRUCTURE OF THE EDUCATION SYSTEM IN PAKISTAN (FORMAL ONLY)

Grade	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV	XVI
Age	5/6	6/7	7/8	8/9	9/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21



Source: Academy of Educational Planning and Management (AEPAM)

Annex III GOVERNANCE STRUCTURE IN PAKISTAN



Source: Local Government System NRB website <http://www.nrb.gov.pk/>

Annex IV REVIEW AND ANALYSIS OF PREVIOUS EDUCATION POLICIES 1947-1998

Review of the National Education Policy (1998-2010) is an initiative of the Government of Pakistan in order to revitalize its commitment of bringing education at the top of its national priorities. The revision exercise was necessitated by a number of changes on ground which had direct bearing on the delivery, management and governance of education in Pakistan.

As part of the policy review process, it deemed necessary to evaluate education policies periodically developed and introduced in the country to put the various issues in the sector in a historical perspective. With the objective to analyze the past education policies, beginning 1947 and ending the 1998, an intensive research was conducted by Dr. Saeed Shafqat, Executive Director, National Institute of Population Studies, Islamabad, Pakistan/Senior Academician and Mr. Amir Riaz, Freelance Researcher. The study was intended to identify the positions taken on various issues in the past and also to identify critical issues, if any, that were not addressed in the past. An attempt was made to analyze thought process and concepts in the previous policy documents to ensure continuity and connection with the current exercise while avoiding reinvention of the wheel. Policy revision in disconnect with the previous documents would have resulted in the loss of high quality intellectual work.

The study identified common themes and differences across all past policies covering treatment of key educational issues and highlighting major deviations. Following ten documents having policy status were consulted and reviewed during the course of the study:-

- 1) Report of the Pakistan National Educational Conference-1947
- 2) Report of the Second Pakistan Educational Conference-1951
- 3) Report of the National Commission on Education-1959
- 4) Report of the Commission on Students Problems and Welfare-1966
- 5) Proposals for New Education Policy-1969
- 6) New Education Policy-1970
- 7) Education Policy-1972-78
- 8) National Education Policy-1979
- 9) National Education Policy-1992
- 10) National Education Policy-1998-2010

Historical evolution and the political scenario of the policy documents impacting the final recommendations have been studied comparatively. The strengths and weaknesses of each of the above documents have been evaluated according to the following themes:-

- 1) Vision, Objectives and Aims
- 2) Primary/Secondary Education and School Management
- 3) Higher Education
- 4) Medium of Instruction
- 5) Religious & Madrassah Education
- 6) Preparation of Syllabi and writing Textbooks
- 7) Gender and Education
- 8) Private Education (not for profit, Elite and low paid schools)
- 9) Literacy and Non Formal Education

- 10) Technical, Vocational and Special Education
- 11) Teacher and Staff (other than Teachers) Trainings, Service conditions and Education Management
- 12) Political scenario or environment with special emphasis on student/teacher politics and campus atmosphere
- 13) Financing/Costing in Education

A Matrix on Past Education Policies is attached.

Annex V LEGAL FRAMEWORK GOVERNING EDUCATION SECTOR OF PAKISTAN

As part of the policy review process, it deemed necessary to evaluate the legal system governing the education sector of Pakistan. With this objective, the Research Society for International Law, Lahore, was tasked a study to compile and analyze international conventions ratified by the Government of Pakistan, the federal and provincial laws, statutes, ordinances and rules/regulations governing the education sector of Pakistan. Main findings are summarized below:

Under the Constitution of the Islamic Republic of Pakistan-1973, Chapter 2, Principles of Policy the Government of Pakistan is obligated to provide education for all as a guaranteed Fundamental Right.

Section 37(2) of the Constitution of Islamic Republic of Pakistan-1973 specifically entails:

The State shall:

- a) Promote, with special care, the educational and economic interests of backward classes or areas;
- b) Remove illiteracy and provide free and compulsory secondary education within minimum possible period;
- c) Make technical and professional education generally available and higher education equally accessible to all on the basis of merit;
- d) Enable the people of different areas, through education, training, agricultural and industrial development and other methods, to participate fully in all forms of national activities, including employment in the service of Pakistan;

The State is also mandated under various International Conventions to guarantee this fundamental right to its citizens without fail or discrimination. The Government of Pakistan has ratified five International Conventions which concern education directly, such as:

- Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Education, Scientific and Cultural Character with Protocol of Signature and Model form of certificate provided for in Article IV of the above mentioned Agreement
- Agreement on the Importation of Education, Scientific and cultural Materials, with Annexes A to E and Protocol annexed
- International Convention on the Elimination on all forms of Racial Discrimination
- Convention on the Elimination of all Forms of Discrimination against Women
- Convention on the Rights of the Child

There are also seven other international conventions which have indirect bearing on education. Aside from these Pakistan has yet to ratify eight other conventions. There are also eight UN resolutions that effect education such as Universal Declaration of Human Rights. There is one article in the convention that guarantees the right to education. The declaration is important because it sets a basic standard of human rights upon which many conventions are based. World Declaration on Education for All, World Conference on Education for all, was another forum where 155 countries and representatives from 150 organizations agreed to universalize primary education and massively reduce illiteracy before the end of the decade.

There are 271 federal and provincial statutes including delegated legislation relating to education in Pakistan. Out of these legal instruments, there are 180 Federal and Provincial Education Laws and 85 Federal and Provincial Education Rules/Regulation. There are 6 indirect laws. Most of these instruments are either constitutive or regulatory in nature and do not create general rights. Even the State's intention, i.e. declaring the right to education, as articulated in Article 37 of the Constitution of Islamic Republic of Pakistan-1973, is not expressed in legislative mode to its citizens. Though there are pronouncements in Preambles of several statutes yet they are not re-casted in the operational provisions. Therefore, there is a need for detailed incorporation of Article 37 of the Constitution of Islamic Republic of Pakistan- 1973 in all education related statutes.

If one picks up a provincial statute like NWFP Technical Education and Vocational Training Agency Ordinance 2002 or a federal law like National School of Public Policy Ordinance 2002, there is a conspicuous omission of an operational objective clause.

The common provisions in these statutes relating to "functions" of implementing authorities etc, simply "empowers" the authorities without giving implementing procedures. The 'empowered authorities' have no statutory mandate in respect of well defined purpose. The result is that the so to 'empowered' Board has to do its own thinking to craft a purpose for itself. The vague and tentative formulation in the preamble of the statutes actually becomes more distracting.

The Literacy Statutes of any State should in principle provide a detailed statutory frame work of improving the literacy, create specific obligation on Government machinery, spell out timelines and above all recognize an obligation to give education. It should in principle be the most potent, intensive and comprehensive legislation to spell out the operational side of educational policy. But to the contrary, the Literacy Ordinance 1985 of Pakistan has only one operational provision that is of little significance. Its claim to fame is only a declaratory definition of a 'literate person'.

The confusion in wide patch work of these Statutes can be turned into an advantage through either an over arching comprehensive legislation or through selective amendments in existing regulatory statutes.

In certain cases, the federal direction does not exist in the statutes itself. Instead it is trickled down through a delegated authorization.

All important Federal Supervision of Curricula, Text, Books and Maintenance of Standards of Education-1976 Act does not contain any declaratory provisions stating that federal government designing of curriculum shall have precedence. Instead it authorizes creation of an authority which in turn may direct changes in Provincial curriculum.

Moreover, there is a dramatic deviation from legislative drafting techniques in some statutes. They incorporate verbatim language of management area without a recognized statutory formulation. The National Education Foundation Ordinance-2002 is one example.

The Federal Government while setting up Higher Education Commission had an opportunity to make a statute that would make up for the aforementioned deficiencies but the present Higher Education Commission statute is again a detailed repetition of previous constituting statutes.

There cannot be an effective plan for education sector prepared without a comprehensive review of these Laws, because, after all the policy/plan will require the instrumentality of statutes to be effective and responsible. The patch work of existing statutes ought to be examined and where appropriate amendments could be proposed or even the statutes be re-enacted.

Categorization of these statutes is in progress with the objective to identify and select a few statutes which have direct bearing on National Education Policy. Subsequently, second set of statutes would

be considered for revision and lastly up-gradation of the remaining statutes would be considered. The Constitutional flexibility to legislate both in Province or Federal Legislature, to an advantage by proposing well coordinated legislation could be exercised accordingly.

Education in Pakistan has not been carried out in accordance with the spirit of the Fundamental Law of Education. However, the law has remained unchanged for over half a century, during which period great changes have taken place in society and various issues have arisen in education as a whole. Given the situation today, it is necessary to go back to the root of education and carry out bold revisions and reforms.

When advancing educational reforms such as reform of compulsory education, amendment of the Fundamental Law of Education etc, it is essential to encourage public discussion and appropriately reflect the views of the public in the reforms.

Today, there is broad recognition of the role of law and legal institutions as a critical building block of development, both in terms of its contribution to economic development and in terms of its contribution to governance. Greater attention to law's role, and enhanced programming, research and training at institutions is called for, with interested constituencies in academia and in civil societies, as they work together to build nations which are not only prosperous but also just.

	MATRIX OF 9 DOCUMENTS RELATED TO EDUCATION POLICY MAKING 1947 to 2006	First Educational Conference	Second Educational Conference	National Education Commission	Commission On Student Problems and Welfare	The New Education Policy	The Education Policy	National Education Policy & Implementation Program	National Education Policy	National Education Policy
		1947	1951	1959	1966	1969-70	1972	1979	1992	1998-2010
01	Vision/objectives / aims / Civic sensibility / historical perspective of Pakistan movement / freedom struggle / Pakistani nationalism / Culture & Heritage / Minorities (religious as well as cultural)	Education should be based on the Islamic conception of universal brotherhood of man, social democracy, social justice, and the cultivation of democratic virtues, i.e. tolerance, self-help, self-sacrifice, human kindness etc. and the consciousness of common citizenship as opposed to Provincial exclusiveness. Envisioned integration of spiritual social and vocational elements in education.	Less categorical on Islam but sought ways and means of incorporating the principles of Islamic ideology in the educational system of the country.	No reference made to Islam or Islamic ideology. Clear & concise on concerns of nationhood, quality of education & creation of welfare State. It declared, 'educational system is the instrument a society uses to equip all it's people to lead productive public lives and full personal lives'. It must play a fundamental part in the 'preservation of the ideals, which led to the creation of Pakistan and strengthen the concept of it as a unified nation.' The education system, must strive to create a sense of unity and of nationhood among the people of Pakistan and promote, the desire to create social welfare State.	In the aftermath of 1965 Indo-Pakistan war; the policy raises concerns about national unity & Islamic ideology. It propounds, 'knowledge of the ideology of Pakistan must be imparted, a sense of national pride generated and a spirit of patriotism and loyalty developed.' It advocated that 'the poems of Allama Iqbal and Nazrul Islam written to arouse the slumbering Nation. The Mussados of Maulana Hali and suitable portions of Hafiz Jallandhari's Shahnama-i-Islam may also be usefully incorporated in the syllabus. In East Pakistan works of similar type in Bengali should be selected.'	The policy made two significant points of departure from the previous policies & announcements on education. First, it asserted that education system created by the British & adopted in Pakistan was 'secular' and must be reformed & Islamized. 'Pakistan must aim at ideological unity and not ideological vacuum, a common set of cultural values based on the precepts of Islam.' Second, it launched a frontal attack on all Foreign Missionary educational institutions and recommended that these be 'nationalized'. It argued: 'Their continued existence in a free and independent State which is an Islamic Republic must be regarded as highly anachronistic...The policy should therefore aim at nationalizing these institutions.' The 1970 Education policy merely reinforced 'preservation and inculcation of Islamic value for national unity and progress'	This policy adopted a muted and value neutral position on Islam and ideology. It envisioned promotion and preservation of 'Basic ideology' for national and individual life. It called for building 'national cohesion by promoting social and cultural harmony compatible with our Basic Ideology through the conscious use of educational process.'	This policy was a watershed in the history of education & education policies in Pakistan. Building on the 1969 policy Islamic & ideological thrust it advocated not only Islamization of all education but also emphasized that Pakistan be seen in the context of Islamic Ummah. It called for revision of all curricula in conformity with Islamic principles, re-orientation of teachers on the basis of Islamic ideology and advocated centrality of mosque and Madrassah education in the life of Pakistanis. Education was to be driven by Islamic precepts & beliefs rather than universalistic principles of Islam that were emphasized by the Quaid-i-Azam & 1947-66 policies.	This policy is amplification of 1979 policy. It propounded not only Islamization of education but also Islamization of knowledge in Pakistan. It declared for example: 'No other worldview, certainly not of science and technology, would stand up to the social organization designed by the worldview of Islam'. The policy introduced such novel ideas as 'Islamic Social Science, Islamic Sociology' and it envisioned Pakistanis spreading the message of Islam across Ummah.	Continuing on the 1979 & 1992 policies, this policy makes several leaps. First, in 21 st Century it visualizes Pakistan as an Ideological State. It declares, 'Pakistan is not a secular country... 'Ideology of Islam forms the genesis of the State of Pakistan. The country cannot survive and advance without placing the entire system of education on a sound Islamic foundation.' It goes on to say, 'the only justification of our existence is our total commitment to Islam as our sole identity'. Second, education is perceived as an instrument to 'build a sound Islamic society'. Third, Islam and Islamic values should not be part of Islamic studies alone but also all other disciplines. Finally, recognizing the centrality of Islam the policy envisages Pakistan as an ideological State.
02	Primary/Secondary education and school management	Promised free & compulsory primary education up to class V to be extended to class VIII. Trained female teachers for this level. Funding to be raised by provincial governments.	Recognized the lack of trained teachers both at the Primary & secondary levels and laid emphasis on teachers training. Increasing the number of schools at both levels. Noted the variations in the quality of education in the provinces and called for uniform & national education system. No clear source	Emphasized compulsory primary education and introduced compulsory religious education at this level. Local Bodies to manage all primary education. Secondary education divided into three stages: Class VI-VIII (Middle) Class VIII to X (Secondary) Class X to XII (Higher Secondary).	Recognized that free & compulsory education has been accepted but not achieved in East or West Pakistan. Recognized drop out rate as a problem but showed number of schools & enrollment on the rise. Proposed revision salaries for non-matriculate teachers. Identified 5 types of schools in West	Building on 1959 policy, proposed the creation of a District School Authority in each district. The Authority was to be autonomous with specific functions tasked to streamline the primary & secondary school system. Provincial governments & districts were to work in close collaboration. Funding & management	Announced free & universal education up to Class X for both girls & boys. It was to be accomplished in two phases. In the first phase October 1972 all public & private schools to provide free education up to class VIII. Second phase starting 1974, free education extended up to Class X. It anticipated	The policy launched a frontal attack on 'Westernized & colonial' model of education, attributing deterioration of both Islamic cultural values & quality of education. Therefore laid emphasis on Mosque & Mohala schools, called for using village mosques between Fajir & Zuhar as primary schools.	The policy noted that despite promises and calls for universal primary education, the ground reality remained dismal. It pointed out that national drop out rate at primary level stood around 50%. It promised eradication of illiteracy by 2002. Like 1979 policy focused on teacher training and proposed	Continuing in the spirit of 1992 policy recognized the pitfalls of primary & secondary education system. The policy proposed a few new initiatives like expanding the role of National Education Testing Service (NETS). District Education Authorities to regulate the work Education Foundation. The District

MATRIX OF 9 DOCUMENTS RELATED TO EDUCATION POLICY MAKING 1947 to 2006	First Educational Conference 1947	Second Educational Conference 1951	National Education Commission 1959	Commission On Student Problems and Welfare 1966	The New Education Policy 1969-70	The Education Policy 1972	National Education Policy & Implementation Program 1979	National Education Policy 1992	National Education Policy 1998-2010
		of funding.		Pakistan, namely, Government schools, District Council schools, Municipal Committee schools, private schools and private unaided schools.	was to be raised by Local Bodies, provincial governments & Center was to provide grants & other assistance. The 1970 policy recognized the rising level of illiteracy in the country. Proposed 7 years of compulsory education & compulsory school attendance till the age of 10 years.	that by 1979 Pakistan would have universal primary education for boys & by 1984 for girls (classV). Examination system was to be revamped & reformed. For teaching aids, Educational Equipment Technical Center, Lahore was to be strengthened and similar centers promised for other provinces. For curriculum revision Committee of chairman of Boards created. Physical training was to be encouraged at Primary & secondary levels. Proportion women teachers at primary level were to be increased. Policy silent on sources of funding & management.	Proposed to replace the existing four-tier system, namely, primary, secondary, college, university to three tiers, namely, elementary, secondary & university. Introduced Mathematics as a compulsory subject for all students from class IX to XII. National Institute of Psychology was established to help devise program modules for secondary school levels and also for aptitude tests & other personality problems.	revision of salary structure of primary school teachers & Mosque Imams. Taking cue from 1969 & 1972 policies proposed the formation of Directorates of Primary Education & School Management Committees at village level. Similarly the National Educational Equipment Center was tasked to prepare science kits for middle schools.	Education Authority was to be established in each district. To ameliorate the dismal drop out rate & primary school enrollment the policy envisaged the promulgation of Compulsory Primary Education Act by 2004-05. International donor agencies technical & financial help was sought to streamline & improve primary & secondary education.
03 Higher education	Higher education, particularly universities were expected to perform two tasks; first, promote learning, set intellectual moorings of the society; second, produce an 'elite class' that will determine and ensure that quality knowledge/learning is produced and protected in our national life.	Debated the issue of raising the BA degree program to three years. Noted that in UK it took thirteen years of schooling to get to the university, while in the US, it takes 16 years to obtain a Bachelor's degree. Could not give a clear policy direction on the issue.	Unlike the previous policies it recommended that BA should be a three-year degree program. It also proposed that Bachelor in Engineering should be a four-year degree program. The policy laid considerable emphasis on regulating, recruitment, training, and promotions of university teachers. Linked promotions with merit and not seniority but remained silent on research & publications. Called for bringing Pakistani scholars serving in foreign countries/universities.	Departing from previous reports, this focused on the administrative functions of the universities. It attributed law & order problems in the universities due to over crowding, ineffective university bodies (for example Senate, Syndicates), and unnecessary interference from outside, uninspiring teaching methods and out dated curriculums. Therefore, it proposed the formation of vice-chancellor's committee to advise the chancellor on academic and administrative concerns of the universities. It also linked promotions of the university faculty to research/publications in journals of international repute	Like the previous policy this also supported the idea of promoting the autonomy of the universities. It called for giving financial, administrative autonomy s that universities are able streamline their internal structures. Proposed the creation of University Grants Commission to coordinate the affairs of the universities. Like the 1959 policy called for bringing back the 'talented Pakistanis' to the universities, so that quality of research, teaching and administration could be improved in the universities and they develop into true institutions of learning and modern knowledge. The 1970 education	Noting the pathetic conditions of higher learning in Pakistan, the policy pointed out that only 2% of our relevant age group was enrolled in universities and institutions of higher learning. It also observed that 80% of students in the universities were in the arts programs and pointed out that there is serious need to increase enrollments in science subjects; it promised an increase of at least 10% per annum in science programs. Called for the establishment of UGC, also proposed greater interaction between inter university Board and UGC. Proposed the establishment of an Open University that would provide education	Noted that the number of universities in the country has risen from 4 in 1955 to 15 in 1977. It also pointed out that the provincial governments are hard put in funding the university education, therefore proposed federal funding through UGC but assured that did not mean federalization of the universities. Recognized that research was not given adequate attention in the universities, therefore proposed the creation of National Institute of Educational Research that would promote coordination & collaboration. This was to encourage liaison and coordination with UGC, National Institute of Psychology and other institutions to promote	Like the previous policies recognized that university education was in crisis. However, to resolve the crisis it proposed Islamization of education and knowledge at the institutions of higher learning. It propounded religion driven ideological education across disciplines at the university level. It encouraged the formation of R & D centers, centers of excellence & called for endowments for research at the universities. It proposed that National Council of Social Sciences be established to promote research in social sciences, collect data and do research on social issues.	Like the 1992 it emphasized the Islamization of higher learning in Pakistan. It observed all university teaching must take into account the Pakistan ideology and Objectives Resolution as the defining principles of higher education. Within this framework the policy proposed a number of measures. It called for reform in curricula and bringing university education system to international standards. Proposed Islamic law courses at International Islamic university and Bahawalpur Islamia university. Proposed health & science universities in the private sector. Recognizing the dearth of quality research

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					rather than seniority. It proposed universities be autonomous bodies and vice-chancellors should be eminent educationists /scholars.	policy still continued on improving the quality of university education and also attracting the best & brightest to university teaching. It lamented that the best brains were not opting for university teaching. It promised better salary structure, greater autonomy and restoration of university senates. It promised creation of centers of excellence in the universities. Created National Institute of Modern Languages at Islamabad and one at Dacca. UGC was asked to promote better coordination between universities and provincial & federal governments.	through distance learning and non-formal method. To encourage research, scholarship and talent promised to institute National Professorships. Also promised interest free loans to talented students.	research and teachers training at this level.		in sciences, law, arts and social sciences proposed instituting a federal law to ensure research quality research in the universities and other research institutes. Proposed centers of advance research in the universities. Observed that by 2010 in most universities qualified faculty would retire therefore serious need to plan for acquiring qualified faculty. Like the earlier policies proposed encouraging Pakistani scholars abroad to join Pakistani universities.
04	Medium of instruction	Proposed Urdu to be compulsory language, E. Bengal opposed it. However, it called for growth of provincial languages & culture, left it to the provinces to decide about the primary school teaching.	Proposed adoption of Urdu as national & official language. Mother tongue to be the language of instruction in Primary schools & Urdu at secondary schools. Urdu Made compulsory subject, at primary & secondary level.	Examined the issue of language & medium of instruction in detail. Recognizing the discrepancies in the teaching at primary level in different provinces of Pakistan i.e., in Sindh up to class X instruction was in Sindhi, the policy called for making Urdu compulsory after class III. Urdu be taught as compulsory language up to class XII as is the case with Bengali.	Took a clear position that Urdu would be language of instruction after class 1V in West Pakistan and up to that level instruction in regional language. In E. Pakistan, Bengali will be the language of instruction.	1969 document proposed that Urdu & Bengali should be the medium of instruction at all levels in the West & E. Pakistan. While reliance on English be reduced it proposed that English be taught as optional & not compulsory subject. 1970 policy reiterated the same position.	Policy adopted a position of benign neglect on medium of instruction. Makes no reference to language.	Urdu propounded as lingua franca, an instrument of ideology, national cohesion & symbol of Muslim culture. Called for strengthening Urdu as national language. Primary education, provinces may choose to instruct in mother tongue/regional language. All English Medium schools must adopt Urdu. In Madrassahs, medium of instruction will be Urdu.	Recognizing Pakistan as a multilingual society, it proposed a flexible approach on medium of instruction; provinces may choose regional, national language or English as medium of instruction. For higher education English may be continued as medium of instruction.	The policy stated that Urdu was adopted as medium of instruction in 1979 but could not be fully implemented and led to the return of elite English medium schools.
05	Religious and Madrassa education	Emphasized universal principles of Islam and dispelled any notions of theocratic State. Called for brining religious/ Madrassah teachings in line with existing education system.	It denounced the existing education system as colonial, recognized the need of promoting Islamic values and ideology, referred to Objectives Resolution and declared that religious education would have the goal of pursuing 'Islamic	Proposed that in a State and society like Pakistan, religious studies should be taught at three levels: 1. Compulsory, for Muslims from class 1-8. 2. Optional, from class 8-12. 3. Research, Optional, University	Primary focus on East Pakistan, where religious education was controlled and managed by Madrassah Education Board. Called for reform and also noted that in E. Pakistan religious education imparted in Urdu.	Made Islamiat compulsory up to grade 10 and subsequently optional. A major shift policy introduced equivalence between religious and modern education. Now, the Madrassah degree holders could compete for job with regular	Declared status quo be maintained in religious education. Keep Islamic studies compulsory up to grade 10. New educational radio channels to give more time to recitation of Holy Quran.	Announced the formation of 5,000 mosque schools and the centrality of mosque for imparting education. Recognized the Sand of Madrassahs, Imams equated with teachers. The graduates of the Madrassah to be given foreign scholarship	The initiatives taken for bringing the centrality of religious and Madrassah education in 1979 were pursued and adopted with new vigor to Islamize the education system in Pakistan. Propagation of Islamic worldview, Quran and Nazria made pivot of all	Continuing the march towards Islamization, Islamiat made compulsory from Grade 1 to BA/BSC even in professional colleges. Holly Quran to be taught along with translation from class VI to class XII. From Class XII, Holly Quran, Islamiat

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			Socialism' which will promote political democracy and economic justice. Proposed the creation of Institute of Islamic Research to attain these goals.	level and research be encouraged to deal with challenges & issues of modern times.		degree holders. The policy emboldened the religious groups. The 1970 Policy listed 10,000 Madrassah in E. Pakistan and close 700 in W. Pakistan. Noted mostly privately managed. Raised the issue of equivalence and parallel system of education.		Islamic studies and religious studies treated as core of education, thus elevating the social status of Imam and adding legitimacy & respect to religious degree & education.	learning in the education system.	and Arabic introduced as integrated compulsory subject. Karachi, Peshawar Universities and Sheikh Zayed Islamic Centre in Lahore to be treated as models of Dars-e-Nizami.
06	Curriculum, syllabi and Textbooks	The policy makers were conscious about need for revision & modernization of syllabi & textbooks. For secondary, high school & university they proposed committees of experts for writing textbooks. Silent on elementary teaching & curriculum.	Nothing specific offered.	Nothing specific offered.	The Commission recognized that providing suitable textbooks & updating curriculum was a challenge. It also resisted the demands of Islamization of curriculum & textbooks by raising the issue; how could one Islamize physics, maths, chemistry, technological subjects or professional skills? However, it made specific proposals that text books prepared by Textbook Boards be examined & approved by expert's committees; Boards be autonomous; Textbook Boards should prepare, print, publish & distribute books through its own agencies; diversify curriculum to cater for the needs of industry, commerce, agriculture & other sectors. Curriculum committees could do similar job at secondary & high school levels. On primary/elementary level Arabic alphabet (Qaida) & five pillars of Islam be taught from class II; life history of Prophet & Islamic virtues like integrity, honesty & righteousness be taught; children be	The 1969 policy had broad brush approach towards curriculum & textbooks; proposed standardization syllabi & textbooks at national level; setting up of committees of scholars, writers, Educationists to prepare textbooks. The 1970 policy declared that curriculum should be according to national objectives (not defined). Called for improving analytical skills and imparting scientific knowledge at elementary level; promote technical & vocational training. Proposed each province should have a Bureau of Curriculum Development & that should coordinate with other Boards and teachers training institutions & integrate curriculum at all levels & meet on regular bases. Unlike the 1966 policy it proposed that to improve the printing quality of books private sector publishers be sought.	The policy proposed to bring all curricula inline with 'Basic Ideology' (not defined) of Pakistan. Promised free reading material & textbooks at elementary level; revise curricula & introduce practical & innovative learning /teaching models at secondary & high school levels. Like the 1970 policy called for strengthening the National Curriculum Bureaus & Curriculum centers in the provinces. Produce model & innovative textbooks. The policy advocated that National Book Foundation would be run on commercial bases and Printing Corporation of Pakistan would supplement & support the work of Foundation.	This policy replaced the phrase 'Basic Ideology' with 'Pakistan's national objectives' (again not defined) & proposed revision of all curricula inline with that. Like 1970 policy it called for developing analytical skills & teaching of science at elementary level. Also proposed setting up of curriculum committees at appropriate levels for up gradation of curricula. Each province should have a permanent Curriculum Bureau & coordinating with provincial textbook boards & teachers training institutions. No reference is made to National Curriculum Bureaus instead it is stated that the ministry of education should continue to coordinate & formulate national policies on curriculum development. No reference to National Book Foundation but called for more than one textbook on subjects & allowed printing by private publishers with prior approval of the Textbook Boards.	This policy reflected a trend towards privatization & reliance on market forces. It declared that textbook, curricula reforms initiated in the 1970's have outlived their utility. Very much like the 1966 & 1979 policies it called for moral education based on Islamic values. It launched a frontal attack on textbook boards asserting that school (elementary, secondary, high school) education has suffered because these schools failed to produce quality books. It allowed development of textbooks under private sector, breaking the monopoly of textbook boards. Also allowed private publishers to publish textbooks.	This policy while sustaining privatization of education made a major push towards Islamization of knowledge & education in Pakistan. It promised to provide chart flows of Quaranic Ayat for study at elementary level. It called for ensuring that all materials that are repugnant to the 'teachings of Islam' and 'Ideology of Pakistan' are expunged from the textbooks. To ensure that it's binding on private institutions the policy proposed a Curriculum Act. Like the previous policies it recommended that federal curriculum bureaus and provincial textbook boards should continue to review and approve textbooks. Promised the incorporation of issues like population, environment, Aids in the curriculum at various levels. Instead of single textbook it proposed multiple textbooks. It promised to produce textbooks of international standards & quality.

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					encouraged to recite national anthem & poems of Iqbal & Nazar-ul-Islam.					
07	Gender and education	Gender awareness was relatively weak at the time, therefore a non-issue. Broad reference to Islam that it does not differentiate in education the basis of sex. The policy allowed co-education at elementary level but called for separate girls & boys schools at secondary level. The policy made two important announcements; first, for Adult literacy centers 50% of allocation be given to women centers. Second, encouraged the creation of Industrial Homes, where women could acquire vocational training to earn a livelihood.	Gender issue is hardly touched; it was noted that in college's co-education was prevalent and there was need for encouraging more separate men & women colleges.	Again the issue does not catch the imagination of policy makers. However, policy makes three salient points; first, girls primary schools should have same facilities as of boys; second, up class III women be encouraged as primary school teachers; third, for girls, department of Home Economics be created in universities & colleges.	Gender becomes an issue. The 1966 Report recognizes that the 'orthodox section' of Pakistani community strongly opposes co-education at primary & college/university level. The report rejects the orthodox view and insists that at both levels co-education be continued. It concedes that more separate female schools & colleges be opened where the 'orthodox section' may send their children.	The 1969 & 1970 reports attribute low enrollment of girls in primary schools to co-education. It asserts for social/cultural reasons parents don't send girls to school. It notes girl child enrollment is only 20% & worsens as one moves to secondary level, therefore, it is proposed that more separate schools be created.	Like the previous three reports/policies, this policy also recognizes that girl child enrollment & co-education need some attention & resolution. This policy asserts that ratio of female teachers at primary level is less than 30%, therefore it recommends that a proportionate increase in the number of female primary teachers will help increase enrollment of girls. It does not see co-education at primary level as an obstacle to girl child education.	This policy launches a frontal attack on co-education. It claims that in an 'Islamic society' male & female education should be separate at all levels. It also asserts that female education has been 'grossly neglected' therefore to improve enrollment & arrest drop out rate, sex segregated education is imperative at all levels. In that spirit it proposes the establishment of two women universities, one in Lahore & other in Karachi to begin with. It claimed that by 1992 universal primary female education would be achieved.	This policy treats gender in a marginal way. It proposes that female education would be promoted through non-formal & distance learning.	Like the previous policy does not address gender issues in education in a comprehensive manner. However, the policy is focused on improving & enhancing the quality of primary school female teachers. It starts with the assumption that female teachers are better & could increase and sustain girl child enrollment rate. Therefore it proposed a three pronged approach; 70 % of the newly established schools would have female teachers for both girls & boys schools; during summers pre-service training would be provided to female teachers; no upper age restriction for female teachers who join primary schools.
08	Private education, low pays, high profits & commercialization	Ambiguous on the role of private sector in education; considered education at all levels primarily government responsibility but recognizing the financial constraints encouraged private initiative in elementary education.	More open & forthcoming in recognizing the role & responsibility of private sector in education. Conceded that central, provincial & local bodies have neither the financial means nor infrastructure to meet the educational needs of the country therefore not only welcomed private initiative but also proposed that if government opens one school, private sector should open three. Recognizing the contribution of private sector it encouraged	The Commission encouraged the non-governmental educational institutions to assume leadership role and play their part in promoting education in Pakistan. However, it was not very forthcoming in defining the role of private sector in the educational development in the country.	The Commission reported a trend of commercialization, profiteering, lack of quality education in private sector. Therefore it proposed better regulation by government & efficient management of private schools. It also drew attention that some private schools promoted elitism & snobbery and that needs to be discouraged. Private education was reported more as a problem than an efficient policy alternative to	The 1969 policy also viewed private education more as a problem rather than an alternative. It noted exorbitant school fees, underpaid teachers and administrative irregularities; it recommended the adoption of legislation by the government to streamline these issues. The general approach was that private education needed greater governmental oversight, supervision & regulation. The thrust of 1970 policy was no different	This policy Brought an end to over a decade's complaining about the private educational institutions as reflected in previous policies, it Nationalized the entire private education, except for the religious educational institutions. This marked the beginning of an era of public sector education expansion and over lordship of ministry of education.	This policy departed from the previous ones as it aimed not only at reversing the 1972 policy but also viewed privatization of education as a viable policy prescription for changing the direction of education in Pakistan. It announced that private sector would be allowed to open up educational institutions. Nationalization law would be suitably amended and assured no further nationalization would occur. Private sector to play an important	Building on the 1979 policy this one aimed at institutionalizing the role of private sector in education. To attract the private sector to open up educational institutions the policy promised; interest free loans; plots for constructing educational institutions in residential areas on special price and income tax rebate. Philanthropists were encouraged to invest in private education. National & Provincial Education Foundations were to be set up to facilitate & coordinate	Continued on the path adopted by the 1979 & 92 policies. Expanded provisions of de-nationalization of educational institutions and strengthened privatization instruments. For example it encouraged the adoption of Punjab Private Educational Institutions (Promotion & Regulation) Ordinance 1984 NO II by other provinces to serve as a model for privatization. The policy reported that in 1972 the government had nationalized 19,432

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		them to be more self reliant, competitive and efficient.		supplement & support public sector education.	and reiterated the policy prescription.		developmental role in education.	with private sector to develop educational institutions in urban & rural areas. Accredited international universities were to be encouraged to set up campuses in Pakistan or collaborate with private schools & universities.	educational institutions. These included 18,926 schools, 346 Madrassahs, 155 colleges and 5 technical institutions. The policy postulated that government alone could not take the responsibility educating the nation, private sector must play a positive role and the government would provide conducive regulatory framework.
09 Literacy and non-formal education	Recognized that illiteracy is major problem & resolved that the State must provide free, universal and compulsory basic education. Called for adult literacy campaigns. Promised to establish Adult Literacy Campaign Boards in all the provinces funded by provincial governments; these Boards were to provide non-formal education in provincial languages.	Did not pay any attention to the subject.	The subject of adult education did not receive much attention in this report. However, the report floated a few interesting programs. First, it called upon the ministry of education to establish a pilot project using school children to teach their parents; second, under-graduate college teachers could also be used as adult literacy teachers; 'each one teach one' in this system each literate was expected to teach an illiterate adult.	This subject did not catch the imagination of this report.	The policy recognized illiteracy as a major challenge. The 1969 policy reported that 89% of the illiterates live in rural areas (the 1970 policy raised it to 90%-- estimated 100 million illiterates) while 11% live in urban centers. Both the reports laid emphasis on streamlining and expanding the primary education. Universalize primary education and have crash adult literacy program to eradicate literacy. No clear instrument how to achieve this except that it suggested the establishment of separate 'Authority' in each province to administer the adult literacy program.	The policy reflected the growing awareness among the decision makers that illiteracy and adult education needs attention & resources. Promised eradication of illiteracy in the shortest possible time. Proposed the establishment of National Literacy Corps, which was to have core team of trainers to train adults for Literacy Centers nationwide. These were to serve as the lifeline of non-formal adult education program.	Like the previous three policies it remained focused on eradication of illiteracy & adult education through non-formal schooling. However, it departed from the earlier policies in four major ways: First, it mainstreamed the religious idiom in adult education by declaring that adult/youth education be conducted after Zahur, Asar and Eyesha prayers; second, it proposed coordination social sector ministries by recommending that the ministry of education will sponsor 10,000 adult literacy centers out of which 5,000 centers will be sponsored by Allama Iqbal Open University, IRDP Markaz, Social Welfare Centers and Population Wing of Planning Division; third, announced the establishment of a National Council on Adult Education in the Allama Iqbal Open University. Finally, procured 10,000 TV sets from UNESCO for the	The policy reported that Pakistan has the lowest literacy rate in the region estimated around 34%. It observed that there are no nationwide adult literacy programs and pointed out the socio-cultural divisions between regions & provinces. It promised that appropriate legislation would be adopted to provide non-lapsable & non-transferable funds for the promotion of adult education; Directorates of Adult Education with federal & provincial ministries would provide training at the division & district levels; also promised financial support from private sector & NGO's.	The thrust of this policy was similar to that of the 1992. The policy estimated literacy rate at national level stood at 38.9 %. That meant 50% of males and 27% of females. It noted that in world ranking and regional context literacy rate was pathetic in Pakistan. Recognizing this handicap the policy promised to launch a massive non-formal education program to supplement formal education. By involving community it promised a massive Non-formal Basic education program that would raise the literacy level to 70% by the year 2010. To achieve this goal it promised the launch of two programs; Quranic Literacy Program and National literacy Movement. It also proposed an all Political Parties Accord on elimination of illiteracy, according to the policy that would be signed by 2010. Khankah's and Mazars were asked to donate generously in this program. More

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							Adult Literacy Centers.		importantly Asian Development sponsored a pilot project on women education.
10 Technical, vocational and special education	It announced the setting up of Council of Technical Education. The Council was to advise the government of Pakistan on technical & vocational education. The conference proposed a massive reorganization and modernization of technical education & vocational schools to suit the economic needs of the country. For women establishment of Industrial was to be encouraged.	It did not dwell much on vocational education, merely emphasized that a strong general education should serve as a base for vocational & technical education.	The general thrust of the Commission was that at secondary & high school levels technical/vocational & general education should be integrated. It also proposed that the Directorate of Technical Education in the Department of Education should administer all technical institutions other than those managed by the universities.	The report noted that Councils of Technical Education that did work for few years needed to be revived & revitalized to strengthen vocational & technical education. Like the earlier polices linked vocational education with general education & the development needs of the country.	The 1969 policy made three specific proposals; first, 60 % of students who leave Elementary school should be given opportunity to join the vocational/ technical schools; second, central & provincial governs should provide scholarships to 75% students who join vocational/technical schools; third, a massive shift towards vocational & technical education at secondary school level would be a desirable goal. The 1970 policy reiterated the proposals made in the 1969 policy on the subject.	This policy also supported the general approach of earlier policies of integrating vocational / technical education with general education. However, it proposed two new changes; first, after completing three year diploma course, students would be encouraged to have two years of industrial training. The diploma holders could do one-year of additional courses and obtain B.Tech degree; second, for the first time it drew attention on the handicapped children and announced the formation of Handicapped children's committee's in the Education Councils of the provinces. It promised of making special arrangements for the handicapped children in the country's schools.	The policy declared that disabled & handicapped constitute 4% of country's population and unfortunately adequate attention is not paid towards their education. Therefore, the policy announced devising of special curricula, arrangements in the schools for children with special needs. It called upon the Pakistani philanthropists to donate funds and also approached the donor agencies to cater for the needs of special children. It announced the opening up of teachers training institute for the Deaf & Dumb in Sindh and the other for the Blind in Punjab. Continuing the theme of the 1972 policy it laid emphasis on vocational/technical education, teacher training and strengthening the existing institutions and programs, particularly, the diploma & B.Tech degree. It called for creating special skills schools/programs for school dropouts.	The policy sharpened the focus on the need of technical/vocational education by calling for incorporating the usages of emerging technologies in the curricula. The policy was equally forceful in suggesting the adoption of Islamic teaching & developing 'Islamic worldview' for the teachers in vocational/technical education programs and institutions. It proposed compulsory computer education at all levels for vocational/technical education. Promised the introduction of male & female technical/vocational schools at tehsil & district level. It called for the setting up of National Technical & Vocational Education Council. It also promised to increase the number of Directorate of Technical Education.	The policy lambasted the condition of technical & vocational education in the country. It attributed violence, unrest among youth and unemployment on policy maker's inability to fix the technical/vocational education. Drawing attention to the dismal condition the document noted that there are 21 divisions without a polytechnic for women, 65 districts without any polytechnic for boys, 329 tehsils without a vocational institute for boys and 277 tehsils without a vocational institute for girls. Given these conditions the policy proposed the establishment of National Council on Technical & Vocational Education, which would regulate and coordinate on technical/vocational education with the provincial departments. It also proposed to task the National Technical Teachers Training College, Islamabad to launch a special crash program for teacher's training in the field. It proposed the strengthening & expansion of 194 existing vocational institutes with the provincial departments. Called for revision, up gradation of their curriculum and increasing enrollments in these schools/institutes to

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									improve the skills of Pakistani youth & manpower.
11 Political scenario or environment with special emphasis on student and teacher politics	Took place at a time when nation building & laying the foundations of an administrative set up for the new State appeared to be the pre-occupation of top leadership.	Language controversy/riots in East Pakistan and Objectives Resolution sharpened focus of policy maker's two issues; on medium of instruction, role of national and provincial languages; on role and significance of Islam/Pakistan ideology in education.	Those who took over power in 1958 saw politics chaotic & disorderly therefore the policy advised students & teachers to stay away from politics and discouraged the formation of unions.	This report must be seen in the context of 1965 war and discontent that prevailed on the college & university campuses. It provides a good summary of causes of unrest on campuses, politicization of students, interference of administration and political parties, weak university managements and over crowding. However, fails to offer a clear policy prescription, although alludes to autonomy of universities, devising legislation to give some participatory rights to teachers & students in managing affairs of the universities.	Breakdown of system of governance provided by General Ayub Khan (1958-69). The policy points out over 200,000 youth unemployed, hence massive student unrest. In reality higher education system in crisis, as educational degrees to not translate into employment possibilities. The policy does not offer any prescription. The 1970 policy comes out with a few proposals; formation of teacher – student councils, head of the department or senior professor to head such council; a committee to look into the conveyance problems of students in large urban centers; provincial governments to do planning on employment opportunities for university graduates.	The nationalization of education needs to be understood in the context of protests of students, school, college and university teachers, who emerge as one of the important support groups of the PPP government. Therefore, revision of pay scales, labor export, youth employment strategies of the government need to be seen in that context.	Interestingly the 1977 PNA Movement against PPP government was not lead by students nor were they significant component in protest, therefore the policy is silent on college, university student/teacher concerns and issues.	However in the post 1979 phase ideological cleansing of the universities and colleges leads to violence on college and university campuses; student clashes and weaponization emerge as serious problems, therefore the policy offers a number of new proposals. First, counseling and guidance for students; second, universities to have Dean of Student Affairs, who would advise and mediate in student's disputes; third, no political student organizations to operate on campuses, although cultural & scientific societies would function; carrying weapons would banned on campuses.	Like the previous two policies recognized the inadequacies of education system in the country, particularly the university education. Proposed building of libraries and other research provisions on campuses. Called for the creation National Education Council to be headed by PM & provincial ones to be headed by Chief Ministers. The policy declared that all educational ills because of lack of sufficient ideological training of the teachers and students, hence recommends enforcement of Islamization of knowledge at all levels.
12 Teacher trainings and service conditions	The policy resolved that teacher's training is of vital significance and provincial & central government should provide the funding. It promised regular training & adequate salaries for schoolteachers. The policy also announced to establish first rate Teachers Training Institutes for Women, which would train them for nursery & primary classes.	The policy recognized that the best & the brightest don't go to teaching, therefore the need is to raise the status of the teacher and the place to start is primary school teacher. It proposed to establish 101 training institutions for primary school teachers (male & female) and 26 such institutions for secondary school teachers. Technical & Vocational education was to be treated as integral part of the	Instead of focusing on teacher's training the Commission's report started with the assumption that schoolteachers have too many free days and that need to be regulated and monitored. It also recommended that the salaries of Pakistani language teachers & other disciplines should be the same.	Like the previous reports the status & salary are noted as the primary reason for poor quality of teachers at school level. While at college & university levels dearth of quality teachers is attributed to the fact that the best & brightest prefer to opt for 'superior services'. The policy did not come up with any specific proposal to improve the quality of teacher but implicitly implied that rigorous method of recruitment (particularly	The 1969 & 1970 policies found too much of bureaucratic control by the education department bureaucracies as a serious obstacle to the recruitment of quality teachers at all levels. Both policies favor teacher's recruitments be made by autonomous governing bodies at all levels. The 1969 policy proposed that Separate Directorates be created, headed by Director General, for recruitment of primary, secondary,	This policy revealed a clear pro-teacher bias – in the sense that at levels it promised to improve service conditions, training & salary structure for the teachers. It nationalized all private & missionary institutions and announced government pay scales for teachers, particularly the college / university teachers were given grade 17 i.e. gazetted grades, while schoolteachers were no-gazetted grades. It proposed that the entire	Compared to the previous policies on teacher's recruitment & training the 1979 policy was clear, categorical and emphatic in proposing that teachers at all levels (elementary, secondary, high school, college, university) must posses & demonstrate "strong commitment to the Ideology of Pakistan". It promised the launching of massive ideological re-orientation training program for the teachers and to that effect	This policy also focused on changing the ideological orientation of the teachers. It proposed that teachers training curricula would have an enhanced Islamic religious education component. The teachers were advised to teach Islamic concepts & worldview to students in tutorials. The policy proposed following new initiatives: it called for strengthening the Academy of Educational Planning and	The policy continued emphasis on re-orientating the teacher's education along Islamic & ideological lines. It proposed the creation two posts of Qari and the other for teaching Quran in all teachers training institutions of the country. It proposed that a Education Public Service Commission would be established for the recruitment of teachers. Promised revision of curriculum of all M. A Education and B. A Education

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		education system		in colleges & universities) and better salary package may attract the talented.	college and vocational/technical teachers	policy would be continuously reviewed & evaluated by Education Councils. These Councils would be set up at district, provincial, federal & institutional level. The Councils were to have MNA's, MPA's and members of the Local Bodies and the representatives of the teachers unions, student, government departments & other agencies. On the one side the policy promoted democratization and in put of the elected in the education. On other hand, the policy proposed that the recruitment of college/university teachers should be more rigorous. Their recruitment & training should be on the pattern of CSS. To accomplish this, the policy led to the creation of Academy of Educational Planning & Management. The policy laid considerable emphasis on schoolteacher's training as well. The policy also proposed that 2 members of the Public Service Commission be recruited from the education cadre. District Education Councils were to expedite the recruitment, training and promotions of the schoolteachers.	proposed to upgrade all existing elementary training institutions to Colleges of Elementary Teachers. Like the 1972 policy it proposed the establishment of Academy of Educational Management and Planning for in service training.	Management and creating such Academies in the provinces; it also introduced National Testing Service for regulating access to higher education; promised increasing the financial autonomy & authority of District Education Officers to streamline the recruitment training and other problems of school teachers; finally, proposed the establishment of National Education Management Information System (NEMIS) for management & development of manpower in the education sector.	programs. Proposed the creation of new cadre of educators. It also proposed the establishment of a new National Institute of Teachers Education (NITE), which would train and improve the skills of over 300 teachers annually. It also called for the setting up of Teachers Foundation, which will cater for the needs of teachers, and national teacher's conference would be organized. The Academy of Educational Planning and Management will offer short & long term courses to improve the professional skills of the teachers.