



Pakistan

Education for All 2015 National Review

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Pakistan Education for All Review Report 2015



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In Consultation and Collaboration with:

- " Education Departments of Provinces and Areas Governments
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List of Acronyms

AEPAM	Academy of Educational Planning and Management
AJ&K	Azad Jammu & Kashmir
BEAC	Balochistan Education Assessment Centre
BECS	Basic Education Community Schools
EFA	Education-For-All
ESR	Education Sector Reforms
FATA	Federally Administered Tribal Areas
FTI	Fast Track Initiatives
GB	Gilgit-Baltistan
GDP	Gross Domestic Product
GEM	Global Education-For-All Meeting
GER	Gross Enrolment Rate
GMR	Global Monitoring Report
GPI	Gender Parity Index
HDI	Human Development Index
HDR	Human Development Report
HSSC	Higher Secondary School Certificate
ICT	Islamabad Capital Territory
KP	Khyber Pakhtunkhwa
LFS	Labor Force Survey
MDG	Millennium Development Goal
MET&SHE	Ministry of Education, Trainings and Standards in Higher Education
MICS	Multiple Indicators Cluster Survey
NCHD	National Commission for Human Development
NEAS	National Education Assessment System
NEMIS	National Education Management Information System
NEP	National Education Policy
NFBE	Non-Formal Basic Education
NIPS	National Institute of Population Studies
NPA	National Plan of Action
OOSC	Out Of School Children
PBS	Pakistan Bureau of Statistics
PEC	Punjab Examination Commission
PESRP	Punjab Education Sector Reforms Program
PMIU	Project Management and Implementation Unit
PSLM	Pakistan Social and Living Standards Measurement
RSU	Reforms Support Unit
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WFP	World Food Program

Foreword

Education is a priority of the Government of Pakistan. This report is authored as part of the global exercise to monitor progress of nations towards achievement of goals and targets of Dakar Framework of Action. This framework was signed by international community on April 28, 2000, in Dakar Senegal. Along with other 164 countries, Pakistan also signed Dakar Framework of Action and committed to achieving 6 Education-For-All (EFA) Goals by 2015.

One of the strategies of Dakar Framework of Action stated that countries would “*systematically monitor progress towards EFA goals and strategies at the national, regional and international levels*”. To review and renew commitments to EFA, countries around the globe are conducting a thorough review and analysis of EFA experiences and achievements since 2000 to identify emerging issues and challenges. Since the target year (2015) is approaching, these reviews are intended to highlight good practices and share learning for promotion of access, equity, quality and governance in education sector for future.

At the 36th Session of the UNESCO General Conference in 2011, the Director-General of UNESCO was requested by Member States to “*mobilize the international community and EFA partners for the achievement of the EFA*” and in particular to “*continue to undertake bench marking for monitoring progress towards EFA*”. More recently, the Global Education-For-All Meeting (GEM) held in November 2012, stated in its final statement that “*We agree on a process of national and regional EFA reviews that will inform the global conference on Education-For-All in 2015. We urge all UNESCO Member States to actively participate in the process leading up to the global conference in 2015 to establish the post-2015 global education agenda.*”

In this context, the Ministry of Education, Training and Standards in Higher Education (MET&SHE) in Pakistan, in collaboration with UNESCO Pakistan and UNICEF Pakistan; has prepared this National EFA 2015 Review Report. The review document explains strategies adopted by Pakistan for achievement of EFA Goals, constraints, impediments faced, reforms introduced and milestones achieved. Shortfalls and future challenges have also been put on the anvil. This important document has been prepared by the Core EFA Review Working Group using broad-based participatory approach. Reliable data from multiple sources have been used to compile this report while all concerning stakeholders have also been consulted in the process of development of this report. This document features both the critical analysis of facts and past trends as well as objective forecasting of future scenarios. The preliminary document was reviewed by a team of experts at the UNESCO and UNICEF Regional Offices and subsequently revised in light of their comments.

The Review Report also features a detailed analysis of almost all indicators corresponding to the 6 EFA Goals. This extensive analysis can assist federal level decision-making and meaningful policy dialogue. Besides, a comprehensive set of 8 provincial and area reports, track the progress made in EFA Goals and related indicators by each sub-region of Pakistan. Given the current state of devolved decision-making in the country, these sub-regional reports will help guide governments to mainstream constructive debates & and in ascertaining future priorities for education.

It is hoped that this EFA Review document offer valuable information and guidance to professionals and institutions formulating policies and/or mobilizing support to help Pakistan achieve EFA Goals without much delay. The authentic and accurate data is the quint essential feature of this report intended to help policymakers make informed decisions.

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¹Annex I: Discusses over 55 national level indicators (for which data were available for Pakistan) related to 6 EFA goals.

Section 1: Introduction

1.1 Pakistan: Overall Development Context

Situated on the western edge of South Asia, Pakistan has a population of about 184 million, with sex ratio of 105.6: 100. It is estimated that about 62% of the people are residing in rural and 38% in urban areas. GDP Per Capita Income is US\$ 1,368 for 2012-13.

Pakistan is a developing country, steadily transforming from agriculture-based economy to an increasing share of industry and services sectors in the GDP. Country spends a major portion of its budget to address challenges of national security and interest payments on its loans. This leaves a relatively smaller amount to be invested on infrastructure development to boost economic growth and enable social sectors to meet basic needs of the people like education, health, social services etc. Pakistan is confronted with a host of serious development issues.

The Gross Domestic Product (GDP) grew at a rate of 3.6% (2012/13), but there are several challenges which are likely to restrict its future progress unless strict actions are implemented. Energy shortage is a major obstacle to raise production. Pakistan is a partner of on-going global war against terrorism. Resultantly, geo-political dynamics in the neighboring countries and on its borders have generated security and terrorism related threats for the local people, foreign investors, and development workers. This situation is restricting investment and accentuating unemployment in the country. The deficit on trade balances is also adding to the fiscal pressures.

In the past, Pakistan has not been spending enough on provision of basic social services to the people. Another impeding factor has been rapid population growth, which was 3.1% or more during 1990s, and is still above 2% per annum. Continuous fast increase in population has eaten up or diluted benefits of the investment on development. Illiteracy, rapid population growth and slow economic development have increased unemployment, blocked evolution of socio-political institutions and democratic norms in the society. Due to illiteracy and poverty, health indicators are also low in Pakistan. One third children are born underweight and infant mortality rate is high.

Educational indicators of Pakistan are still dismally low, although steady progress has been noticed during last few decades. At present, about one third primary school age children are out of school, 42% population (age 10+) is illiterate. Wide discrepancies persist in education indicators pertaining to provinces/areas, location (urban vs. rural) and gender. At the national level, about two third women of age 15+ cannot read and write, and 35% girls remain out of school. Gender Parity Index in case of participation in primary education is 0.82. It is estimated that over 6.7 million children are out of school, and majority of them (62%) are girls.

²Economic Survey of Pakistan: Government of Pakistan 2012-13

³ibid

⁴PSLM Survey : Pakistan Bureau of Statistics, Government of Pakistan 2011-12

1.2 National EFA 2015 Review

1.2.1 Objectives

The National EFA 2015 Review documents progress achieved towards the EFA goals, experiences in implementing EFA strategies, lessons learnt as well as emerging issues and challenges pertaining to EFA. The report aims at accelerating actions to complete the unfinished EFA tasks as well as at providing accurate information to public for generating constructive debates on the future education agenda for the post-2015 era. More specifically, this book focuses on 3 interlinked strategic objectives:

1. Assessing progress towards the 6 EFA Goals.
2. Reviewing the implementation of national strategies to achieve the 6 EFA Goals.
3. Determining the current educational challenges and the future education agenda.

1.2.2 Methodology

The Review document attempts to answer the following:

- "What has been achieved?" with respect to each of the 6 EFA Goals and related national education development goals and targets, using quantitative indicators and qualitative information.
- 'How has progress towards the EFA Goals been achieved?' in terms of policies, programs and measures taken, and how well have these policies and measures been implemented. This highlights some good practices; key factors of success; financial commitment; and resource allocation in order to achieve EFA Goals.
- 'What are the current challenges for education?' with respect to priority needs and targets within the country, major education development strategies, policies and plans, implementation mechanisms and individual as well as institutional capacities, outcomes and impact.

1.2.3 Process

As a first step in the review process, the Federal Ministry of Education, Trainings & Standards in Higher Education, Government of Pakistan, in collaboration with country offices of UNESCO and UNICEF established the **Core EFA Review Working Group**, comprising of representatives from Ministry of Education, Academy of Education Planning and Management (AEPAM), National Education Management Information System (NEMIS), UNESCO and UNICEF. Lead education experts of erudition were also included to the working group.

The National Education Management Information System (NEMIS) provided available authentic statistics on the indicators related to 6 EFA Goals; other relevant indicators were obtained from Pakistan Bureau of Statistics (PBS); the Labor Force Survey (LFS) and the National Institute of Population Studies (NIPS). The NEMIS Office in the Academy of Educational Planning and Management (AEPAM) served as the EFA Review Secretariat and offered, besides technical inputs, all possible logistic support and essential ergonomics in the review process.

While work progressed on data collection by AEPAM team, an annotated outline of the EFA Review Report was prepared by the consultants. A three-day training workshop was held in Lahore with participation from all provincial/area EMIS personnel to finalize the data of the EFA indicators. Subsequently, one national and 8 provincial/area reports have been prepared, identifying key trends in the indicators. The current document is the elixir of a thorough consultative process, involving all stakeholders. The document has a unique feature; political and professional ownership by Federal/Provincial and Area Education Departments.

Key Limitation to Analysis: As this Review uses the recent projections, some EFA indicator values may not synchronize in totality with those reported for 2001/02 and 2005/06 in the Mid-Decade Assessment Report 2008.

1.3. Pakistan's Commitment to Education-For-All

Pakistan committed to achieving goals of Dakar Framework of Action and took the lead in developing National Plan of Action for EFA during 2002, followed by preparation of Provincial and District EFA Plans.

After Dakar, the country took a number of initiatives to accelerate the pace and progress towards achievement of EFA Goals, including abolition of school fees, provision of free textbooks to students and legislation to declare free and compulsory access of children to education as their constitutional right. Article 25-A has been inserted in the Constitution through landmark 18th Constitutional Amendment. Although, the country has lagged behind the targets of EFA, nonetheless, a momentum has been built and required legal and institutional mechanisms are being created to sustain and accelerate the pace of progress towards EFA Goals.

1.4. Education System in Pakistan

In Pakistan, education is now a provincial subject as a result of the 18th Constitutional Amendment legislated by the parliament during April 2010. The provincial/area governments enjoy greater autonomy in several social and economic sectors, including education. The Ministry of Education and Trainings and Standards in Higher Education (MET&SHE) at the federal level coordinates with international development partners and provides a platform to the provincial/area departments of education for exchange of information and creating synergy, synchronization and harmony.

Public sector formal school system, which is largest service provider in Pakistan, consists of 12 academic years. It starts from Primary and ends at Intermediate level or Higher Secondary School Certificate (HSSC). Pre-primary classes (local name Katchi class, *translation: Pre-Primary; premature or not ripe yet*) can be found in schools, but this level is not recognized in terms of budgetary provision or examination. Private sector caters for educational needs of about one third enrolled children having diverse streams, some following public sector national curricula, while others opting for curricula of Cambridge International Examinations.

The children of upper-middle classes, residing in urban localities, mostly attend high cost private schools, offering foreign curricula and international examination systems (O and A levels) and are staffed with qualified and trained teachers, well-equipped classrooms, all essential facilities of good quality, and imported teaching-learning materials.

In addition to the public and private schools, there is another stream of 'Deeni Madrassas'(Religious Schools) offering free religious education with free boarding and lodging. These Madrassas are usually managed by local communities and are financed through charity and donations. These parallel systems of education in Pakistan have perpetuated inequalities and economic stratifications, and are root cause for behavioral divisions and social conflict in the society.

Majority of the children, residing mainly in rural and semi-urban areas and belonging to the low income families, attend public schools which offer free education but are characterized by poor quality of education due to lack of physical facilities, shortage or absence of teachers, and non-availability of suitable learning materials.

1.4.1. Primary and Secondary Education

In Pakistan, there are 146,185 formal primary, 42,147 middle level (Lower Secondary) and 29,874 secondary schools; 75% are public sector schools; 10% private sector schools and the remaining almost equally divided between non-formal basic education schools and 'Deeni Madrassas' (Table 1.1).

Table 1.1 Formal Educational Institutions in Pakistan

No.	Balochistan	FATA	GB	ICT	KP	Punjab	Sindh	AJ&K	Pakistan
Primary Schools	11,079	4,836	11,079	364	24,991	52,414	46,759	4,852	146,185
Middle Schools	1,406	616	427	170	4,921	26,831	5,928	1,848	42,147
High Schools	917	439	268	248	3,774	17,958	5,189	1,081	29,874
Colleges	68	62	35	40	202	1,241	471	199	2,318
Universities	6	-	1	16	29	43	40	6	141

Source: NEMIS 2013

Total enrolment in primary schools is 17.6 million, with 9.8 million (56%) boys and 7.7 million (44%) girls (Table 1.2).

Table 1.2: Enrolment in Formal Schools in Pakistan

No.	Balochistan	FATA	GB	ICT	KP	Punjab	Sindh	AJ&K	Pakistan
Primary Schools	670,143	374,994	107,990	119,168	2,980,910	9,123,952	3,821,191	376,501	17,574,849
Male	402,433	253,494	61,403	60,785	1,785,509	4,868,313	2,206,311	194,055	9,832,303
Female	267,710	121,500	46,587	58,383	1,195,401	4,255,639	1,614,880	182,446	7,742,546
Middle Schools	163,491	75,713	45,662	64,615	1,050,771	3,474,610	1,081,979	162,356	6,119,197
Male	105,889	64,325	26,324	32,294	691,501	1,883,408	600,420	86,615	3,490,776
Female	57,602	11,388	19,338	32,321	359,270	1,591,202	481,559	75,741	2,628,421
High Schools	71,790	29,295	20,970	37,614	424,661	1,599,465	581,326	70,205	2,835,326
Male	47,319	24,904	11,815	19,213	288,592	881,297	334,637	39,231	1,647,008
Female	24,471	4,391	9,155	18,401	136,069	718,168	246,689	30,974	1,188,318

Source: NEMIS 2013

Enrolment in Middle Schools is only 6 million with 57% boys and 43% girls, while enrolment in secondary schools is 2.8 million with 58% males and 42% females. The proportion of females marginally declines as education level increases.

1.4.2. Non-Formal Basic Education

Pakistan also has an extensive network of Non-Formal Basic Education (NFBE) institutions with an estimated enrolment of at least 2.5 million students. Establishment of Non-formal Basic Education Schools for out-of-school children was an innovative initiative taken by Pakistan. Presently, more than 13,000 Basic Education Community Schools (BECS) are functioning throughout Pakistan, having a total enrolment of around 0.6 million. Local female teachers are employed in more than 80% of these schools. At the end of grade V, formal sector conducts the examination and allows admission in grade six in formal sector to those who qualify/pass the examination. In other words the graduates of non-formal schools are mainstreamed in grade VI. BECS are financed by the Federal Government and operate directly under MET&SHE.

Table 1.3 Non Formal Educational Institutions in Pakistan⁵

No.	Balochistan	FATA	GB	ICT	KP	Punjab	Sindh	AJ&K	Pakistan
NCHD Schools	N/A								
BECS	683	1,069	1,466	277	1,616	6,040	1,738	205	13,094
Other Non Formal School	N/A								
Deeni Madaris	719	524	93	46	2,802	5,811	1,991	1,254	13,240

Source: NEMIS 2013

In addition, Punjab province has also established Non-formal Basic Education Schools in selected areas out of its own budget. Besides, National Commission for Human Development (NCHD) also established about 1,000 feeder schools for grades 1-3 students in rural areas to improve the access and support enrolment drive for primary education.

Table 1.4: Enrolment in Non Formal Educational Institutions in Pakistan

No.	Balochistan	FATA	GB	ICT	KP	Punjab	Sindh	AJ&K	Pakistan
NCHD Schools	N/A								
BECS	27,379	46,586	135,084	12,672	48,714	224,590	69,773	10,586	575,384
Other Non Formal School	N/A								
Deeni Madaris	76,846	52,521	15,522	12,308	397,847	783,149	354,774	103,989	1,796,956

Source: NEMIS 2013

The Allama Iqbal Open University(AIOU) with support from the Ministry of Education established non-formal middle schools in few selected districts/areas of the country; a very successful experience. Overall non-formal education is a very cost effective initiative, especially for out-of-school children of remote areas and difficult regions of the country, where formal school is not available.

1.4.3. Private Sector Contribution in Primary Education

Private Sector is playing an important role in the promotion of education in Pakistan. Private sector enrolment is increasing because of its overall better quality of education as compared to public sector.

NEMIS data indicated that in 2012/13, there were 17,093 private primary schools in the country. In addition, there were 25,658 middle/lower secondary schools and 17,696 high schools in the private sector. At the primary level, overall 4.8 million (34%) children of 5-9 years age group are enrolled in private sector schools. It is estimated that 34% of boys and 33% of girls are enrolled in private schools.

1.4.4. Religious Education (Deeni Madaris)

Deeni Madaris are playing effective role for promotion of education and literacy, especially religious education and knowledge in the country. The main beneficiaries of *Madrassa* education are poor, needy and deserving children of less-privileged urban settlements, rural and remote areas of the country. In most of the cases, *Madaris* provide food, clothes and shelter to deserving students. The curriculum and courses of disciplines taught in most of the *Deeni Madaris* are very comprehensive. Some of them also teach formal education subjects such as Urdu and English languages, as well as Mathematics and General Science in addition to the religious subjects. According to NEMIS data, at present, the total number of *Deeni Madaris* in Pakistan is 13,240. These *Madaris* are run by five different WAF AQ S(governing bodies). There are 1.79 million students enrolled in *Deeni Madaris* at all levels; 1.1 million of these are boys and 0.66 million are girls. Around 58,000 teachers are employed in these institutions including 13,000 female teachers.

⁵Data about NFBE Centres by Punjab to be added

1.5. Education Policies, Plans and Strategies 2000/01-2013/14

1.5.1 Education & Constitution of Pakistan

The Constitution of the Islamic Republic of Pakistan (1973) promised to its citizens in Article 37 (b) & (c) that "the State shall remove illiteracy and provide free and compulsory secondary education within the minimum possible period; make technical and professional education generally available and higher education equally accessible by all on the basis of merit". One key policy reform with positive implications for education was the 18th Amendment in the Constitution by the National Assembly of Pakistan in April 2010 and insertion of Article 25-A. Following the 18th Amendment, free access to school education was recognized as a fundamental constitutional and enforceable right of all children of age 5 to 16 years. Article 25-A of the Constitution of the Islamic Republic of Pakistan states:

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

The Islamabad Capital Territory (ICT) and Sindh province have already enacted legislation for the implementation of Article 25-A; other provincial/area governments are currently in the process of finalizing their respective legislations. Balochistan province has also promulgated an Ordinance to declare free education a responsibility of the government. This Ordinance, which is a provisional law, is yet to be passed by the Provincial Assembly of Balochistan. Provinces and Federal government are gradually enhancing their budget allocations to education; nevertheless a full thrust follow up for implementation of this landmark legislation is still awaited. It is encouraging that there is a strong political resolve to enhance budgetary allocations from 2% to 4% by 2016.

1.5.2 National Education Policies (1998-2010 & 2009)

During the past two decade, there were two major education policy interventions; the National Education Policy of 1998-2010; and the National Education Policy 2009. These policies were developed with the consensus of a wide group of stakeholders i.e. education officials from federal and provincial governments, academia, private sector, non-government organizations, and international development partners. Important provisions and targets of these two policies are listed below:

The National Education Policy (1998-2010):

- i. Increasing enrolment and enhancing education budget
 - ii. Formal recognition and integration of traditional Katchi (pre-primary)
 - iii. Addressing the issue of out-of-school children
 - iv. Literacy and functional literacy programs for adult illiterates
 - v. Removal of urban-rural and gender imbalances in education sector
 - vi. Encouraging private sector participation and effective community involvement
- Unfortunately, this important education policy could not be implemented effectively due to unforeseen and abrupt political changes as a result of military coup.

Unfortunately, this important education policy could not be implemented effectively due to unforeseen and abrupt political changes as a result of military coup.

The National Education Policy (2009)

The NEP 2009 document identifies policy actions in pursuit of two overarching objectives: (i) widening access to education; and (ii) improving quality. Following key policy actions were identified:

- Achieving universal and free primary education by 2015 and up to class 10 by 2025
- Promoting access and quality of Early Childhood Education.
- Achieving 86% Adult Literacy by 2015.
- Enhancing education budget up to 7% of GDP by 2015

- Promoting equity in education with the aim to eliminate social exclusion and provision of increased opportunities to marginalized groups, particularly girls.
- Improve quality of education.
- National Standards for educational inputs, processes and outputs shall be determined.
- Introduction of a common curriculum framework for public and private sectors.

The above mentioned National Education Policy of 2009 though addressed all important issues of education and envisaged strategic actions and clear targets; yet no mechanism could be instituted to follow up its implementation. As 18th Amendment to the Constitution devolved school education to the provinces, statutory platform for coordination arrangement at institutional level among the provinces for primary and secondary education disappeared, or was weakened.

The Federal Ministry of Education used to convene periodic meetings of Inter-provincial Education Ministers' Conference to brainstorm on key issues of this sector and make recommendations. No meetings of this high-level forum have been held after April 2010. With the creation of MET&SHE the forum of Inter-Provincial Education Ministries Conference (IPEMC) has come up. Moreover Provinces have agreed to formulate National Curriculum Council (NCC). The NCC will be headed by Provincial Ministers of Education by rotation. Nonetheless, this important policy document (NEP 2009) still serves as a reference and a source of guidance for planners and education managers at various levels in the country.

1.5.3 Education Sector Reforms (2001-06)

Soon after the meeting of World Education Forum in Dakar, the Government of Pakistan took initiative to push forward EFA agenda, by launching Education Sector Reforms (ESR: 2001-06). This ESR program focused on 9 key areas including, ECCE, universal primary education of good quality, literacy, and improved technical and vocational education. Under ESR program, the Federal Government disbursed special grants to the provinces to help them promote 9 key areas of education. Special financial assistance to the provinces, provided impetus to EFA movement in the country.

1.5.4 National Plan of Action for EFA (2001-15)

The EFA National Plan of Action (2001-15) was prepared and endorsed by the first Poverty Reduction Strategy Paper (PRSP I 2003-06) but could not be implemented due to lack of financial support, both indigenous and external. Similarly 15-year provincial and district EFA plan were also prepared.

1.5.5 Provincial Education Sector Plans

The provinces of Balochistan and Khyber Pakhtunkhwa have recently prepared Education Sector Plans. The KP Education Sector Plan (2010-15) aims at achieving Universal Primary Education (UPE) by 2015; as well as achieving 50% improvement in adult literacy, especially for women.

The Balochistan Education Sector Plan (2013-14 to 2017-18) focuses on: (i) improving quality of education; (ii) early childhood education; (iii) access & equity; (iv) governance & management; and (v) adult literacy & non-formal education.

1.5.6 Free Education and Incentives to Enhance Enrolments and Retention

To increase enrolment and retain students, several incentives have been extended for over a decade. A few are listed here:

- (i) Free education: Abolition of tuition fee and provision of free textbook to the students of public sector schools (both formal and non-formal). This initiative was launched during 2004 and since then all provinces/areas are following this approach.
- (ii) Incentives for Girls: Female students of middle and high schools in rural areas of few selected districts are being given monthly scholarships/stipends.
- (iii) Food for Education: Free edible oil for high attendance level is being given to both girl students and their teachers.

- (iv) Provision of free lunch to school children under *Tawana Pakistan* was also launched in selected schools but had to be discontinued due to mismanagement issues.

1.5.7 The National Plan of Action for Accelerating Education-Related MDGs (2013-16)

In September 2013, the Government of Pakistan completed the formulation of the National Plan of Action (NPA:2013-16) which is designed to **accelerate progress** towards education related goals and targets identified by MDG/EFA for 2015/16. The key objective of NPA (2013) is to *accelerate* the progress towards achieving education-related MDGs in the next 3 years. Specifically, the Plan aims at:

- Enhancing enrolment of out-of-school children in primary education;
- Increasing retention at primary level and completion of primary education by all enrolled children;
- Improving quality of primary education.

At this stage, NPA is awaiting financial resources needed to accelerate achievement of MDGs 2 and 3.

1.6. Institutional Mechanism for Implementation and Coordination of EFA

Since 1973 the provincial/area governments have full autonomy in planning, financing, implementation and monitoring of educational programs in their respective jurisdictions. Provincial governments have their own financial resources and constitutional authority to decide budgetary share of each sector or department, and approve/implement programs and projects. Prior to the 18th Amendment in the constitution (2010), the federal government had the mandate to coordinate 2 subject areas, i.e. curriculum development and policy formulation, whereas actual implementation was the responsibility of the provincial governments.

Before 2010, provinces and areas followed national curricula approved by the Federal Ministry of Education in collaboration with Provincial Bureaus of Curriculum. However, educational policies and plans prepared by the Federal Ministry of Education were not binding on the provinces. Practically, these policy documents or national development plans were suggestive in nature and provinces/areas were free to set their own targets and strategies.

Provinces and areas have been planning and implementing projects and strategies for promoting education on their own and out of their own resources. The Federal Government however was also free to sponsor or directly implement new projects, out of national exchequer, in any part of the country with additional grants. This was of course, over and above the statutory share of the provinces.

The Federal Ministry of Education in Islamabad played a leading role in introducing the agenda of Dakar Framework of Action to the Provinces and Areas, For this purpose, the federal ministry also created a platform for exchange of information and experiences among the provinces. During 2001-2010, following arrangements or strategies were adopted for strengthening coordination in the country for implementation of EFA initiatives and accelerating achievement of national and international goals and targets of education sector:

- **High Level Meetings:** Quarterly meetings of Inter-provincial Education Ministers Conference. These meetings were convened and supported by the Federal Ministry of Education from its own resources.
- **EFA Plans:** Preparation of National and Provincial Plans of Action for EFA and MDGs. This process was mostly supported by the donors. These plans proved useful reference documents for statistical information on the gaps and baseline data for measuring the progress made.
- **Coordination Units:** Establishment of EFA Wing at the Federal Ministry of Education (2001-2004) to coordinate EFA related activities with other stakeholders, and designation of EFA Focal Persons in the provinces/areas. Platform of EFA Wing and EFA Focal Persons in the provinces proved effective in pushing forward EFA agenda.
- **National Conferences and Provincial Seminars:** Series of seminars, EFA Forums, and national conferences on Education-For-All, and on various key areas of education (e.g. ECCE, Literacy, Girls

Education and Quality) were organized by the Federal Ministry of Education, which were usually sponsored by the donors.

- **Progress Reports:** Preparation of country reports and periodic assessment of progress made by the provinces and the country as a whole towards achievement of EFA and MDGs was undertaken. These assessments and progress reports were basically meant for presentation in the regional and international forums, but were also used internally to revisit targets and strategies of EFA.
- **Post Devolution:** After 2010, some of the above listed mechanisms or practices have disappeared and newly established Ministry of Education and Training and Standards in Higher Education is now endeavoring to revive the workable and viable mechanisms for better and effective coordination. The NPA (2013-16) is a consensus document agreed by all Provinces and Areas under the auspices of MET&SHE.

It can be stated safely that an effective institutional mechanism for coordinating implementation of EFA throughout the country has not been functional from 2001 to 2010. Planning and financing of educational programs by the provinces and areas was regularly influenced by the budgetary resources made available to the education sector by the finance departments. These were unfortunately not guided by the targets envisaged in provincial EFA plans or goals set by the Dakar Framework of Action.

Coordination efforts by the Federal Ministry of Education during 2001-2010, and afterwards, were voluntary and sporadic initiatives, which were mostly sponsored by the donors, except in the case of Inter-provincial Education Ministers Conferences, convened on irregular intervals. Targets and thematic areas emphasized in the Dakar Framework of Action (e.g. ECCE, Literacy, and Quality) and included in the National/Provincial Plans of Action, could not be integrated into the regular planning frameworks at national and provincial levels. In short, coordination for implementation of EFA initiatives in Pakistan remained weak, inconsistent, and lacked strong institutional patronage.

1.7. Partnership for EFA

Involvement of other related ministries, civil society, and community leaders in development planning provides an opportunity to solicit inputs of other stakeholders, check feasibility of new interventions, and help create synergies for an overall enabling environment. These initiatives ultimately facilitate achieving goals and establishing broad-based reforms. In Pakistan, mechanisms for inter-ministerial partnership and effective involvement of other non-government stakeholders have traditionally remained weak.

The Federal Ministries and Provincial Departments plan and implement their projects in isolation. Participation of other ministries and departments in the process of development planning is witnessed in the meetings of various statutory committees only, which are meant for appraisal or approval of new schemes. However, presence of representatives of different ministries in such short meetings does not necessarily ensure their effective contribution for improvement of new proposed initiatives. Once projects are approved and implementation commences, organizers rarely feel the need of involving other line ministries or departments present in the orbit. This is true for education as well as most of other development sectors in Pakistan.

In case of Education-For-All, following efforts were made to involve and mobilize stakeholders and development partners.

- **Participation of Relevant Ministries and Departments:** Representatives of relevant ministries like Women Development, Social Welfare, Planning and Development, Finance, and Inter-provincial Coordination were invited to the meetings of EFA Forums organized at national and provincial levels. Joint UN Program on Education (2009-12) also envisaged to support interventions relating to all 6 goals of Education-For-All. Relevant Ministries and Departments were given official representation in the high level committees constituted to consider and approve annual indicative plans and review progress on periodical basis.
- **Civil Society:** Representatives of civil society like development NGOs, media, and university professionals were invited to the meetings and seminars organized on EFA. Major NGOs were

assigned implementation role in the new projects on important themes of Dakar Framework which are otherwise neglected in Pakistan like literacy, ECCE, and gender equality. Promoting participation of the civil society was one of the four 'Cross Cutting Issues (CCIs)' reflected in the Joint UN Program(2009-12) signed between Government and UN system in Pakistan. Representatives of selected NGOs were invited to the meetings on Joint UN Program on Education. They were also invited to various inter-provincial forums on EFA related subject areas and education related MDGs.

- **International Development Partners** An International Development Partners Forum on EFA was formed in the beginning, when preparation of National Plan of Action for EFA was in progress. Periodical meetings of this forum were convened jointly by the Federal Ministry of Education and UNESCO. Most of the bilateral and multilateral donors attended these meetings. Meetings of International Development Partners for EFA were held during 2001-2004 and discontinued afterwards due to political changes in the leadership of Ministry of Education and renaming of EFA Wing of the Ministry of Education to the Projects Wing. Later on, Policy and Planning Wing of the Ministry of Education took the initiative to co-host meetings Donor's Group on Education.

EFA, MDGs and Fast Track Initiative (FTI) always remained high on the agenda of this Group. In the absence of a comprehensive national development strategy and Education-Sector-Plan, donors in Pakistan have been supporting different sub-sectors of education. Partnership among civil society, international development partners, and public education sector has been strengthened after preparation and launching of Education Sector Reforms (ESR) and Education Sector Plans in some of the provinces.

1.8 International Education Conference on “Unfinished Education Agenda: The Way Forward” (March 2014)

Welcoming the Former British Prime Minister Gordon Brown, the UN Special Envoy for Global Education, and the delegates to the Education Conference on “Unfinished Education Agenda: The Way Forward”, the Prime Minister of Pakistan, Mian Muhammad Nawaz Sharif said “I believe that education is not an expense but an investment into the future. Rather it is the best investment an individual, parent or nation can make”.

Congratulating the Federal and Provincial Governments' commitments towards free and compulsory education and for the drafting and implementation of the National Plan of Action for Accelerating Education-Related MDGs, Mr. Gordon Brown informed that \$100 million have been earmarked by the Global Education Partnership and EUR100 million by the European Union for education in Pakistan. Similarly, the UAE has committed \$15 million while Saudi Arabia and other countries have also pledged to help Pakistan in achieving education targets. With above mentioned funds, Pakistan will be able to achieve its targets against MDGs and EFA.

Gordon Brown announced international commitments in the education sector of Pakistan, especially for girls' education and said that it is very healthy sign that girls were showing significantly high results in different disciplines of education. He appreciated the dedication and devotion of girls as well as teaching faculties for setting high standards of education in all the areas of Pakistan.

Gordon Brown said that it the basic right of every boy and girl to have educational facilities and it is the endeavor of United Nations Global Education Program to achieve the targets of Education-For-All up to December, 2015. He said that Pakistan has achieved remarkable progress in education sector and pace of literacy-rate is also very encouraging. He asked young girls to become volunteers and education ambassadors to work for the cause of education so that no child is deprived of the basic right to be

educated.

Referring to the meetings with the Prime Minister of Pakistan, Gordon Brown said that the leadership of Pakistan is doing utmost to raise the budgetary allocations for education and Global Education Bodies would also play its role for this cause.

Section 2: Education For All Challenges and Targets

Pakistan actively participated in the global exercise of 'EFA 2000 Assessment'; prepared & presented its report in the meeting of Asia-Pacific Regional Conference on EFA (1999) and also made part of the strategy document for the World Education Forum held in April 2000 in Dakar, Senegal. In accordance with the Dakar Framework for Action, adopted in the meeting of World Education Forum, countries were expected to prepare national plans of action by 2002 for achievement of 6 EFA Goals.

Pakistan was the first country which prepared an EFA Plan of Action (2001-2015). More recently in 2013, Pakistan developed National Plan of Action to Accelerate Education-Related MDGs (2013-16). Currently, this is being implemented at the Provincial and Area levels in coordination with provincial education sector plans.

2.1. Key Education Challenges in Pakistan

The key challenges to Pakistan's education are: (i) lack of access to education; and (ii) poor quality of education; (iii) equity; and (iv) governance. Other influencing factors include budgetary constraints and weak management, which indirectly accentuate the lack of access and poor quality; and a set of external factors such as poverty, adverse law and order situation; and devastation due to natural disasters especially devastating floods of 2010 and annihilating earthquake of 2005.

These challenges are strongly interlinked with poor teaching quality, teacher absenteeism, truancy and/or lack of textbooks etc. As cumulative effect this generates lack of interest/motivation among students who dropout from school – adversely affecting every EFA goal and its corresponding targets.

Lack of Access to Education

Of the estimated total primary school-going 21.4 million population of ages 5-9 years, 14.7 million (68.5%) are enrolled in school, of which 8.2 million (56%) are boys and 6.5 million (44%) are girls.

However, due to a variety of reasons (including shortage of nearby schools, teacher shortage and absenteeism, poor teaching quality, poor school environment, family poverty, insecurity, natural disasters and other factors), only 66.8% survive till Class V and 33.2% drop out before completing primary. As a result, there is a large stock of 6.7 million out-of-school children which, for years, have posed a major obstacle in achieving EFA targets.

According to the National Plan of Action (2013) developed to accelerate progress towards the Education-related MDG targets. Pakistan is likely to enhance its net primary enrolment from 68% in 2011/12 to 91% by 2015/16. This would imply, besides retention of existing students through a variety of quality-improving measures and cash stipends, enrolment of an additional 5.06 million children in primary classes at a total additional cost of Rs. 189 billion over the 3-year period.

Poor Quality of Education

Recent survey results on learning achievements reflect dismally low levels of education quality. Assessments of Grade IV students conducted in 127 districts of the country showed:

- In the Language test, 24% students scored greater than the scaled mean score;
- In the Mathematics test, only 19% of students scored greater than the mean score;
- In the Science test, 33% students scored greater than the mean score;
- In the Social Studies test, 43% of students got a mean score.

This mainly results from low teaching capabilities due to an acute shortage of well-trained and motivated teachers, non-availability of timely learning materials such as textbooks, and an overall dismal school

⁵NEMIS 2012-13

environment with several missing basic facilities such as functioning toilets, clean drinking water and electricity.

Improving the quality of education is one of the key objectives of the National Plan of Action (2013) for education. For each strategy to be adopted for increasing enrolments, 15% of the total current and development costs have been additionally included for quality improvement measures. In this, the provinces and area governments will be free to select the most appropriate mix of investment e.g. in teachers' training, distribution of free textbooks, provision of missing school facilities such as water, toilets, electricity, better supervision or any other facility.

Other challenges include:

Budgetary Constraints

Historically, Pakistan's overall national expenditure on education as percentage of GDP has remained around 2%. Given the country's huge bill on defense spending, interest payments and energy needs, fiscal space allows constrained expenditures on remaining sectors particularly on social services such as health and education.

The National Plan of Action (2013) requires additional resources of Rs 189 billion in the next 3 years for effective implementation of its components. For this, it is hoped that budgetary allocations for education would be increased by provinces and area governments as well assistance from international development partners would be forthcoming.

Weak Governance

In education, weak governance is a major constraint. District and provincial education planners and managers lack the required expertise and need good quality training to effectively implement education policies and plans in their respective regions. Shortage of school supervisory teams, partly due to financial constraints and partly due to recruitment policies, has resulted in irregular and low quality delivery of service by teachers and support staff across schools. Community participation in school matters is also not effective, thus failing in monitoring educational quality.

External Factors

Poverty

High poverty levels have led to increased incidence of child labor, especially among boys, resulting in high dropout rates from school. Girls, too, dropped out in large numbers as families need them to help at home with chores and care of younger siblings and elders.

The National Plan of Action (2013) includes suggests Rs 3,000 per month cash stipend for needy students for 15% of all primary students. This would encourage poor parents not only to enroll their children in school but will discourage children from dropping out to work as child labor.

Law and Order

Over the past decade, Pakistan has suffered rising insurgency and violent militancy, especially in its northern regions. Educational institutions, especially girls' schools were regularly targeted and destroyed. Also, more recently, crime against young girls has been on the rise. As a result, security concerns have discouraged parents to send their children, particularly girls to school.

Natural Disasters

In 2005, a strong earthquake destroyed a large number of schools and other buildings in northern Pakistan, especially in the areas of Khyber Pakhtunkhwa (KP) and Azad Jammu & Kashmir (AJ&K). In 2010 and 2011, devastating floods rendered huge losses to human life and property all across the country and many schools were destroyed while others served as temporary shelters for the internally displaced populations. Academic year was disrupted and it was several months before students of affected areas could return to

⁷NEAS Report 2006

their homes and schools.

In view of the regular natural disasters in the country, a Disaster and Risk Management Authority is in place at federal level in the form of National Disaster Management (NDMA) and at provincial levels in the form of Provincial Disaster Management Authorities (PDMAs) to meet the needs arising due to unforeseen emergencies. It assesses emergency situations, estimates the needs and coordinates assistance to the affected people. There is however need to integrate and institutionalize measures of educational emergency in disaster-hit and disaster-vulnerable districts/regions.

2.2. The National Plan of Action to Accelerate Education-Related MDGs (2013-16)

The National Plan of Action (NPA) is designed to **accelerate progress towards education related goals and targets identified by MDG for 2015/16**. The NPA to Accelerate Education Related MDGs is a consolidation of 8 Provincial and Area Plans, each specific to its local conditions, challenges and interventions. The National Plan envisages increasing the national net primary enrolment from 68% in 2011/12 to 91% by 2015/16. Given the stock of 6.7 million out-of-school primary-aged children, the Plan expects to enroll an additional 5.1 million (2.4 million boys and 2.7 million girls) by 2015/16.

Box 1: Strategies of NPA for Accelerating Education Related MDGs to Achieve Progress in 2013-16

- a. **Enrolment of new students in existing schools:** This strategy focuses on enrolling out-of-school children in existing formal and non-formal schools etc. with **underutilized capacity** through motivational campaigns and enrollment drives. (Additional children to be enrolled in 3 years: **3.226 million**)
- b. **Enrolment of new students in formal schools through provision of an additional room:** Construction of an **additional classroom** and provision of a teacher in existing public formal schools will help in accommodating new students. (Additional children to be enrolled in 3 years: **513,774**)
- c. **Establishment of new schools to accommodate additional students:** Construction of **2-room** new *formal* and/or opening of **1-room** *non-formal* schools in under-developed areas where enrolment is low due to non-availability of formal public schools. (Additional children to be enrolled in 3 years: **1.327 million**)
- d. **Incentives** for attracting and retaining students, especially those from **disadvantaged** groups, including girls e.g. stipends, food-for-education, uniforms, etc. These incentives will be given to children from poorest families. (**10.3 million** children in 3 years i.e. **3.4 million** children per year).

After devolution in 2010, it is the responsibility of the Provincial/Area Governments to implement education plans and NPA. However, at the Federal Level, the Ministry of Education, Trainings and Standards in Higher Education is responsible for coordination of these efforts.

Education Finance

During the past decade, Pakistan's education expenditure as percentage of GDP has varied between 1.5% and 2.1% (Table 2.1).

Table 2.1: Education Expenditure as % of GDP

2001/02	2005/06	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
1.5	1.9	1.8	1.9	1.7	1.8	1.9	2.1

Source: Ministry of Finance; Government of Pakistan (2001-13)

Share of Education in Total Expenditures

As percentage of total expenditures at the national level, actual education expenditures have remained more or less constant for the past three years, remaining within a band of 7.4% to 10% (Table 2.2). For the provinces, this percentage i.e. education expenditures as percentage of total provincial expenditures, is much higher i.e. roughly around 16%-34% in 2012/13.

Given huge defense, energy and interest expenditures, the total federal expenditures are very high and though federal education expenditures are substantial but as a percentage of total expenditures these appear small, ranging between 1.6% to 2.1%. One of the major reasons is low tax-to-GDP ratio in Pakistan. With the restructuring of the Federal Board of Revenue (FBR), the enhanced ratio will hopefully lead to better resource allocations for education at the Federal and Provincial level. The pre-budget seminars under the auspices of MET&SHE will work as strong stimulus and endeavor to sensitize the Policy makers to make better and efficient resource allocations for education.

Table 2.2 Actual Education Expenditures against Total Expenditures (Rs. m)

	2010/11			2011/12			2012/13		
	Edu Exp	Total Prov Exp	%Edu/ Total Exp	Edu Exp	Exp	%Edu/ Total Exp	Edu Exp	Total Prov Exp	%Edu/ Total Exp
Punjab	106033	482859	21.96%	166830	602856	27.67%	196086	690882	28.38%
Sindh	52870	310212	17.04%	47213	412283	11.45%	98425	404253	24.35%
KP	39138	173431	22.57%	67381	225801	29.84%	84458	248088	34.04%
Balochistan	7380	110260	6.69%	23981	115138	20.83%	29171	183353	15.91%
Federal	48482	2441658	1.99%	48151	3072875	1.57%	71713	3441016	2.08%
National	253903	3447264	7.37%	353556	4327218	8.17%	479853	4816300	9.96%

Source: Office of the Controller General, Accounts (CGA), 2013, Govt. of Pakistan

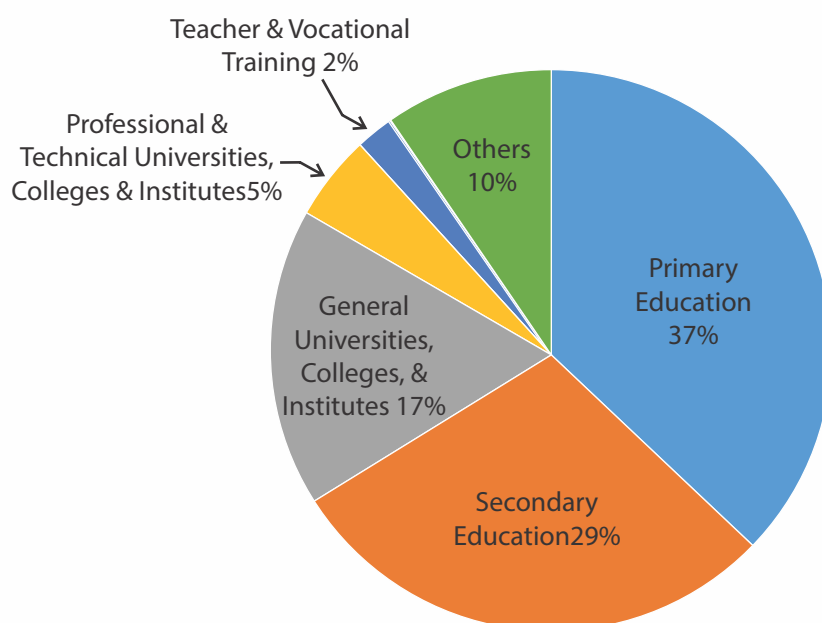
Distribution of Education Expenditures by Sub-Sectors

In 2012/13, national statistics show that pre and primary education expenditure was Rs 178,255 million i.e. the highest share (37%) in education expenditure, followed by Rs 138,512 million by secondary (29%) and Rs 106,165 million by tertiary (22%) sectors (Table 2.3 and Chart 2.1).

Table 2.3: National Education Expenditures by Sub-Sectors (Rs. m)

	2010/11	2011/12	2012/13
EDUCATION	322,811	393,523	479,853
Primary Education	100,518	132,150	178,255
Secondary Education	77,828	108,648	138,512
General Universities, Colleges, & Institutes	60,365	69,453	82,616
Professional & Technical Universities, Colleges & Institutes	18,071	19,347	23,549
Teacher & Vocational Training	8,886	9,572	10,484
Others	57,143	54,353	46,437

Source: Office of the Controller General, Accounts (CGA), 2013, Govt. of Pakistan

Chart 2.1: Distribution of National Education Expenditures by Sub-Sectors

Source: Office of the Controller General, Accounts (CGA), 2013, Govt. of Pakistan

On average at the national level, 89% of education expenditures comprise current expenses such as teachers' salaries (Table 2.4). Only 11% comprises development expenditures, which is not sufficient to raise quality of education. Across provinces, too, an overwhelming proportion of total actual education expenditures are spent on current heads, mainly teachers' salaries, leaving a very small proportion for development expenditures. For 2012/13, except in KP where development expenditures are 22% of the total actual expenditures, these range between 5% (in Punjab), 6% (in Sindh); and 9% (in Balochistan).

Table 2.4: Distribution of Education Expenditures (actual) by Current and Development Heads (2012/13)

	Actual Expenditures (Rs m)			Distribution of Actual Education Expenditures	
	Current	Development	Total Expend.	%Current	%Development
Punjab	186763	9323	196086	95%	5%
Sindh	92697	5728	98425	94%	6%
KP	65856	18602	84458	78%	22%
Balochistan	26601	2570	29171	91%	9%
Federal	57027	14686	71713	80%	20%
National	428944	50909	479853	89%	11%

Source: Office of the Controller General, Accounts (CGA), 2013, Govt. of Pakistan

Section 3: Progress Towards Education for All Goals

Education-For-All is an over-arching initiative, spanning across a broad set of educational dimensions. It focuses on early childhood care and education, universal primary education and secondary education to youth and adult literacy with gender parity and quality of education as cross-cutting thematic and program priorities.

More specifically, there are 6 EFA Goals, where the progress on each can be traced with the help of a set of corresponding indicators⁸. Following is an analytical review of selected EFA indicators highlighting inter-provincial and gender differences in Pakistan.

Goal 1: EXPANDING AND IMPROVING COMPREHENSIVE EARLY CHILDHOOD EDUCATION (ECE) ESPECIALLY FOR THE MOST VULNERABLE DISADVANTAGED CHILDREN

In Pakistan, there are two types of pre-primary education: (i) poor quality “Katchi” classes in government primary schools, and (ii) good quality ECE usually in private sector commonly termed as Nursery, Kindergarten, and Montessori etc.

Pre-Primary/Katchi class neither has a separate classroom nor a specific trained and qualified teacher. The children are usually those who accompany their older siblings to school and simply “sit around” in school premises. Mostly, one teacher, following multi-grade approach, teaches them and grades I & II simultaneously. This part-time or shared teacher daily assigns pupils of Katchi class some simple activity and over the year they learn simple alphabets and numbers only, and are not able to cover full national curriculum of ECE. Whereas, the more proper and good quality Early Childhood Education (ECE), with separate classroom, trained teacher and specific teaching and learning aids, is available mostly in urban private sector schools, where children from privileged families are enrolled.

Although there are no separate pre-primary/ECE budgetary allocations in public sector, however there is a clear national policy, standards, curriculum and teacher training packages for pre-primary/ECE. In public sector schools, pre-primary is a part of primary school and follows prescribed syllabus while private sector follows child-centered teaching methodology. The government has approved national curriculum which is implemented in selected schools, mostly supported by donors.

There are wide variations across provinces in Gross Enrolment Rates (GER) of ECE/pre-primary, though gender differences do not appear pronounced (Table 3.1 and Chart 3.1). Since 2000, for all Provinces and Areas there have been steadily increases in the gross enrolment rates for a decade while all rates reflect a decline in 2012-13 due to an upward adjustment in population⁹.

The national average for ECE/Pre-primary GER was 66% in 2012/13. While Punjab and Khyber Pakhtunkhwa (KP) demonstrate highest rates of gross enrolment in ECE/Pre-Primary, the pace of progress has been remarkably high in Sindh (Table 3.1).

Table 3.1: ECE / Pre-Primary: Gross Enrolment Rate from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	37.9%	71.3%	72.9%	63.9%
FATA	47.7%	59.5%	63.0%	57.2%
GB	33.6%	58.0%	60.6%	30.4%
ICT	13.5%	39.2%	45.0%	44.9%
KP	37.3%	72.9%	75.5%	88.2%
Punjab	31.6%	67.3%	80.2%	71.2%
Sindh	9.1%	36.4%	49.0%	48.9%
AJ&K	38.8%	55.4%	64.8%	54.8%
Pakistan	28.2%	60.4%	70.5%	66.4%

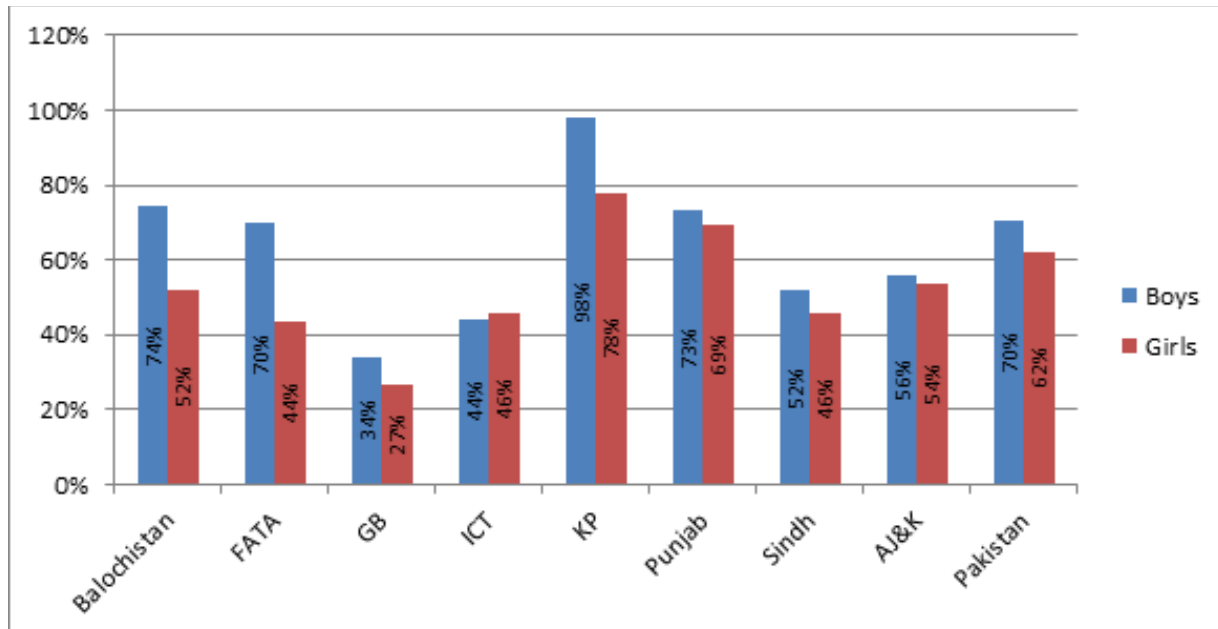
Source: NEMIS(2001-13)& NIPS Projections (2005-25)

⁸A detailed discussion of about 60 indicators related to the six EFA goals appears in Annex-I

⁹In March 2013, National Institute of Population Studies (NIPS) provided revised population estimates (2005 to 2025) to facilitate calculations needed for the National Plan of Action for Accelerating Education-Related MDGs (September 2013).

Given over all gender disparities in education indicators it is not surprising that recent statistics display that for almost all Provinces and Areas except ICT, male ECE/Pre-Primary enrolment rates are higher than female enrolment rates (Chart 3.1). Due to the tribal nature of the societies in KP, FATA and Balochistan statistics show the largest gap (20%-26%) between male and female enrolment rates. It is encouraging to observe a higher female than male enrolment rate in the Islamabad Capital Territory (ICT).

Chart 3.1: ECE / Pre-Primary: Gross Enrolment Rate 2012-13 by Province and Sex



Source: NEMIS 2012-13 & NIPS projections (2013)

GOAL 2: ENSURING THAT BY 2015 ALL CHILDREN, PARTICULARLY GIRLS, CHILDREN IN DIFFICULT CIRCUMSTANCES AND THOSE BELONGING TO ETHNIC MINORITIES, HAVE ACCESS TO, AND COMPLETE, FREE AND COMPULSORY PRIMARY EDUCATION OF GOOD QUALITY

Despite repeated policy commitments, primary education in Pakistan is lagging behind in achieving its target of universal primary education (UPE), 100% survival rates up to grade V, low/negligible dropout rates and good quality education. This is largely due to low budgetary allocations (2% of GDP) to education sector¹⁰; shortage of schools especially for girls and also in remote and far flung areas; shortage and absenteeism of teachers; lack of trained teachers, especially female teachers; missing facilities such as water, toilets and boundary walls; weak supervision and mentoring; and a host of out-of-school factors such as conservative and tribal culture; insecurity and lawlessness; and poverty, compelling a large number of children to work rather than attend school.

Since 2005-06, for all Provinces and Areas there have been steady increases in the gross enrolment rates for a decade while all rates reflect a decline in 2012-13 due to an upward adjustment in population.¹¹

The overall gross primary enrolment rate in Pakistan is 86% (Table 3.2a). ICT, KP and Punjab display higher than national average rate while Balochistan, FATA, Sindh and AJ&K have lower than national average rate. It is encouraging to see that FATA and KP are showing progress despite years of uninterrupted conflict and militancy leading to aggression, insecurity and terrorism.

¹⁰ A Although it is often argued that the education sector does not have an absorptive capacity beyond 1.8% of GDP

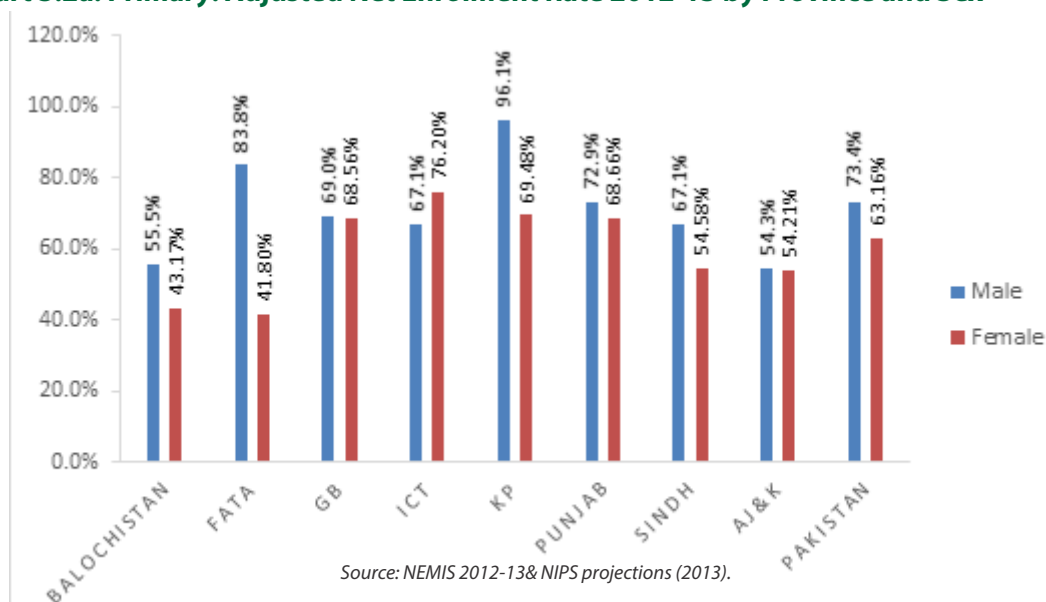
¹¹ In March 2013, National Institute of Population Studies (NIPS) provided revised population estimates (2005 to 2025) to facilitate calculations needed for the National Plan of Action for Accelerating Education-Related MDGs (September 2013).

Table 3.2a: Primary: Gross Enrolment Rate from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	43.3%	50.1%	64.2% ⁸	62.2%
FATA	64.6%	58.8%	3.3% ¹⁵	79.3%
GB	45.3%	86.4%	3.3%*	119.5%*
ICT	134.3%	104.7%	92.6%	89.3%
KP	74.3%	82.7%	100.6%	104.1%
Punjab	75.9%	83.7%	86.4%	88.5%
Sindh	66.9%	79.5%	80.0%	76.4%
AJ&K	56.5%	74.4%	73.0%	67.8%
Pakistan	71.2%	80.1%	85.9%	85.9%

* For GB, Statistics include extraordinarily high Non-formal primary enrolment figures. As such, any analysis can lead to spurious conclusions.
Source: NEMIS (2001-13)& NIPS Projections (2005-25)

The Net Primary Enrolment Rate (NER) for Pakistan is 69% (Table 3.2b). Similar to Gross Enrolment Rates, these too are higher than the national average rate for ICT, KP and Punjab due to higher commitment of civil society and government departments.

Chart 3.2a: Primary: Adjusted Net Enrolment Rate 2012-13 by Province and Sex

Gender differentials in primary Adjusted Net Enrolment Rate (ANER) are prominent in Provinces and Areas. Despite an average ANER of over 83%, KP displays a high gap (27%) between male and female rates (Chart 3.2a). Similarly, in FATA this gap is highest (42%) while in ICT there is a higher enrolment rate for girls as compared to boys. Balochistan and Sindh have almost similar gap (about 12%) between male and female enrolment rates, probably due to tribal and feudal social systems, not supportive of education for female and poor classes.

Table 3.2b: Primary: Adjusted Net Enrolment Rate from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	34.6%	40.1%	51.3%	49.8%
FATA	51.7%	47.1%	66.7%	63.5%
GB	36.2%	69.2%	122.6%*	68.8%
ICT	107.5%	83.8%	74.1%	71.4%
KP	59.4%	66.1%	80.5%	83.3%
Punjab	60.8%	67.0%	69.1%	70.8%
Sindh	53.5%	63.6%	64.0%	61.2%
AJ&K	45.2%	59.5%	58.4%	54.2%
Pakistan	57.0%	64.1%	68.7%	68.5%

* For GB, Statistics include extraordinarily high Non-formal primary enrolment figures. As such, any analysis can lead to spurious conclusions.
Source: NEMIS (2001-13)& NIPS Projections (2005-25)

In Pakistan, only 2/3rd of enrolled children survive up to grade 5 because of extreme poverty, shortage of schools, lack of trained and motivated teachers, low quality of education and poor law and order situation (Table 3.2c). The highest (82%) survival rate is in ICT, understandably due to better equipped schools and well trained teachers. Given the high level of financial donor support and corresponding positive efforts of the Government of KP, the province has a relatively high survival rate of 80%. However, Sindh, Balochistan and FATA are not showing encouraging and promising results due to their conservative environment and continuous conflict and weak law and order situation.

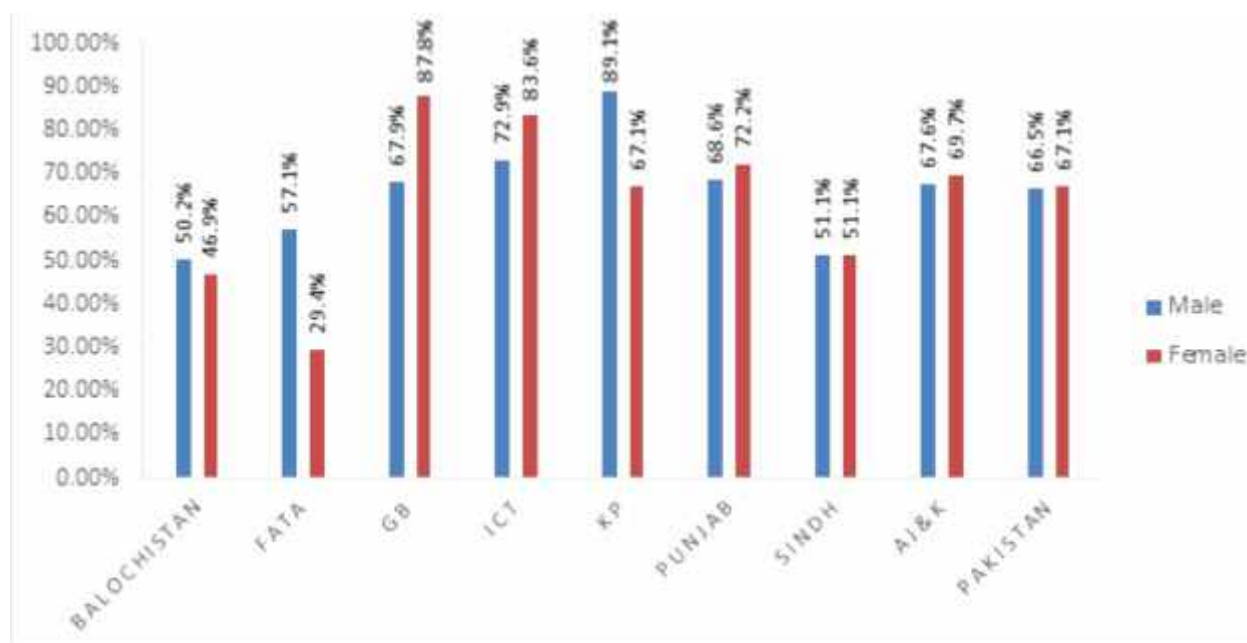
Table 3.2c: Survival Rate to Grade 5 from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	40.7%	39.6%	50.5%	48.9%
FATA	78.5%	28.2%	52.6%	46.3%
GB	79.2%	93.1%	52.4%	75.8%
ICT	92.0%	71.1%	68.3%	81.6%
KP	73.9%	49.6%	63.6%	79.6%
Punjab	60.3%	51.7%	57.0%	70.2%
Sindh	44.5%	31.5%	52.3%	51.1%
AJ&K	96.7%	93.0%	76.8%	68.6%
Pakistan	59.0%	47.8%	57.0%	66.8%

Source: NEMIS (2001-13)

It is encouraging to observe that the overall survival rates up to grade 5 are equal (67%) for both boys and girls in Pakistan (Chart 3.2b). ICT, Punjab, GB and AJK display higher survival rates up to grade 5 for girls, while these are equal for both boys and girls for Sindh. This trend may be due to socio-economic pressures on boys of poor families to engage in income generating activities and skip school.

Chart 3.2b: Survival Rate to Grade 5 2012-13 by Province and Sex



Source: NEMIS 2012-13

Updated estimates for out-of-school children show that there are 6.7 million out of school children in the country, of which 55% are girls (Table 3.2d). Given their relative higher populations, there are 3.1 million and 1.9 million out-of-school children in Punjab and Sindh respectively followed by Balochistan (0.56 million) and KP (0.48 million).

Table 3.2d: Primary: Out of School Children 2012-13 by Province

Province	Male	Female	Total
Balochistan	267,066	296,147	563,214
FATA	44,323	149,768	194,091
GB	32,613	30,832	63,445
ICT	25,427	16,734	42,161
KP	58,163	424,250	482,413
Punjab	1,520,812	1,647,954	3,168,766
Sindh	881,06	1,096,208	1,977,272
AJ&K	3134,003	127,200	261,203
Pakistan	2,963,471	3,789,094	6,752,565

Source: NEMIS (2001-13)& NIPS Projections (2005-25)

Box 2: Reasons for Slow Progress in EFA Indicators in Pakistan

Despite impressive economic growths over the past 50 years, Pakistan was not able to translate these into better levels of socio-economic development. In particular, education indicators lagged far behind their targets. Although for the past few decades, policies and plans promised universal primary education, gender parity, improved levels of adult literacy and skills training yet net enrolment rates today have barely reached 69% and literacy rates are not above 56%.

Besides low budgetary allocations (2% of GDP) to education (although it is often argued that the sector does not have an absorptive capacity beyond 1.8% of GDP), several other factors have been quoted as responsible for the slow progress in education indicators: (i) shortage of schools especially for girls and also in remote and far flung areas; (ii) shortage/absenteeism of teachers; (iii) lack of qualified and trained teachers; (iv) missing facilities such as water, toilets and boundary walls; (v) weak supervision; and a host of out-of-school factors such as conservative and tribal culture; insecurity and lawlessness; and poverty, compelling a large number of boys to work rather than attend school.

In addition, more recently, one of the main factors of this slow progress in education indicators was a series of natural disasters, along with political events which affected the country during the past 7-8 years. In KP, almost 10,000 schools were blown up by militants; in FATA severe conflict resulted in huge loss to academic schedule and in Karachi, it was reported that children are a high risk group as they attended school for less than 200 days in the calendar year.

At the turn of this century, as countries began to understand and prepare for the implementation of EFA Goals and targets, Pakistan too initiated a process of rapid educational reforms. Soon after the Dakar meeting, in April 2000, Pakistan launched the Education Sector Reforms (ESR) package and in some provinces, by 2002/03, the education sector reforms programs had been fully designed and even started to be implemented. Unfortunately, soon after, a strong earthquake in the northern part of the country left over 70,000 dead, millions homeless and a widespread destruction of schools, hospitals, roads and other infrastructure. As massive rehabilitation and reconstruction efforts took place, the progress in education indicators was stalled.

The years 2007 and 2008 witnessed political instability and the transition from a military-led regime to a democratically-elected government also caused disruptions in economic and social development. This was coupled with the ongoing militancy and extremism crisis in the north-west where military operations

against the Taliban intensified. In July and August 2010, heavy monsoon rainfall caused flooding in the north and north-west, parts of Khyber Pakhtunkhwa (KP), Gilgit-Baltistan, Azad Jammu and Kashmir (AJ&K). As this large body of water made its way to South through the Indus River System, large areas of lands in Punjab and Sindh were inundated. These floods affected 78 districts and 20% of the country's area. A large number of schools were totally or partially damaged; remaining schools served as temporary shelters for the affected families.

In July 2011, the 18th Amendment in the Constitution of Pakistan became effective. This Amendment called for a transformation of government through devolution of power to the provinces. Education, too, was almost completely devolved. The Federal Ministry of Education was dissolved and all decision-making powers given to the provinces. Education had always been a provincial subject in Pakistan but this formalized the withdrawal of federal coordination functions. As the bureaucratic systems began to adjust to the requirements of the new amendment, procedural delays in financial and technical issues adversely affected the education sector.

While reconstruction and rehabilitation of the 2010 flood affected areas was still underway, floods again hit some parts of country, particularly in Sindh and Balochistan, in August 2011. Though the destruction was marginally lower than that in the previous year, over 9 million people were affected with huge loss of their assets. Once again, schools and educational activities were adversely affected and progress in educational indicators slowed.

GOAL 3: ENSURING THAT THE LEARNING NEEDS OF ALL YOUNG PEOPLE AND ADULTS ARE MET THROUGH EQUITABLE ACCESS TO APPROPRIATE LEARNING AND LIFE SKILLS PROGRAMS.

In Pakistan, youth (15-24 years old) literacy rates have increased over the past decade but at a very slow pace mainly due to limited budgetary allocations for youth education and absence of any strong coordination and management mechanism or effective strategy for reaching the most vulnerable groups. These rates rose from 63% in 2001/02 to 72% by 2012/13, yielding an average annual increase of less than 1% (Table 3.3). Punjab, due to the consistent efforts of Department of Literacy and Non Formal Basic Education and School Education Department, has progressed significantly (75%), closely followed by Sindh (70%).

Technical and vocational education, too, has remained a neglected area in Pakistan with very few TVE centers, ill-equipped and functioning with outdated curriculum and not geared towards the needs of the emerging markets.

Table 3.3: Youth Literacy Rate from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	39.8%	48.1%	60.6%	55.9%
KP	53.2%	55.4%	64.4%	67.2%
Punjab	66.6%	68.9%	73.2%	74.5%
Sindh	64.0%	65.3%	67.0%	69.9%
Pakistan	63.1%	65.2%	70.0%	71.6%

Source: Labor Force Survey (2001-13)

There are lesser opportunities for girls for improving youth literacy especially in rural areas. The largest gap exists in Balochistan and KP due to non-supportive environment at home as well as in the communities (Chart 3.3).

Chart 3.3: Youth Literacy Rate 2012-13 by Province and Sex



GOAL 4: ACHIEVING A 50 PER CENT IMPROVEMENT IN LEVELS OF ADULT LITERACY BY 2015, ESPECIALLY FOR WOMEN, AND EQUITABLE ACCESS TO BASIC AND CONTINUING EDUCATION-FOR-ALL ADULTS.

With the population census over due by about 6 years, there are no authentic statistics available to gauge adult literacy rates in the country. However, various survey¹² estimates indicate that adult literacy has progressed but at very slow pace of about 1% per annum. The core reason for this is the inability, since decades, to achieve the targets for universal primary education rates. Besides limited policy interventions for improving literacy; there has been a virtual lack of any mentionable literacy program at the national or provincial (except in Punjab where the Department of Literacy and Non Formal Basic Education has displayed significant progress). Coupled with low budgetary allocations for adult education and an absence of any strong coordination and management mechanism for literacy initiatives, increase in adult literacy rates remained constrained to the minimum. The average literacy rate in Pakistan is only 56%, with 58% in Sindh and Punjab (Table 3.4a).

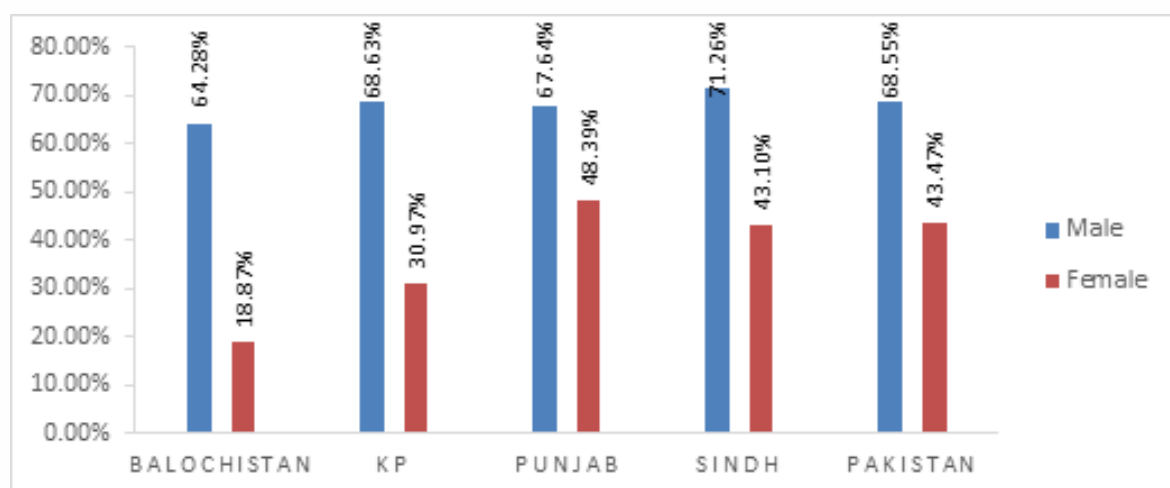
Table 3.4a: Adult Literacy Rates from 2001-02 to 2012-13 by Province

Province	2001-02	2005-06	2009-10	2012-13
Balochistan	26.9%	32.4%	43.4%	43.6%
KP	35.4%	39.5%	45.1%	49.1%
Punjab	48.7%	52.0%	56.0%	58.0%
Sindh	51.2%	53.1%	55.5%	58.2%
Pakistan	46.5%	49.7%	54.0%	56.2%

Source: Labour Force Survey (2001-13).

In Pakistan, the male-female gap is pronounced in all provinces (Chart 3.4). Given the tribal culture and lack of social mobility, female adult literacy rate is shockingly low (19%) in Balochistan. Innovative and local strategies are required to reach the poor and illiterate women all across the country.

Chart 3.4: Adult Literacy Rates 2012-13 by Province and Sex



Source: Labour Force Survey 2012-13.

In Pakistan, there are an estimated 52 million adult (15+ years) illiterates, of which 62% are females (Table 3.4b). This is the key challenge for sustainable development in the country as illiterate and unskilled workforce can hardly contribute towards effective social and economic progress. Literacy is a powerful tool in bringing peace and harmony into societies.

¹²For example, PSLM Survey; Labor Force Survey; Economic Survey of Pakistan; etc;

Table 3.4b: Number of Illiterates (Age 15+) 2012-13 by Province and Sex

Province	Male	Female	Total
Balochistan	1,113,108	2,211,418	3,324,526
KP	2,453,642	5,297,652	7,751,294
Punjab	10,813,462	16,478,939	27,292,401
Sindh	4,216,615	7,501,788	11,718,403
Pakistan	19,165,478	32,334,586	51,500,064

Source: Labor Force Survey (2001-13) & NIPS Projections (2013).

GOAL 5: ELIMINATE GENDER DISPARITIES IN PRIMARY AND SECONDARY EDUCATION BY 2015 AND ACHIEVE GENDER EQUALITY IN EDUCATION BY 2015 WITH A FOCUS ON ENSURING GIRLS' FULL AND EQUAL ACCESS TO AND ACHIEVEMENT IN BASIC EDUCATION OF GOOD QUALITY.

Gender inequalities in education have always seemed prominent in Pakistan. These have resulted from shortage/distant location of girls schools, especially in rural and remote areas of the country. Shortage of qualified and trained female teachers; high opportunity cost of a girl attending school as she has to undertake or help out in household chores; the cultural factors especially among tribal and conservative segments restricting female mobility; and the overall deteriorating law and order situation are other barriers, discouraging parents from sending their daughters to school.

Gender parity indices (GPIs) are critical for just, equitable and harmonious development in societies. Across provinces, statistics reveal no set pattern in GPIs for various education indicators. For example, KP is performing well as far as gross and net primary enrolment rates are concerned but falls much below the targets for GPI (Table 3.5). GPIs in adult literacy are lowest in comparison with those for other indicators such as Pre-Primary GER, ANER and even Survival Rates.

Table 3.5: Gender Parity Indices 2012-13 by Province

Province	GER Pre-Primary	ANER Primary	Survival Rate to Grade 5	Adult Literacy
Balochistan	0.70	0.78	0.93	0.29
FATA	0.63	0.50	0.51	-
GB	0.78	0.99	1.29	-
ICT	1.03	1.14	1.10	-
KP	0.80	0.72	0.75	0.45
Punjab	0.94	0.94	1.05	0.72
Sindh	0.88	0.81	1.00	0.60
AJ&K	0.96	1.0	1.03	-
Pakistan	0.88	0.86	1.01	0.63

Source: NEMIS 2012-13&NIPS Projections (2013)

GOAL 6: IMPROVE ALL ASPECTS OF THE QUALITY OF EDUCATION AND ENSURE EXCELLENCE SO THAT RECOGNIZED AND MEASURABLE LEARNING OUTCOMES ARE ACHIEVED BY ALL, ESPECIALLY IN LITERACY, NUMERACY AND ESSENTIAL LIFE SKILLS.

Quality of education in Pakistan is lacking as was evident from the mean scores of tests administered to students of Grade IV in 127 districts (Box 3). However, qualifications of teachers are high with a majority of teachers possessing bachelors or masters level degrees at all levels of teaching. In the context of teachers training, most schools teachers at all levels, possess certificates of teaching as well as degrees in education (e.g. B.Ed or M.Ed) training¹³.

Box 3: Learning Achievements at the Primary Level

According to the findings of the National Assessment 2006, based on assessments conducted in four subjects at grade 4 level in 127 districts of the country, reflect low students' learning achievements. More specifically, this is based on:

- The average mark obtained by all students is less than 50% of the possible marks in each of the four subjects tested (Urdu, Mathematics, Science and Social Studies);
 - In the Language test, 24% students scored greater than the scaled mean score;
 - In the Mathematics test, only 19% of students scored greater than the mean score;
 - In the Science test, 33% students scored greater than the mean score;
 - In the Social Studies test, 43% of students got a mean score;
 - Teachers training seemed to have little effect on student achievement;
 - Students who never got punished by the teacher performed significantly better;
 - Rewarding students' performance increased achievements in all subjects;
 - Written assessment and assessment of homework had significant influence on students' achievement.

It is assumed that quality of education also depends on the physical environment and availability of facilities such as water and sanitation in educational institutions. In this context, statistics on public sector schools show that availability of drinking water is positively related with the level of educational institution e.g. upper secondary schools, in relation to lower secondary and primary schools are best provided with drinking water facility e.g. 64% primary, 80% middle and 91% upper secondary schools have water available (Table 3.6a).

¹³Data on teacher qualification and training is discussed in Annex-I.

Table 3.6a: Drinking Water Facility 2012-13

Province	Primary	Lower Secondary	Upper Secondary
Balochistan	49.9%	55.3%	74.5%
FATA	34.1%	48.3%	59.5%
GB	34.7%	66.5%	91.9%
ICT	98.4%	100.0%	100.0%
KP	65.4%	73.5%	88.1%
Punjab	96.3%	99.5%	99.6%
Sindh	44.8%	56.0%	84.8%
AJ&K	26.6%	46.5%	62.5%
Pakistan	64.2%	80.1%	90.6%

Source: NEMIS 2012-13

Data for sanitation facilities in public sector schools, too, show better availability by levels of educational institutions e.g., 66% primary, 85% middle and 91% upper secondary girls' schools have sanitation facilities while 54% primary, 76% middle and 85% upper secondary boys' schools have access to sanitation facilities¹⁴.

Table 3.6b: Sanitation Facility 2012-13

Province	Primary		Lower Secondary		Upper Secondary	
	Male	Female	Male	Female	Male	Female
Balochistan	15.8%	34.3%	49.3%	67.7%	59.6%	77.1%
FATA	16.0%	51.7%	36.1%	67.1%	50.6%	76.4%
GB	26.9%	39.9%	62.0%	71.0%	87.5%	93.0%
ICT	98.0%	98.9%	95.8%	100.0%	100.0%	100.0%
KP	66.1%	91.7%	83.3%	92.9%	92.7%	97.6%
Punjab	67.3%	76.6%	88.7%	92.8%	90.2%	94.1%
Sindh	53.1%	48.7%	66.6%	66.7%	88.0%	91.2%
AJ&K	25.6%	27.9%	49.2%	51.6%	43.5%	54.8%
Pakistan	53.5%	66.2%	75.5%	84.5%	84.7%	90.6%

Source: NEMIS 2012-13

¹⁴Empirical studies need to be conducted to establish the relationship between physical facilities and quality of education

Section 4: Implementation of Education for All Strategies

As Pakistan was committed to implementing the Global document of Dakar Framework of Action, as a first step an EFA Plan of Action (2001-2015) was prepared to meet the target. Through Education Sector Reforms (ESR) and other Provincial Sector Reforms Program such as Punjab Education Sector Reforms Program (PESRP) and Sindh Education Reforms Program, efforts towards meeting EFA goals were implemented during the first decade of 2000s though with partial success. Due to continuous conflicts in the border regions and civil instability due to law and order problems affected the progress in EFA goals. Moreover earthquake and annual floods resulted in heavy loss to human life and physical infrastructure including schools.

4.1. Effectiveness of Implementation of EFA strategies

As mentioned in previous sections, EFA was welcomed by the country as a global agenda and preparation of NPA was primarily motivated by the expectations of financial assistance from the international development partners. Multi-pronged strategies were adopted for supporting implementation of EFA targets envisaged in the NPA. These inter alia included:

4.1.1. Strategies

- (i). **Advocacy for EFA:** Highlighting importance of education, pointing out low education indicators in the country, and highlighting commitments of Pakistan to meet Dakar Goals was an important strategy. This pragmatic strategy was adopted to introduce and popularize the concept and targets of Education-For-All, particularly right to free education.

Information and communication are important tools for raising public awareness about an issue. Data on EFA status in Pakistan, number of illiterates and out-of-school children, poor learning conditions in schools, and other indicators of education in the country were compiled regularly and informative bulletins on EFA were disseminated to relevant institutions, individual educationists, civil society and media.

- (ii). **Development of Provincial and District EFA Plans (2001-2015):** Federal Ministry of Education developed a 15-year plan for achievement of EFA goals. Later on, provinces were persuaded and provided support for development of provincial and district EFA Plans. This planning for EFA, helped education officials in the provinces to learn about gaps and EFA challenges in their respective areas, and possible actions to be taken to clear the backlog and improve education.
- (iii). **Professional Development for Neglected Themes:** Keeping in view the weak expertise of educationists and institutions in ECE and Adult Literacy, professional base for introduction of these neglected sub-sectors/goals of Dakar was developed by establishing Resource Centers in the provinces. These centers were commissioned to produce technical materials and organize training workshops on ECE and Literacy.
- (iv). **Quality Control Mechanism:** Educators were offered orientation on the importance and indicators of quality of education. Creation of mechanisms to monitor quality of education in the country was also advocated at various levels.
- (v). **Sensitization about Gender Equality:** Problem of gender disparities was highlighted and educationists, CSOs, and communities were sensitized about the importance and advantages of girls' education for socio-economic development.
- (vi). **National Plan of Action to Accelerate Education-Related MDGs (2013-16):** As part of a global exercise, Pakistan prepared a plan to expedite efforts for achievement of education related MDGs. This plan is based on 8 Provincial and Area plans, each endorsed by its respective Government with technical and financial commitments of implementation. The Provincial and Area governments are committed to enhancing Net Enrolment Rate at the Primary level and quality of education by

(vii). Launching of New Initiatives and Reforms: There was a need to offer models for introduction, piloting, and replication of programs for the new thematic areas of EFA, which were either ignored totally or under developed in Pakistan, like ECE and Adult Literacy. Federal and some Provincial governments were persuaded to finance small or large scale projects of ECE and adult literacy in their respective areas. NCHD launched nation-wide program of adult literacy and feeder schools. Punjab established a new Literacy and NFBE Department and started implementing adult literacy and NFBE program in all districts of the country. KP province assigned task of launching Literacy-For-All project to its Elementary Education Foundation.

(viii). Public Private Partnership: Federal and Provincial governments are encouraging the private sector to invest on provision of education facilities in the areas where public sector cannot reach out. Provincial governments, through National and Provincial Education Foundations, are offering incentives (like Foundation Assisted Schools and Voucher Scheme) to the low cost private schools with a view to improve quality and retention of children from the low income families in these institutions.

4.2. Reforms and Good Practices Influenced by EFA

Dakar Goals and National Plan of Action (NPA) for EFA not only led to improvements in previously on going initiatives, these normative instruments brought a paradigm shift in planning practices at the government level. Strong message of EFA transformed the views and thinking patterns of all stakeholders of education in the country. Few important reforms are briefly explained below:

(i). Education Sector Reform (ESR) Program (2002-05): Federal government released additional funds to the provinces for 9 key subject areas, mostly related to EFA. These included primary education, ECE, and Literacy etc. Additional financial resources provided by the Federal Government helped in introducing and initiating pilot projects of new thematic areas of EFA, which were otherwise neglected.

(ii). Reform Units in the Provinces: After 2002 and as an emulative effect of federally sponsored ESR, provinces established organizational structure to plan, coordinate, and implement new initiatives. Education Sector Reforms Program (ESRP) in Punjab, Education Sector Reforms Unit (ESRU) in Sindh province, Reforms Support Unit (RSU) in Education Department of KP Province, and Policy Planning and Implementation Unit (PPIU) of Secondary Education Department in Balochistan, emerged gradually during the first decade of 21st Century. These reform units were made responsible for implementing new development projects, particularly those funded by the donors in respective provinces. Not only key themes of EFA, like UPE, Gender, and quality (teacher training) were commonly taken up by these new entities, reform units also provided a platform for periodical review of progress in the light of country's commitment to EFA and MDGs.

(iii). Incentives (e.g. Distribution of Free Textbooks, Edible oil, and Abolition of Tuition Fee): As a result of advocacy for the EFA, particularly the goal of UPE with emphasis on free education (Goal 2), all Provinces, during 2004, abolished collection of tuition fee and started distributing free textbooks to pupils in all public sector schools. This was an important milestone and historical success of EFA strategies in Pakistan. This incentive led to an increase in the enrolment in primary schools, as direct cost of the schooling borne by the poor parents decreased. To enhance girls' enrolment and attendance, edible oil was given as an incentive in primary schools of poor families and remote areas of Balochistan, KP and Sindh.

(iv). Enrolment Drives: Federal and Provincial governments now annually organize enrolment drives. Teachers go door to door to identify children who are out-of-school and persuade parents for admission of their kids in the school.

- (v). Curriculum Development for ECE and Literacy:** First ever in the history of Pakistan, official documents of curricula for 2 neglected sub-sectors of education (relating to EFA Goal 1, ECE, and Goal 4 Literacy) were developed, approved, and disseminated by the Federal Ministry of Education. These 2 documents provided information on the standards and desired competencies in these subject areas and offered guidance to the practitioners and service providers for development of teaching-learning material.
- (vi). Legislation for Right to Free Elementary Education:** Recognition of free and compulsory access of all children to elementary education as a fundamental right, through a constitutional amendment, is also an important outcome of successful advocacy for EFA in Pakistan. Some of the provinces have already enacted laws to enforce this constitutional provision, whereas others are in the process. This legislation will facilitate enrolment of millions of children who are out-of-school.
- (vii). Creation of Organizational Structure for Literacy and NFBE:** At the federal level, NCHD emerged during 2003 as the lead national agency for adult literacy (Goal 4). Advocacy drive for the need of promoting literacy (Goal 4) motivated the decision-makers in Punjab province to establish a new Literacy and NFBE Department to exclusively deal with this issue. Emergence of this department consequently led to the planning and implementation of adult literacy and NFBE program in the province.
- (viii). Creation of Organization Structure for Assessment of Quality of Education:** It was an outcome of EFA emphasis on quality dimension of education (Goal 6) that donors came forward and Govt. of Pakistan agreed to establish National Education Assessment System (NEAS) with provincial counterpart agencies, namely Provincial Education Assessment Centers. This new set up, which emerged during 2004, conducted a number of research studies to measure quality of learning of students in different subjects and its variance across genders and different parts of the country.
- (ix). Education Sector Plans and EFA:** One of the provinces (KP) took the lead during 2006 to initiate process for development of a comprehensive Education Sector Plan. Currently approved version of the Education Sector Plan of KP (2010-15) envisages to achieving all the 6 EFA Goals (page 38). Targets and budgetary provision for important themes like UPE, ECE, and Literacy have been included in the Plan. Later on, during 2011-12, Balochistan province also developed Education Sector Plan (2013-17) which covers all important goals of EFA; including ECE, UPE, Adult Literacy, and Quality etc.
- (x). Advocacy on Electronic Media:** Donors and civil society have come forward to disseminate public service messages on the importance of education through television, radio, and print media. These messages are raising public awareness and broadening knowledge of the educated class about gaps and deficiencies in the education system of Pakistan. These media messages are building pressure on the government and society for provision of basic education opportunities to all in the country.

Box 4: Pakistan Malala Fund

In February 2014, the Director General of the United Nations Educational Scientific and Cultural Organization (UNESCO) Irina Bokova and the Pakistan's Minister of State for Education, Training and Standards in Higher Education Muhammad Baleegh-ur-Rehman signed Malala Funds-in-Trust agreement to support better access, improved quality and safe learning environment for girls in the hard-to-reach areas of Pakistan.

The \$7 million funds-in-trust will focus on building up capacities in both formal and non-formal education, from gender-sensitive training for teachers to awareness-raising in communities to support girls' education. This marks the launch of an operational phase, following the high-level advocacy event co-hosted by UNESCO and the Government of Pakistan in December 2012, when the Malala Fund for Girls' Right to Education was announced. Girls' education is one of the most powerful forces for human dignity. It is a human rights issue and a breakthrough strategy for human development and peace. There is no better long-term investment a country can make to foster social inclusion, justice, equity and economic growth," said the Director-General.

Federal Education Minister, Mr. Baleegh-ur-Rehman said, "Pakistan is home to 3.8 million out-of-school girls, while those in school are more likely to drop-out than boys. Today gender disparities between boys and girls in access to primary education stand at 10%". "With the Malala Fund program implemented in Pakistan, we intend to narrow that gap to 5% in 3 years," he added.

Commenting on the spirit of this fund, the Director General, UNESCO said, "Education is not just about quantity or putting more money or improving enrolment rates. It is about the quality of education provided in schools, it is about teacher training; it is about relevant competencies for decent jobs and an inclusive society. The Malala fund will address this."

During a National Forum on Girls' Right to Education, the minister also outlined measures taken by the government to accelerate progress, including the adoption of free and compulsory Education-For-All for children between 5 to 16 as a constitutional right, adopted with the technical support of UNESCO, and a commitment to increase education spending from 2% to 4% of GDP, along with the development of a national plan of action to define targeted initiatives. The rights accorded to girls in Islam are absolutely equal to those of boys," said Minister Baligh-ur-Rehman. "Education in today's world is not a choice but a fundamental right of every child. Government is responsible morally, ethically and constitutionally to provide education for every child regardless of creed or

gender.”

During the forum, attended by UN partners, civil society groups, experts and donors, the emphasis was put on changing attitudes, training female teachers and making schools accessible and safe, especially in remote and rural areas. Families want to send girls to school but they want safe, quality education for their girls. Schools need to be located closer to families and sharper policies need to be put in place to reach the unreached, said Mrs Bokova. The commitment of families and local leaders, including religious leaders, is essential to convince everyone that education is the best investment for the future.

Section 5: Prospects For 2015 and Beyond

Over the past decade, Pakistan is confronted with a host of serious development issues. The gross domestic product grew at a rate of 3.6% (2012/13), but there are several challenges which are likely to restrict its future progress unless strict actions are implemented. The chronic problem of electricity and gas shortages is major obstacle to increase in production. Despite government injections, circular debt is building on. This, compounded by the political forces of conflict, lawlessness and terrorist threat all across the country is restricting investment and accentuating unemployment. Natural disasters such as earthquakes and floods which wreaked havoc to human life and livestock along with destruction of physical infrastructure such as houses, schools and hospitals further constrained progress in social indicators. The Disaster Risk Reduction (DRR) policy and Education in Emergency Situation (EES) policy must address calamities affecting education infrastructure.

However, there are certain new opportunities which provide a ray of hope. Pakistan has made important progress in reducing poverty in the last fifteen years, despite facing several adverse climatic shocks and suffering the collateral effects of the 2008 global financial crisis. Recently a committee, constituted by the Planning Commission of Pakistan, has computed that 12.4% of the population level lives below the poverty line. According to the method used, if a person is able to consume 2,350 calories per day – which cost Rs1,745 per month – then the individual is assumed to be living above the poverty line.

Pakistan has formally announced its long term plan, The Vision 2025 initiative. According to the Planning and Development authorities, “The Pakistan Vision 2025 is a blue print of long-term development of the country which aims at creating a globally competitive and prosperous country by providing a high quality of life for all citizens of Pakistan”. Basic and Higher Education is one of the 9pillars for future national development agenda.

The aim of the Pakistan Vision 2025 is to prepare a road map on the basis of national consensus for development in all sectors of the economy, including education. It is emphasized that no country can prosper unless it has continuity in its policies and the ability to adjust itself with the global changes and information revolution.

Strong and serious efforts are also underway to end on-going conflict through peace negotiations with militant groups. If successful, these deliberations would end the decade-long civil instability in the country and allow the government to focus on positive dimensions of growth, employment and sustainability.

The National Education Policy 2009, agreed for implementation in a joint declaration by all the Provinces and Areas provides guidelines and action framework for qualitative and quantitative improvement of education system in Pakistan. This will require financial commitment, strengthening of education sector governance through capacity building of Provincial and District Education Managers and participation of Civil Society.

It seems likely that Pakistan will attain some key EFA targets (e.g. moving towards universal primary education; progress in literacy rates; gender parity and improved quality) in education indicators by year 2015. As these targets are the bare essentials to achieve sustainable development in a country, Pakistan should *continue to fully focus* on these areas by accelerating implementation of actions identified in its National Plan of Action (2013).

The National Assembly of Pakistan has taken a revolutionary step by approving Article 25-A – Rights to Education - through the 18th Constitutional Amendment. Under the said article free and compulsory education is a fundamental right of all the children in age group 5-16 years. It will be a milestone to implement the agenda for education development beyond 2015. It is expected that the country would achieve EFA targets (unfinished agenda) by the year 2025.

¹⁵The poverty was estimated on the basis of the Household Integrated Economic Survey 2010-11. The government has been withholding the poverty figure as it would hardly find any ground to justify the 4.8% reduction in poverty within two years despite sluggish economic growth and double-digit inflation.

Following are some actions which need to be undertaken urgently:***Increased Equitable Access***

Increased access to education requires establishment of more formal as well as non-formal schools at all levels, but particularly at the primary level. These could be a mix of new schools along with expansion (with an additional classroom and teacher) in existing schools where capacity allows. Similarly, non-formal schools, providing a second chance to dropout and "unreached" children can be instrumental in increasing enrolment rates. Nominal monetary stipends to deserving "working" students may help in increasing their access to school.

Currently the provincial governments are undertaking campaigns to enroll every child in school. The target for this year is to enroll an additional 1 million children with the support of public and private schools, both formal and non-formal, including madrassas. In Punjab, Balochistan, KP and FATA and Sindh are implementing their sector plans to achieve this target.

Improved Learning Outcomes

For improved quality of education, the key prescription is qualified and trained teacher. While almost all public sector school teachers are well-qualified, but teacher training is lacking. To motivate teachers and build their capacity, continuous professional development programs have been launched to improve their teaching and learning skills.

Balochistan is pragmatically revamping system in two areas: (i) Professional Training of teachers on continuous basis through clustered approach; and (ii) Strengthening of Balochistan Education Assessment Centers (BEAC). In Sindh, a similar program has been launched to improve the capacities of the teachers to improve the learning outcomes.

In Punjab, 2 initiatives have been taken to improve the learning outcomes. One is the continuous mentoring support of teachers and conducting annual examination through Punjab Examination Commission (PEC) to assess the quality of individual learning outcomes.

Second initiative of the Government of Punjab is mainstreaming early childhood education by establishing "kidsroom" to reduce dropouts in early grades.

Other measures to improve quality may include:

- Provision of missing facilities especially drinking water, sanitation and boundary walls in girls' schools;
- Timely provision of textbooks and other teaching and learning aids;
- System needs to be established for regular supervision of teacher attendance and teaching quality;
- Community participation should be encouraged and formalized.
- Disaster Risk Reduction; Peace and Social Cohesion have to be an integral part of education system to save the resources

Literacy

Adult literacy programs must be mainstreamed and its quality to be enhanced for human resource development. Efforts in literacy, therefore, should focus on comprehensive youth literacy (15-24 years) programs which should include courses on skills training and technical and vocational activities to enable them to take advantage of better employment opportunities.

Gender Parity

Gender parity index show some improvement over the years but pronounced gaps between male and female indicators persist, especially in rural and remote (particularly in tribal and feudal) areas. With provision of more middle and high schools, it is anticipated that demand by girls for middle and upper secondary education will increase. Quarterly stipends for middle and high school girls in rural areas have made immense impact on girls' enrolments in Punjab and Sindh. If possible, these could be introduced in other provinces and areas.

Education for Sustainable Development (ESD)

One of the most tragic aspects of the 2005 earthquake in Pakistan was the damage and destruction of educational facilities and deaths of school-age children. Monsoon 2010 brought with it unprecedented rains in Pakistan resulting in countrywide massive and large scale flash flooding. Enormous educational facilities were completely or partially destroyed. Pakistan is highly prone to natural hazards which pose serious threat to educational facilities and children.

Therefore, children in the country need to be familiar with nature of disasters they could be exposed to and be able to both prevent and remain safe during any form of natural calamity. This will be possible only if ESD and disaster risk reduction become an integral part of school curricula. The already developed practical and workable models on ESD and DRR should be replicated across the country. School level interventions on ESD and DRR should serve as the nucleus in order to have sustainable and effective output.

The end of the UN Decade for Education for Sustainable Development (DESD) and Hyogo Framework for Action (HFA) on DRR are approaching and they are the major topic of discussion for the post-2015 and Sustainable Development Goals (SDGs) agendas. Sustainable development and DRR have always been about addressing the development and environmental agendas in an integrated manner, but it has too often been associated exclusively with the environmental agenda. Post-2015 education agenda for Pakistan must not miss the opportunity of promoting ESD in the country through integrating in the curriculum and pedagogical processes the best practices accomplished so far and further developing new and more effective learning resources.

Education for Culture of Peace

Underlining the importance of sustainable development is the necessity to reorient education systems in a manner that is cognizant and inclusive of local cultural practices and knowledge systems. The failure of well-intentioned development programs, and the gaps in achieving the MDGs, revealed the inadequacy of universal policies and approaches to development regardless of cultural context. Having evolved over generations in specific ecological and social contexts, the cultural heritage and knowledge systems form the basis for sustainability in all its dimensions.

Realizing this fact, UNESCO Islamabad developed the Teachers' Resource Kit "Promoting Peace and Social Cohesion through Heritage Education" which provides tools to revive the oral traditions, the value system which indigenously holds the traditions for peace making and conflict resolution, the craftsmanship, local knowledge and practices which nourish human creativity and cater many challenges of sustainable development such as health issues, food security, sustainable management of resources and livelihoods. The post-2015 education agenda needs to take such initiatives further and ensure that education for culture of peace is an integral part of the school curricula.

The achievement of EFA Goals and Targets in Pakistan are dovetailed with the Millennium Development Goals Agenda. It is hoped that the children of Pakistan will benefit immensely and achieve their innate potential from the implementation of both these initiatives. For this, education needs to be delivered inclusively, effectively and equitably across the country to ensure that it is a driver of social cohesion and resilience.

Consultative Workshops in Provinces and Areas on Improving Quality Beyond

For a wider participation in the EFA Review process, a series of eight Provincial/Area consultative workshops were held across the country during April/May 2014.

These workshops were held as follows:

Province/Area	Venue	Date	No. of Participants
FATA	Peshawar	11 th April 2014	38
AJ&K	Muzaffarabad	14 th April 2014	40
Punjab	Lahore	16 th April 2014	36
Islamabad	AEPAM	18 th April 2014	38
KP	Peshawar	25 th April 2014	35
Sindh	Karachi	5 th May 2014	40
Balochistan	Quetta	14 th May 2014	30
Gilgit-Baltistan	Skardu	19 th May 2014	35

In the workshops, the draft EFA Review Report was shared with the Provincial/Area Education Departments and key stakeholders including government education planners and managers, academicians, members of civil society and international development partners. The participants deliberated on various issues pertaining to education in their respective Province/Area.

In the context of EFA Goals and post-2015 agenda, the workshops focused on six priority areas for strategic action. Following is an overall synthesis of the recommendations highlighted in the group discussions.

Priority Area 1: Basic education**Priority Area 2: Post-basic and Tertiary education**

- A single teacher should be deployed for each class at basic education level
- Teachers should adopt National Standards in the realm of basic education
- Physical Infrastructure for pre-primary education is not yet established throughout the country. As such special allocations should be made for such infrastructure.
- Trained teachers, with appropriate teaching skills and competencies should be appointed in public sector including rural and remote areas
- Child friendly teaching and learning environment at primary level will encourage student to stay in school and learn;
- Provinces should formulate necessary legislation on Free & Basic Education
- Effective supervision, monitoring and evaluation system should be implemented
- Public-private partnership should be encouraged specially for rural areas
- For improved education governance, a separation between teaching & administration cadres may be established
- Awareness campaigns propagating the importance of education, especially girls' education, should be launched all over the country;
- Incentives such as free textbooks; free uniforms; and even food schemes may be provided;
- The quality of teaching and learning at Non-formal Basic Education should be improved
- 2nd Shift may be introduced in the existing schools for out of school children

Priority Area 3: Youth and adult literacy**Priority Area 4: Skills for work and life**

- Coordination among various literacy stakeholders to be strengthened
- Establishment of literacy centers in rural and remote areas
- Allocation of adequate budget with specific item heads e.g., teacher training; material development; class sessions; etc. for youth and adult literacy is necessary
- Literacy Curriculum to be revised for improving quality of learning outcomes
- Continuous Mentoring support required for professional development
- Training of master trainers and teachers to be provided on the national standards
- Knowledge, Skills and competencies based training should be mandatory;

- Awareness campaigns through print and electronic media will help in creating awareness among community on literacy;
- Linkage should be strengthened between literacy centres and technical & vocational centers (e.g. TEVTA);
- Public-private partnership in literacy programmes should be encouraged at the local level.

Priority Area 5: Quality and relevant teaching and learning

- Timely provision of textbooks is essential for quality education
- Teachers should be trained in pedagogical skills regularly and assessed/evaluated on national standards
- Provision of supplementary reading material to enhance learning capacity of students
- Innovation may be encouraged to improve educational outcomes
- Awareness about peace, responsibility, citizenship in sustainable manner should be created
- Strong monitoring and evaluation systems, and follow up mechanisms, to be introduced
- Continuous professional development system may be introduced throughout the country
- No political influence in education departments for quality outcomes
- For quality education, it is essential to enhance the school budget
- Introduce health care facilities in schools to reduce drop outs

Priority Area 6: Financing of education

- Allocation of financial resources must be increased not only for schools but also for:
 - Teacher training workshops
 - Student councils
 - Students' social work
 - Physical School Infrastructure
- Fund raising arrangements be made at local level for procurement of teaching and learning material in the schools
- Tax on non-state elite educational institutions may be deducted to support rural poor schools
- A portion of zakat funds may be kept aside for education of poor students
- Increase in the development budget for education
- School Development plans developed for efficiency and partnership with community and parents
- Rationalization of school staff
- Performance assessment system further strengthen for quality learning outcomes

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- Provincial Education Sector Plans/Roadmap, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh.
- Pakistan Social and Living Standards Measurement Survey (PSLMS), Pakistan Bureau of Statistics (PBS), Government of Pakistan
- Population estimates (2005-2025), National Institute of Population Studies (NIPS), Government of Pakistan

DATA SOURCES

This Review is based on the following key sources of data:

- Labor Force Survey (LFS): Published annually by the Pakistan Bureau of Statistics, Government of Pakistan, LFS provides information on labor force participation rates along with related socio-economic indicators such as literacy rates, educational attainments, marital status, etc. Youth and adult literacy rates were obtained from the LFS.
- Pakistan Education Statistics: Published annually under the National Education Management Information System (NEMIS) by the Academy of Education Planning and Management (AEPAM), Government of Pakistan, this contains most updated information on public schools, enrolments, teachers and facilities by province/area and gender.
- Pakistan Social and Living Standards Measurement Survey (PSLMS): Published by the Pakistan Bureau of Statistics (PBS), PSLMS provides household information of a representative sample for various socio-economic indicators such as literacy rates, gross and enrolment rates, immunization rates, incidence of disease, access to water and sanitation, etc. A few indicators such as reasons for dropping out of school were obtained from PSLMS to provide analytical support.
- Population estimates by National Institute of Population Studies (NIPS): The Review uses the most recent population estimates (by province/area, age group and gender) of NIPS undertaken for years 2005-2025.

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This Review Report is based on the inputs from a wide section of stakeholders including education policy makers, planners and managers; members of the civil society; sector experts; and international development partners.

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