

June 2011

## **Pakistan and Commitments to Education**

*Implementing the internationally agreed goals and commitments to education*

The Economic and Social Council (ECOSOC) of the United Nations will be holding its Annual Ministerial Review (AMR) in July 2011. In this context, member states have been requested to participate in the National Voluntary Presentations (NVPs) which serves as an instrument for the international community to assess and advance progress towards the internationally agreed development goals (IADGs), including the Millennium Development Goals (MDGs), at the national level. For this year's Ministerial Review, Pakistan has volunteered to present its national report on the AMR theme, "Implementing the internationally agreed goals and commitments in regard to education".

Pakistan's National Report has been prepared with the objective of assessing its progress towards the internationally agreed goals of Education for All (EFA) and Millennium Development Goals (MDGs) within the framework of the country's national development policy/strategies, the current challenges faced domestically and externally and the present status of education sector.

## **Table of Contents**

### **Executive Summary**

Section I: Introduction

#### ***PART A: Policy Interventions, Challenges and Role of Donors***

Section II: Education in Pakistan: National Policy and International Commitments

#### ***PART B: Implementing the Internationally Agreed Goals and Commitments in Education***

Section III: Would Pakistan meet the Education Targets Laid down by EFA and MDGs?

Section IV: Future Path for Implementing the International Agreed Goals and Commitments to Education



## **INTRODUCTION**

Pakistan, with a population of 177.1<sup>1</sup> million has recorded an average annual economic growth of about 5% over the past decade. However, during the past few years, Pakistan has faced serious challenges to its development, which severely adversely impacted the progress towards meeting the EFA goals and MDGs.

In late 2005, a severe earthquake in the northern and north western parts of the country destroyed a large number of schools, hospitals, roads and other infrastructure. This was followed by an economic meltdown internationally while a period of political instability at home in 2007 and 2008 further restrained economic and social development. For the past two years, however, economic growth has drastically slipped due to law and order situation, intensification of the war on terror, acute energy shortages and high inflation. Devastating floods in the summer of 2010 rendered millions homeless and caused massive damage to public and private assets and infrastructure estimated around \$ 10 billion by the World Bank and Asian Development Bank. As a result, GDP growth rate slumped from 6.8% in 2006/07 to 2.4% in 2010/11 while net primary enrolment rates stagnated at 56%; completion/survival rates remained at



education to complement the formal system; and the implementation of literacy and functional literacy programmes for adults.

In light of the National Education Policy 1998-2010, the Education Sector Reforms (ESR: 2001-06), focusing on literacy, universal primary education of good quality, enhanced budgetary allocations (to 3% of GNP), improved technical and higher education, and greater public-private partnership,

Some specific aims and objectives of the NEP (2009) are as follows:

To promote social and cultural harmony through the conscious use of the educational process;  
to provide and ensure equal educational opportunities to all citizens of Pakistan and to provide minorities with adequate facilities for their cultural and religious development, enabling them to participate effectively in the overall national effort;



boys and 83% for girls. However, gross enrolment rate in urban areas (106%) is much above that in rural schools (85%). However, net enrolment rates at 57% are far below than the gross enrolment rates, ranging



| commitments made at different forums and envisaged in numerous declarations. Also, often donor assistance is not |

**How can Policy Coherence be promoted among various sectors that directly or indirectly impact Development?**

In Pakistan, as education is a provincial subject and stands fully devolved now, policy coherence can be adversely affected as there will be no strong central coordinating unit to rationalize the various aspects of education policy as well as ensure its consistency with other related policies, most importantly, finance. Till present, this has been one of the roles of the federal ministry of education.

Education policies till now were prepared by the federal ministry with active participation from the provincial authorities and experts. However, the responsibility of ensuring policy coherence rested solely with the federal ministry. Responding to any question about the consistency or rationality of any policy measure was the duty of the federal ministry. Also, preparation of any clarification sought by the national parliament was the task of the federal ministry. Discussions on key policy issues as well as dialogues and workshops on suggested measures were almost always facilitated by the federal ministry.

It is still to be seen if the provinces have learnt and developed capacity to prepare viable policies and ensure their coherence with the policies of other provincial departments e.g., finance, social work, labour and others. With their limited institutional capacity, each province may not be able to grasp and assess various challenges and present them in a coherent policy document, at least in the next few years.

For the preparation of a coherent policy document, the provincial governments should follow the federal model of policy devthe



***PART B: IMPLEMENTING THE INTERNATIONALLY AGREED GOALS AND COMMITMENTS TO EDUCATION***

**Section III: Would Pakistan meet the Education Targets Laid down by EFA and MDGs?**

Will Pakistan meet the education targets laid down by EFA and the MDGs? This can be determined by analyzing three important aspects:

- (i) the nature of policy commitment to EFA Goals and education MDGs;
- (ii) the degree of progress achieved so far in the relevant indicators; and
- (iii) the future path of action adopted towards achieving these goals<sup>7</sup>.

***(i) Nature of Policy Commitment to EFA Goals and Education MDGs***

The political commitment to EFA and education MDGs is clearly evident. The Constitution of Pakistan is committed to the State's respon

*(ii) The Degree of Progress achieved so far in the relevant Education*

*(i) Net primary enrolment rates<sup>13</sup>*

Progress in net primary enrolments during the







managing and implementing education programmes and projects, which would ultimately fade away as the provinces develop capacities.

Progress towards the EFA goals and MDGs can be accelerated with a higher budgetary allocation to education (the NEP 2009 recommends increasing it to 7% of GDP by 2015); a well-designed investment programme for improved educational, including literacy, infrastructure and trained staff; effective governance through regular supervision and monitoring of deliverables; and strong community participation.

International development partners have been supporting Pakistan's education sector, however, assistance has not been proportionate to the needs in the country. These partners have not been able to fulfill their international commitments made at different forums and envisaged in numerous declarations.

As focused by the National Education Policy 2009, the key issues in Pakistan's education sector are two dimensional: (i) limited access to education; and (ii) low quality of education.

(i) Access to Education:

Low school enrolment rates are an outcome of poor access to education. Given a low budgetary allocation to education, there is an acute shortage of public schools, especially within close proximity of communities and in far flung remote areas of the country, particularly



## ***ANNEXES***



---

**EFA Goals**

**MDGs**

**NEP 2009 Objectives**

**NEP 2009 Policy Actions**

## **ANNEX B: A Situation Analysis of Pakistan's Education Sector & the Path to Meet EFA/MDG Targets**

In Pakistan, with an average per capita income of about \$1,000 and massive unemployment, poverty is rampant, affecting almost one-quarter of the population. In this scenario, social sectors, too, have progressed very slowly, suffering from low financial allocations, limited development expenditures and weak governance. In education, improvements in literacy rates and school enrolments have been marginal, suffering due to lack of political will, budgetary constraints, poor quality of service delivery and high dropout rates of students, partly due to family poverty.

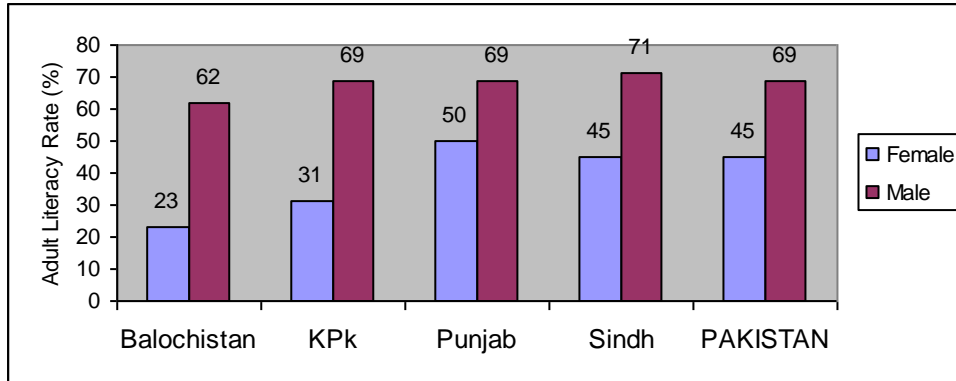
### ***Literacy***

Regional comparison shows Pakistan with the lowest adult (15+ years) literacy rate, largely due to very low rates for women (Table 2.1).

**Table 2.1: Adult (15+years) Literacy Rates for Selected countries in South Asia 2005-08**  
**Total**

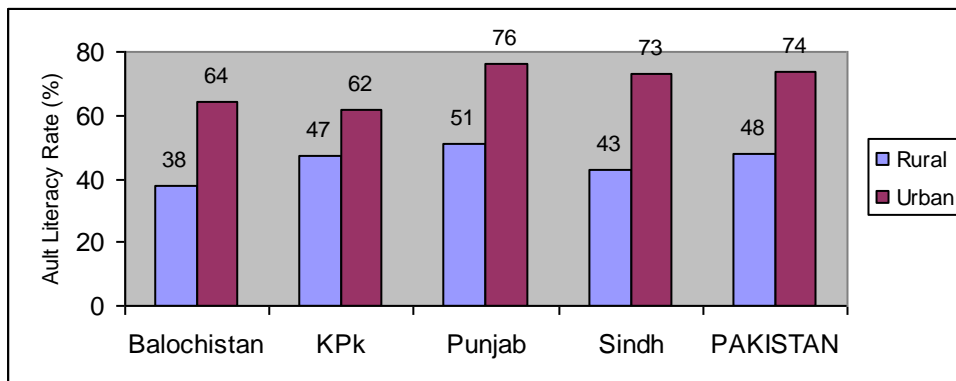


**Figure 1a: Adult Literacy Rates (10+ years) by Gender**



Adult literacy rates in urban areas are much higher than those in rural areas. For instance, these are 76% in urban areas of Punjab but only 38% in rural areas of Balochistan (Figure 1b).

**Figure 1b: Adult Literacy Rates (10+ years) by Location**



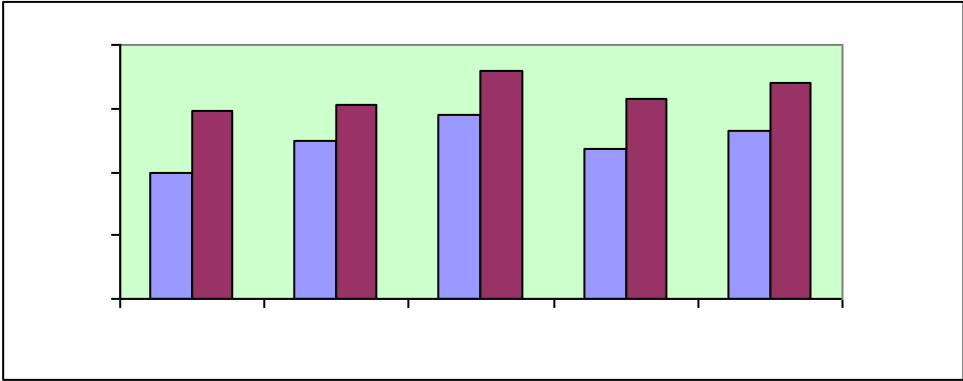




**Table 2.4**

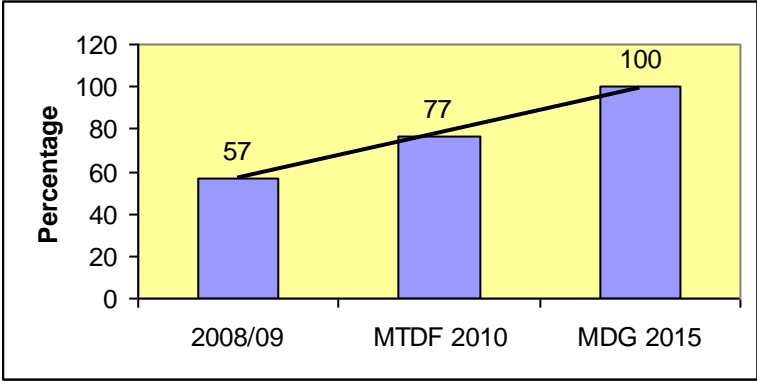
Large urban-rural gaps are also evident, with 72% in Punjab s urban areas to only 40% in Balochistan s rural sector (Figure 2b).

**Figure 2b: Net Primary Enrolments by Provinces and Location**



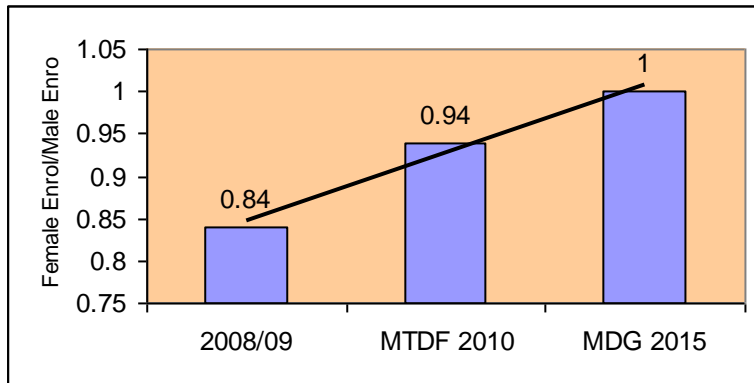
The path to meet the target of universal primary education seems an uphill task (Figure 2c).

**Figure 2c: Universal Primary Education (UPE): NER Path to Meeting EFA and MDG**

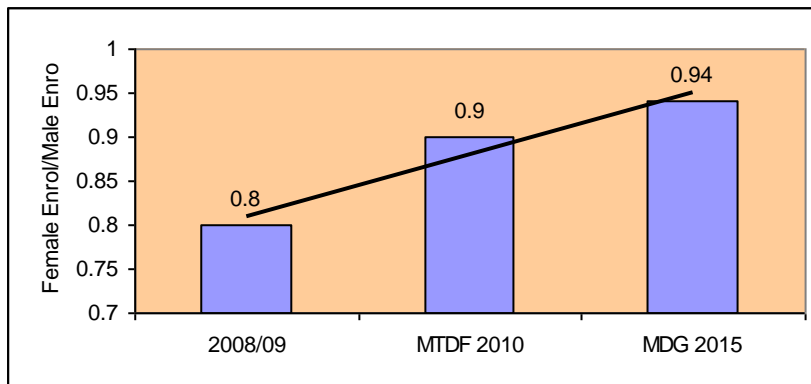




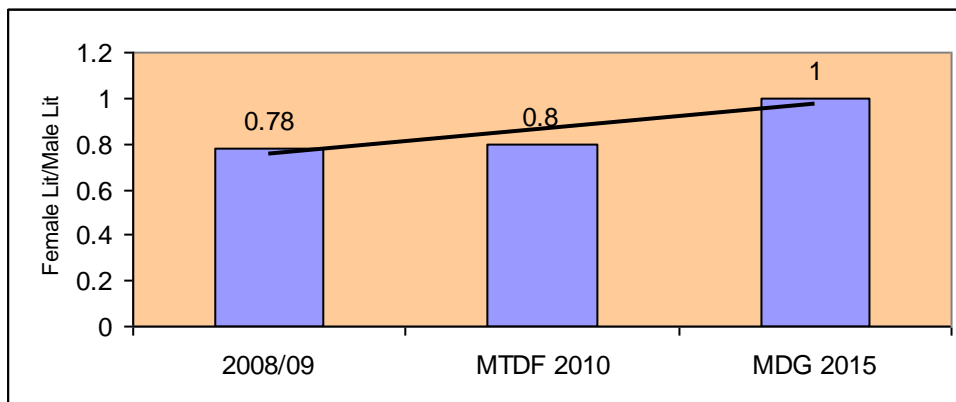
**Figure 5a: GPI Primary Education: Path to Meeting EFA and MDG**



**Figure 5b: GPI Secondary Education: Path to Meeting EFA and MDG**



**Figure 6: Youth Literacy Gender Parity Index: Path to Meeting MDG**



***Financial Resources to Education***

Statistics for actual expenditures (including district expenditures) are available for the period 2000/01 to 2009/109 (Table 3a). The pattern of education expenditures as percentage of total



