

**ELEMENTARY EDUCATION
IN
PAKISTAN**

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FOREWORD

Academy of Educational Planning and Management has been entrusted to evaluate and monitor education sector-programs, projects and generate indigenous data for all the concerned. Elementary education is bedrock and foundation of entire education system. Since the inception of Pakistan successive governments have made efforts for providing educational facility to the masses. This study focuses the development of elementary education in Pakistan, with special reference to the challenges and issues of elementary education in the perspective of National Education Policies, Development Plans and various interventions through Projects. This study is also an effort to investigate the access, a major concern of EFA & MDGs, to elementary education and other related issues such as dropout, its causes, and status of learning achievement. This study also reflects on the role of the private sector in the development of the elementary education in the country.

I would like to express my gratitude to Khawaja Sabir Hussain, Deputy Director (Research) AEPAM for his efforts for managing and reporting the study. The services of Mr. Muhammad Akram, Stenographer are also appreciated for typing & composing the report.

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CONTENTS

	Title	Page#
	Foreword	iv
CHAPTER 1	INTRODUCTION	1
	1.1 Introduction	2
	1.2 Objectives of the Study	2
	1.3 Focus of the Study	3
	1.4 Methodology of the Study	3
	1.5 Review of Literature	3
	1.6 Delimitations of the Study	5
CHAPTER 2	EDUCATION SYSTEM: AN OVERVIEW	7
	2.1 The Education System: An Overview	8
	2.2 Structure of Education System	9
	2.2.1 Elementary Education	9
	2.2.2 Secondary Education	10
	2.3 Tertiary Education	11
	2.4 Teacher Education	12
	2.5 Vocational and Technical Education	12
	2.6 Deeni Madaris	12
	2.7 Non-Formal Education	13
CHAPTER 3	TERMS & CONCEPTS	15
	3.1 Importance of Education	16
	3.2 Quality Education	17
	3.3 Primary Education	17
	3.4 Elementary Education	18
	3.5 Importance of Elementary Education	19
	3.6 Access to Elementary Education	19
	3.7 Legal Basis of Education	21
CHAPTER 4	SITUATION ANALYSIS	23
	4.1 Situation Analysis	24
	4.2 Basic Education	25
	4.3 Net Enrolment	29
	4.4 Girls Enrolment	29
CHAPTER 5	NATIONAL EDUCATION POLICIES AND DEVELOPMENT PLANS	33
	5. Reviews and Analysis of National Education Policies	34
	5.1 Literacy and Basic Education	34
	5.2 Education Policies 1947-82	36
	5.3 Education Policies in the 1990s	37
	5.4 Physical Targets of National Education Policies (1998-2010)	38
	5.5 Education Sector Reforms (ESR)	41
	5.6 Primary Education EFA Goals	41

	5.7	Review of Targets and Achievement of Five-Year Development Plans	42
CHAPTER 6		DEVELOPMENT PROJECT	47
	6.	Review of Primary Education Development Projects	48
	6.1	Primary Education Project	48
	6.2	Girls Primary education Development Project I and II	48
	6.3	Primary Education Development and Expansion Project in AJK	48
	6.4	NWFP Basic Education Project	49
	6.5	Sindh Primary Education Development Project	49
	6.6	Balochistan Primary Education Development Programme	49
	6.7	Social Action Program (SAP)	49
	6.8	On-going Projects and Reforms	52
	6.9	Salient Features of the Project	54
CHAPTER 7		FINANCIAL REQUIREMENT	55
	7.	Future Requirements of Primary Education –Estimated Figures	56
	7.1	Total Cost of Achieving Universal Primary Education in Urban Areas in Pakistan	57
	7.2	Total Cost of Achieving Universal Primary Education in Rural Areas in Pakistan	58
	7.3	Total Cost of Achieving Universal Primary Education in Pakistan	59
CHAPTER 8		DROPOUT	61
	8.	Dropouts	62
	8.1	Enrolment and Dropouts	62
	8.2	Major Causes of Dropout	63
	8.3	Dropout Reason-Parents	66
	8.4	Teacher's views about Dropout at Primary Level	67
CHAPTER 9		LEARNING ACHIEVEMENTS AT PRIMARY LEVEL	71
	9.	Learning Achievement and Outcomes	72
	9.1	Primary Students' Achievement: National Survey Results	72
	9.2	Findings of Research Study on Quality of Education	77
	9.3	Causes of Low Learning Achievement	78

CHAPTER	ROLE OF PRIVATE SECTOR	81
10		
	10. Role of Private Sector	82
	10.1 National Education Policy 1998-2010	83
	10.2 Public Private Partnership	85
	10.3 Objectives of ESR Program	86
	10.4 Targets of ESR Program	86
	10.5 Achievements ESR Program	87
	10.6 Expansion of Private Sector	87
	10.7 Enrolment Growth Rate in Public Sector	88
	10.8 Quality of Education in Private Sector	88
CHAPTER 11	ACTION PLAN	93
	11. Plan Formulation	94
	11.1 Targets/Participation Rate	95
	11.2 Future Strategies/Action	96
	11.3 Quality Inputs	96
	11.4 Resources	100
	11.5 Plan Implementation	101
	11.6 Monitoring and Evaluation of the Plan	101
CHAPTER 12	FACTOR AFFECTING ENROLMENT	103
	12. Preference for Sons' Education	104
	12.1 Personal Security of Girls	104
	12.2 Poverty	104
	12.3 Domestic Work	105
	12.4 Education of Parents	105
	12.5 Community	106
	12.6 Status of Women	106
	12.7 Traditional Misconception	106
	12.8 Early Marriages	107
	12.9 Co-Education	107
	12.10 School	107
	12.11 Location of Schools	108
	12.12 Teaching Materials	109
	12.13 Supervision	109
	12.14 Female Teachers for Girls	109
	BIBLIOGRAPHY	112



Chapter # 01

INTRODUCTION

Introduction

This study was designed to serve as a comprehensive development report on elementary education in Pakistan. The elementary education is bedrock and foundation of entire education system. That is why successive governments in their policies and plans have made efforts for providing elementary education to every individual. The study focuses this context with reference to the development of elementary education in Pakistan. The efforts have been made to analyze and review all National Education Policies and Plans, which have been designed for providing elementary education in the country. The policy provisions, targets and strategies have been examined so that reader would be able to get crux of the situation. In addition, plan-wise financial allocations, actual expenditure on education and quantitative and qualitative achievements at elementary level have been discussed.

The study is divided into twelve chapters. The first chapter comprises introduction of report, objectives of the study, focus of the study and methodology of the study. The second chapter presents an overview of education system. In the third chapter, terms and concepts have been explained. Situation analysis at elementary level have been described in chapter four. Fifth chapter have information about National education policies and development plans, whereas sixth chapter explains development projects.

Seventh chapter describes financial requirements. Eighth chapter explains causes of dropout rates, whereas learning achievement has been discussed in chapter nine. Role of private sector in the expansion of education has been examined in section tenth of the report. Eleventh chapter describes action plans. The last chapter explains factors affecting enrolment at elementary level.

1.2 Objectives of the Study

The following were the major objectives of the study:

- i. Review and examine the national education policies and development policies and development plans.
- ii. Critical analysis of provision of policies and strategies.

- iii. Investigate the Role of Private Sector in the Development of Education at Elementary level.

1.3 Focus of the Study

In this context, the study investigated:

- i. Situation Analysis of elementary education
- ii. Review and Analysis of National Education Policies
- iii. Physical Targets of National Education Policy (1998-2010)
- iv. Education Sector Reforms (ESR)
- v. Review Targets and Achievements of Five-Year Development Plans
- vi. Drop Out at Primary level
- vii. Major Problems and Obstacles
- viii. Learning Achievement at Elementary level
- ix. Role of private sector in the expansion of Education

1.4 Methodology

The study comprises both qualitative and quantitative analysis, based on two kinds of information

- i) Primary data or field-based information
- ii) Recent information published in reliable national sources in the country.

The analysis was supplemented with the available data generated by Academy of Educational Planning and Management through the research studies: Access and Equity in Basic education and National Sample Survey on Private schools, Quality of Education, Learning Achievement and other related research studies having central and peripheral references.

1.5 Review of Literature

Following is a list of major documents:

- Economic Survey of Pakistan from 1980-81 to 2003-2004
- National Education Policies of, 1947, 1958, 1962, 1972, 1979, 1992, 1998-2010, ESR 2001.
- Financing of Education in Pakistan
- Literacy trends in Pakistan

- Basic Education in Pakistan
- Population Census Reports (1998) of the four provinces and federal areas i.e., Punjab, Sindh, NWFP, Balochistan, FATA and ICT;
- Population projections by National Institute of Population Studies (NIPS);
- Perspective Development Plan (2001-2011);
- Education Sector Reforms: Action Plan (2001-2005);
- Annual provincial and federal budget documents (various years);
- Foreign Economic Assistance (various issues);
- National and Provincial Educational Management Information Systems (EMIS);
- Pakistan Integrated Household Survey (1998/99 and 2001/02);
- Education for All-Plans for district Chakwal & FANA; and the National Plan of Action for Education for All (2001-2015).
- Documents related to Poverty Reduction Strategy.
- National Plan of Action on Education For All (2001-2015), Pakistan.
- "A report of the Education For All 2000.
- "Education Sector Reform Action Plan 2001-02, 2005-06.
- A Study on Assessing Visual-Graphics Literacy
- Basic Education in Pakistan, 1999.
- Female Teachers in Rural Schools.
- Education for All 2000 - Assessment Country Report Pakistan.
- The Challenge of Basic Education in Pakistan 1991.
- Education for All 2001.
- Basic Education in Pakistan
- Development of Education in Pakistan
- Need Assessment of Educational Managers at District Level
- Access and Equity in Basic Education
- Sample Survey on Learning Achievement
- Professional Requirements of Education Managers under Devolution Plan
- Quality of Education Learning Achievement at Primary level

- Comparing School Performance to understand which schools are doing better by Assessing and comparing quality of education.

1.6 Delimitations of the Study

1. This study was delimited to analysis of National Education Policies, Development Plans, other official documents and research reports on education.
2. Data have been used from only official published documents.

Chapter # 2

**EDUCATION SYSTEM
AN
OVERVIEW**

2.1 The Education System: An Overview

The education is becoming one of the defined enterprises of the 21st century with the emergence of globalization and increasing global competition. In the fast changing and competitive world, education and technology are the master keys for respectable survival and progress of Pakistan. Pakistan is determined to respond positively to emerging needs, opportunities and challenges of globalization. Education is being considered a key to change and progress. Progress and prosperity of the country depends on the kind of education that is provided to the people.

Efforts are being made to streamline education system that may assists in harmonious development of the individual. It increases the economic, social and political adjustment of the individual in the society. Education is an essential prerequisite for an efficient and equitable development process of the society. It is a recognized fact that without a minimum education level for the entire population, a human centered development process cannot be sustained.

Human as resource aspect of development has not been given due consideration in the past and now it demands special attention in order to facilitate all segments of the society. It provides people greater orientation and choices to improve their lives. In other words through the process of education, human beings develop such abilities, skills and attitudes that help them to modify their behavior according to social, economic and political demands. Education is considered the most important vehicle of human capital formation, which is prerequisite for sustaining the development of nations.

Pakistan has placed human resource development at the center of the economic planning. People of Pakistan are precious resource who are as hardworking as one can find anywhere in the world. Yet, the country have not nurtured their talent nor taken full advantage of their hard labour. Now country has begun to experience key shortages in modern skills that are needed to support an expanding economy. The three key areas of human development namely education, health and population welfare are attracting significant attention of the government. In the education sector an allocation of about Rs. 13 billion has been made for the year 2004-05 against an allocation of Rs. 6 billion in the last year. This represents an increase of 134%, which is unprecedented in country's history. It is pointed out that the primary

responsibility for human development including education lies with the provinces. The federal expenditures are in addition to much larger expenditure being spent by the provinces.

Pakistan being alive to the need of decentralization has initiated political and administrative devolution under its reforms agenda. The Local Government Ordinance has been promulgated to pave way for devolution plan in the country. The reform addresses shift to decentralization of political power, decision-making authority, and administrative responsibilities at the grass root levels i-e village, union council, tehsil and district. The main aim of devolution is to maximize the civil society participation in the decision-making process to improve the services' delivery to all segments of the society.

2.2 Structure of Education System

Pakistan follows centralized system of education and there is statutory requirement for all schools and colleges to follow a national curriculum. The system has adopted three-tier mode (8+4+4) with following distinct stages:

2.2.1 Elementary Education

The elementary education comprises two distinct stages- Primary and Middle.

a) Primary Stage: The primary stage (Grades: I-V) extends over five years (age 5+ to 10+). Gross primary enrolment rate is 86% in 2005. The medium of instruction in most of the schools is Urdu- the national language. There are English-medium schools as well. However, the curriculum for primary classes is almost the same throughout the country. The major focus of this stage is on basic mathematical and literacy skills (3Rs), appreciation of traditions, values, and socialization. Promotion to next class is automatic mostly to save wastage as per policy. Schooling is being made compulsory through appropriate legislation. Now it is being proposed that science and mathematics be taught in English at this stage.

b) Middle Stage: The Middle stage (Grades: VI-VIII) is of three years duration and is offered in schools either having primary or secondary classes. The curriculum is common for all males and females as well as for urban and rural dwellers. The curricular focus of this stage is to strengthen foundations

of first and second languages, mathematics and science and developing understanding of family, community, environment, health and nutrition. Provincial Education Departments as well as schools conduct terminal examination at this stage. Middle level enrolment rate is 47.5% (2004-05).

2.2.2 Secondary Education

Secondary Education comprises of two stages- Secondary and Higher Secondary.

a) **Secondary Stage:** The secondary education is of two years duration comprising Grades: IX-X it covers 13-15 years cohort of children. There is a Secondary Schools Certificate (SSC) examination at the end of the tenth class and is conducted by 23 Boards of Intermediate and Secondary Education through out the country. In 2005 students appeared 1,325,322 in grade-X examination. The medium of instruction in most of schools is Urdu, except in English medium schools. Streaming of children starts at this stage. Students opt for a group of their choice such as Science, Humanities, and Technical. Urdu, English, Pakistan Studies, Islamic Studies and Mathematics are compulsory subjects. A group of three elective subjects determines the specified stream.

b) **Higher Secondary Stage:** The higher secondary education (Grades XI-XII) is imparted at both Intermediate Colleges and Higher Secondary Schools. The students follow two years program of study at higher secondary level, which leads to the Higher Secondary School Certificate (HSSC) and is a pre-requisite for entrance to university or an institutions of higher education. The medium of instruction in science subjects is mostly English. The Boards of Intermediate and Secondary Education at the end of 11th and 12th grade conduct the examinations for higher secondary school certificate. In 2005, 789336 students appeared in grade-XII examination.

Division of students takes place at various levels of school education. After the middle stage, students can follow either academic courses in secondary schools or a trade course at vocational institutions. After secondary school stage students can enter Intermediate Colleges or Higher Secondary Schools for pre-university courses or can join polytechnics to take up three-years diploma course in a particular

branch of technology or trade. After Higher Secondary School Certificate (HSSC) one can either join general universities or professional institutions such as agricultural, engineering and medical.

Level/Stage	Class	Duration	Age on entry
Elementary			
Primary	I-V	5 years	5 years
Middle	VI-VIII	3 years	10 years
Secondary			
Secondary	IX-X	2 years	13 years
Higher Secondary	XI-XII	2 years	15 years
Tertiary			
Undergraduate	XIII-XIV	2 years	17 years
Postgraduate	XV-XVI	2 years	19 years

2.3 Tertiary Education

Recognizing the significance of knowledge-based economy the Government of Pakistan has reorganized the higher education in the country. To meet the challenges and devising policies Higher Education Commission (HEC) has been set up. Accordingly focus of higher education have been determined and institutions of higher learning are being strengthened academically as well as financially. New specialties and sub-specialties have been planned and are being implemented. Special incentives have been provided to professional growth and research. Universities in Pakistan offer undergraduate, graduate and postgraduate programs of studies in general and professional education. Bachelor degree programs in arts and science (B.A. and B.Sc.) are of two years. All efforts are underway to reorganize bachelor degree programs and extend to three years and honors degree programs to four years. The curriculum is continuously being reviewed to meet the challenges of time to come.

There are more 109 universities and degree awarding institutions in the country. Of them about 54% are being managed by private sector. A bachelor degree is a requirement for admission to postgraduate courses in the general universities. The Master degree programs in arts and science (M.A./M.Sc.) are of two years and courses are offered by universities and affiliated institutions. The universities also offer M.Phil and Ph.D. programs. The minimum duration of

Master of Philosophy (M. Phil) is two years. The Doctor of Philosophy (Ph.D) degree is offered by research as well as by course work cum research. The degrees of Doctor of Literature (D. Lit.), Doctor of Science (D.Sc.) and Doctor of Law are also awarded by some universities.

2.4 Teacher Education

After obtaining Secondary School Certificate (SSC) a student can join College of Education for Elementary Teachers for Primary Teaching Certificate (PTC), which is of one-year duration and enables him/her to teach at primary level. After HSSC one can also opt for one-year program leading to Certificate of Teaching (CT), which enables teachers to teach at middle school level. Now both the programs are being replaced by Diploma in Education that is of three years duration after SSC. Bachelor of Education (B.Ed.) is a one-year program after B.A./B.Sc. being offered by Colleges of Education and its successful completion enables him/her to be a secondary school teacher. An alternate three years degree course in science education leads to the Bachelor of Science Education (B.S. Ed). The Master of Arts in Education (M.A.) program is of two years after the first degree and Master of Education (M.Ed.) program is of one year after B.Ed. Pakistan now has a university of education for catering special needs. 178 institutions offer certificate and degree programs in education.

2.5 Vocational And Technical Education

The duration of vocational and technical educational programs ranges from three months to three years. Similarly entry qualifications also vary according to the program. Different trades are offered in these institutions. Technical and vocational education is being reorganized through the establishment of provincial and federal technical and vocational authorities.

2.6 Deeni Madaris

Parallel to formal school system there are about 11500 Deeni Madaris imparting religious education based on the Quran, the Hadith (Sayings of the Prophet Muhammad- Peace be upon him), Islamic jurisprudence, logic, etc. Attempts are under way to integrate religious educational system with the formal school system. Most of these institutions offer Sanvia Ama and Khasa, Shahadat ul Almiya and

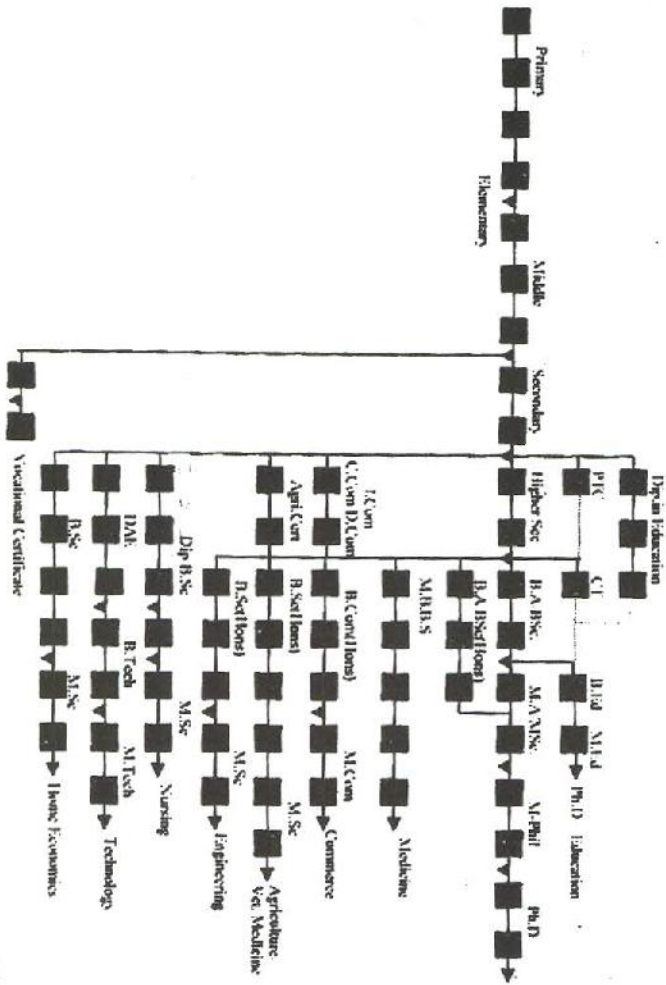
Ghausia courses. The highest degree of "Shahadat-ul-Almiya" is being recognized as equivalent to M.A. in Arabic/Islamic studies.

2.7 Non-Formal Education

To cater the needs of those who cannot rejoin formal education and to promote education in the country, Pakistan has established Allama Iqbal Open University. It offers courses through distance learning system that include four months special need based short courses to degree programs even leading to Ph.D. degrees in various subjects.

Formal Education System in Pakistan

Grade I II III IV V VI VII VIII IX X XI XII XIII XIV XV XVI
 Age 5.6 6.7 7.8 8.9 9.10 10.11 11.12 12.13 13.14 14.15 15.16 16.17 17.18 18.19 19.20 20.21



Chapter # 3

**TERMS
AND
CONCEPTS**

3.1 Importance of Education

The education has now emerged as a socio-economic force. Education is the process of transmitting knowledge and skill to individuals to upgrade their potentials to maximum. Through the attainment of education, human is enabled to receive information from the external world; to acquaint himself with past history and receive all necessary information regarding the present. Without education, man is just limited to a closed room and with education he finds himself in a room with all its windows open towards the outside world.

In Islam seeking knowledge is a sacred duty. It is obligatory on every Muslim male and female to seek knowledge. The first revealed word of the Holy Quran is "Iqra" READ! Seek knowledge! Educate yourselves! Be educated. Surah Al-Zumr, ayah 9 reveals: *"Are those equal, those who know and those who do not know?"* Surah Al-Baqarah, ayah 269 reveals: *"Allah grants wisdom to whom He please and to whom wisdom is granted indeed he receives an overflowing benefit."*

Our Holy Prophet (PBUH) also gave great importance to education. Among his several roles he liked his role as a teacher the most. Islam doesn't limit seeking knowledge with age but orders the muslims to seek knowledge from cradle to grave.

In developing countries, education is viewed as an effective means of solving socio-economic problems and is used as a vehicle for economic development of the society.

It has been stated by the founder of Pakistan Quaid-e-Azem Mohammad Ali Jinnah as "There is no doubt that the future of our state will and must greatly depend upon the type of education we give to our children"(Pakistan Education Conference, 1947)

The existence and prosperity of a nation depends upon the development of human capital. If we give good education to our children today it would make the foundations of a country more strong for tomorrow. Education not only develops the intellectual level of individuals but also helps them to live an economically productive life.

3.2 **Quality Education**

Quality of education depends upon many factors, which include factors in and outside of schools. Quality helps us to predict the result of inputs and processes. It gives us the feed back about inputs and implementation processes. Fuller (1985) has defined educational quality as the availability of materials inputs allocated to schools per pupil and the level of efficiency with which material inputs are organized, managed and used to raise pupil achievement.

National Education Policy 1998-2010 stated, "A monitoring system shall be developed to get timely and reliable information on enrolment, retention, completion and achievement. In addition, qualitative monitoring of achievement shall be introduced" (National Educational Policy, 1998-2010)

The Dakar commitment stresses that the promotion of quality education is integrally linked to educational outcomes and learner performance. National Educational Policy (1998-2010) states that teacher plays a pivotal role in the development of whole system. The professional and academic qualifications of teachers have a direct impact on the quality of education.

Jerome and Arcaro stated

"The quality of education will improve when administrators, teachers, staff, and school board members develop new attitudes that focus on leadership, teamwork, cooperation, accountability and recognition".

Quality is the single most important factor in education that makes education purposeful in its true sense. If we take out quality from education then it is an empty whole. Quality helps the schools to cope with different challenges of time to come and changes in a positive way. Only by enhancing the quality of education, we can improve our education system and face the challenges of globalization.

3.3 **Primary Education**

Primary education means general education of the children up to the age of nine years. It includes every child of five or six years of

age. There is a difference of school years at pre-primary level in public and private sector.

Primary education normally begins at the age of five and the majority of children continue for five years up to the age of ten. Bergman and Muhammad (1998) have remarked that; "The current primary cycle of five years falls short by one year, compared to international standards." In a report published by the government of Pakistan (2000), Primary education has been defined as, "Primary education comprises classes 1 to 5 and enrolls students of age-group 5 to 9."

3.4 Elementary Education

Elementary education is the most important phase in education process. It contributes to the development all foundations of the individual. The Universal Declaration of Human Rights proclaimed by the General Assembly of the United Nations states: "Every one has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory" (UNDP1995)

Elementary education, according to Collines' English Dictionary, means the education of children up to the age twelve years. It includes the early eight years of schooling.

Khalid (1992) has stated, "Elementary education is the most important sub-sector of the entire education system. It is the foundation stone upon which the large building of social, cultural and economic development of a nation is to be built.

Quddus (1979) defined the Elementary education as:

"Elementary education forms the foundation of all subsequent education. During the important formative period of six to fourteen years, there should be a close integration between the school and the home or the community. All educationists now realize that the first five or eight years of a child's life are the most important. Afterwards the latency period sets in a period of germination, which ends in the sprouting of adolescence".

Cameron et al describe the Elementary education system of Pakistan as:

“Elementary education normally begins at the age of five and for the majority of children continues for five or eight years up to the age of ten or twelve (grade v or viii). There are two main types of elementary schools: those run by provincial governments and those run by local bodies and mission schools. In both urban and rural areas the majority of schools are single sex institutions. In rural areas, schools have one or two teachers”.

3.5 Importance of Elementary Education

Primary education is the most important phase in the education processes as it forms the foundation of all subsequent levels of education. According to the World Bank (1995);

“Education especially basic (Primary) education helps reduce poverty by increasing the productivity of the poor, by reducing fertility and improving health, and by equipping people with the skills they need to participate fully in the economy and in society.”

The World Declaration of Education for All (EFA), Article 5, (1990), states that primary education must be universal. It must ensure that the basic learning needs of all children are satisfied, and take into account the culture, needs and opportunities of the community. Primary education, which is the foundation of the entire education pyramid, has the highest rate of return as compared to other sectors and levels of education. Research studies undertaken in both developed and developing countries, including Pakistan by renowned researchers of the world indicate that rates of return to investment in education at primary level make a vital contribution to the economic development.

3.6 Access to Elementary Education

a) Access

Access means reach, a passage, an entrance or a doorway to education. It has a two-way role:

- i) A physical approach,
- ii) Utilization of existing facilities: It is not only essential to provide education facilities but it is equally important that these facilities are utilized. The utilization is measured by various rates like: SLE, RA, GER, NER, GAR, NAR, AAR, and ASER etc.

b) Equity

Equity means equitable access and participation in all management and program functions regardless of gender, race, colour, national origin, disability and age.

c) Gender

Gender refers to the physical and social differences and relations between men and women, which are learned, very widely among societies and cultures, and changes over time. The term gender does not replace the term sex, which refers exclusively to biological difference between men and women. For example, statistical data are broken down by sex. The term gender is used to analyze the roles, responsibilities, constraints and needs of women and men in all areas and in any given social context.

d) Gender Equality

Equality between men and women entails the concepts that all human beings, both men and women, are free to develop their personal abilities and made choices without the limitations set by stereotypes, rigid gender biases and prejudices. Gender equality means that the different behaviors, aspirations and needs of women and men are considered, valued and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female; Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.

3.7 Legal Basis of Education

a) Legal Basis

Legal basis of education means the legal provisions or legislative authority government has for imparting education for its people.

b) Compulsory Early Childhood Care & Education for all until the age up to 6 years

According to 93rd Constitutional Amendment, the Article 45 ("45: Provision for free and compulsory education for children: The state shall endeavor to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years") has been substituted as follows: The state shall endeavor to provide early childhood care and education for all children until they complete the age of six years.

CHAPTER # 4

SITUATION ANALYSIS

4.1 Situation Analysis

Elementary education is the foundation on which all subsequent stages of education are built and is the very basic ingredient for human resource development. Concern over the state of primary education, particularly the issue of low enrolment and high dropout rates, have been expressed in all National Education Policies and five year Plans. But the situation still requires much to be done.

Recent estimates indicate that there are 1,54,871 primary schools in (2004-2005) with an enrolment of 3,109,941 in pre-primary and 17,791,715 at primary level with 449,414 teachers at this level. Further detail is as under:

Public + Private primary school profile 2004-2005

Table-1

Primary				
	Boys	Girls	Mixed	Total
Number of School	74,504	44,507	35,855	154,871
Total enrolment pre-primary	1,244,063	1,865,878	-	3,109,941
Total enrolment primary	10,739,971	7,051,744	-	17,791,715
Number of Teachers	243,000	206,414	-	449,414

Source: Pakistan School Education Statistics, 2004-2005 NEMIS AEPAM, Islamabad

There are 30,371 middle schools with an enrolment of 4,473,355 and 246,408 teachers. Detail is presented in table 2.

Public + Private Middle school profile 2004-2005**Table-2**

Middle				
	Boys	Girls	Mixed	Total
Number of School	7443	7003	15925	30,371
Total enrolment	2,647,047	1,826,308	-	4,473,355
Number of Teachers	94,811	151,597	-	2,46,408

Source: Pakistan School Education Statistics, 2004-2005 NEMIS AEPAM, Islamabad

4.2 Basic Education

AEPAM has conducted a longitudinal research study under the NEMIS project on Access and Equity in Basic Education in Pakistan since 2003-2004. Under the same project this study was again undertaken in 2004-05. The findings of both these studies present an existing state of the art in the country.

For the first study (2003-04) the sample was drawn from fourteen districts of Pakistan. The study focused schools and their catchment areas. There were 5625 children under the age of 14 years. Of them 3060 were enrolled in schools whereas 2565 were out of school. Only 54% children had access to schooling in these districts and remaining 46% children were out of school and had no access to proper schooling.

Age wise analysis of data collected from fourteen districts showed that there were 3237 children of 10 years or below. Of them 1159 were out of schools. It indicated that 36% children of this age had access to schooling in these district and remaining 64% children were out of schools. This reflects that a majority of children had no access to schooling.

Distance from home to school was found a crucial factor in access to schooling for small children. In fourteen sample districts distance from home to school was investigated and found that 84% boys and 81% girls had to travel 1-2km to reach the school, whereas in recent study in 2004-05 again situation is not much different as 72%

boys and girls had to travel the same distance daily to reach their school. Percentage of children traveling 1-2 km has been reduced even though, it is still too much distance for many small children. Similarly in 2003-04, 5% boys and 4% girls traveled more than 6km and in 2004-05 the same distance was traveled by 6% boys and 5% girls. Data indicate that majority of the children; boys and girls still have to bear traveling hardships for reaching their schools. It can be concluded that more primary schools are to be established for reducing distance from home to school for small children. Whereas there is thick school going population of children based on school mapping.

Desired Strategies for Enhancing Access to Primary Level:

- a) Strategies proposed interalia include; opening of new primary schools; opening of masjid/maktab schools; establishment of non-formal basic education schools; rehabilitation of existing schools; up-gradating of primary schools to middle/secondary level and introducing double shift in existing schools.
- b) Priorities for constructing schools shall be:
 - Shelter less schools;
 - Dilapidated schools;
 - New classrooms in overcrowded schools;
 - Repair of inadequate schools and
 - Providing facilities (water supply, boundary walls, toilets, etc.)
- c) New schools and classrooms need to be constructed on the basis of objective demographic criteria. Preference shall be given to female schools. All new primary schools be opened with the ratio of 60:40 i.e. 60 for female and 40 for male children. Similarly the female-male teacher ratio in new school be 70:30.
- d) New primary schools be co-education schools with female teachers particularly

where it is not feasible to have separate schools for girls and boys.

- e) Appointment of teachers in schools on the basis of empirical need as well as reduce transfer rate by recruiting local teachers for schools. This would ensure a better distribution and optimum utilization of teachers.
- f) Relaxation in qualification where no female teacher is available.
- g) Relaxation of age limit for females to facilitate entry into the profession.
- h) In order to attract and retain female teachers in rural areas and difficult regions of the country special incentives including monetary incentive will be given to female teachers alongwith their security measures.
- i) Area/district based targets and programmes shall be developed for the promotion of elementary education, which may be supervised by District Education Authority/District Government.
- j) System of standardization in facilities of services be institutionalized so as to ensure availability of equal facilities in rural girls' schools.

Middle Level:

- a) Selected primary schools, especially in rural areas, in public sector be upgraded to upper elementary/middle level.
- b) Five additional teachers to each upgraded school along with support staff be provided. In order to attract female teachers in rural areas and difficult regions of the country,

special incentives including monetary incentives be given to female teachers.

- c) Textbooks would be provided in time.
- d) Teachers' training programmes for middle-level teachers would be arranged regularly.
- e) Examination system be improved.
- f) Existing primary and middle level system be replaced by Elementary Education System.

Non-Formal Basic Education

Access to primary education, particularly of girls, can be improved through a network of Non-Formal Basic Education Schools (NFBES), especially in remote areas or where girls' schools are either not available or where girls' participation rates are low. These schools can continue to play their role until regular primary schools are established in these areas. With the expansion of the formal system of primary education, these schools may be gradually replaced or absorbed in the regular system.

Non-formal middle level education also be introduced in collaboration with Allama Iqbal Open University. Academic calendar and school hours of non-formal schools be made flexible enough to cater the needs of working children also.

Retention/Completing Universal Primary Education (UPE)

Some special incentives be extended to the children of poor families not only to improve their access but also to retain them in school; For example:

- a) Free textbooks are being provided. Notebooks and uniform also be provided to needy and deserving children plus stipends to those who are left-outs or dropouts at primary level because of poverty or opportunity cost.

- b) Trade schools, vocational centres and village workshop schools be established for working children (child labour) and dropouts.

The relevance of the curriculum to local needs, a lively and attractive school atmosphere and better supervision ensuring regular attendance of teachers enable the school to retain students thus lowering the drop-out rate.

4.3 Net Enrolment

It is generally recognized that a low net participation rate of 52% at the primary school level combined with 45% dropouts in the public sector, has contributed to a low national literacy rate. In rural Sindh and Balochistan, female Primary net enrolment is 29%. 6 million children of primary age group (5-9) are not enrolled in our Education System. Majority of the children are girls child. Efforts are to be made to make schools' environment more attractive to reduce the dropout and conducive for teaching learning process.

Net enrolment at primary level is around 12 million (male 7.6 million: female 4.3 million). In order to achieve the target of UPE for male by 2010 all the male children of primary age group i.e. 9.6 million will be enrolled, whereas, in case of female all 8.5 million girls will be enrolled by 2015. Total enrolment would be 19.5 million in 2015.

Primary and middle level participation rates and targets are given below:

Gross Participation Rates 1999/2000 and Targets for 2015-2016

	1999-2000		2015-2016	
	Total	Female	Total	Female
Primary Level	89%	70%	120%	120%
Middle Level	38%	31%	80%	80%

Source: EFA Wing (estimates); Ministry of Education; Govt. of Pakistan.

4.4 Girls Enrolment

Girls Enrolment And Expenditure At Elementary Level
Based On Data For The Years 2002-03, 2003-04 And 2004-05

PUNJAB
PROVINCIAL HIGHLIGHTS

Based On Data For The Years 2002-03, 2003-04 And 2004-05

Net increase in girls primary enrolment	450571
Net increase in girls middle enrolment	96857
Total increase	547428
Net increase in girls primary schools	298
Net increase in girls middle schools	380
Total increase	678
Net increase in girls primary schools expenditure	1956.590
Net increase in girls middle schools expenditure	557.882
Total increase (Rs. in million)	2514.472

*Source: Financing of Girls Elementary Education 2004-05,
Ministry of Education*

Total Districts (2004-05)	34
Reporting Districts	34

SINDH
PROVINCIAL HIGHLIGHTS

Based On Data For The Years 2002-03, 2003-04 And 2004-05

Net increase in girls primary enrolment	263699
Net increase in girls middle enrolment	17862
Total increase	281561
Net increase in girls primary schools	283
Net increase in girls middle schools	65
Total increase	348
Net increase in girls primary schools expenditure	537.761
Net increase in girls middle schools expenditure	262.473
Total increase (Rs. in million)	800.234

*Source: Financing of Girls Elementary Education 2004-05,
Ministry of Education*

Total Districts (2004-05)	16
Reporting Districts	16

NWFP
PROVINCIAL HIGHLIGHTS

Based On Data For The Years 2002-03, 2003-04 And 2004-05

Net increase in girls primary enrolment	159136
Net increase in girls middle enrolment	27324
Total increase	186460
Net increase in girls primary schools	158
Net increase in girls middle schools	179
Total increase	337
Net increase in girls primary schools expenditure	497.343
Net increase in girls middle schools expenditure	191.167
Total increase (Rs. in million)	688.510

*Source: Financing of Girls Elementary Education 2004-05,
Ministry of Education*

Total Districts (2004-05)	24
Reporting Districts	23*

BALUCHISTAN
PROVINCIAL HIGHLIGHTS

Based On Data For The Years 2002-03, 2003-04 And 2004-05

Net increase in girls primary enrolment	44215
Net increase in girls middle enrolment	5653
Total increase	49868
Net increase in girls primary schools	115
Net increase in girls middle schools	17
Total increase	132
Net increase in girls primary schools expenditure	135.626
Net increase in girls middle schools expenditure	27.843
Total increase (Rs. in million)	163.499

*Source: Financing of Girls Elementary Education 2004-05,
Ministry of Education*

Total Districts (2004-05)	27
Reporting Districts	27

FEDERAL AREAS
PROVINCIAL HIGHLIGHTS

Based On Data For The Years 2002-03, 2003-04 And 2004-05

Net increase in girls primary enrolment	54993
Net increase in girls middle enrolment	8272
Total increase	63265
Net increase in girls primary schools	20
Net increase in girls middle schools	01
Total increase	21
Net increase in girls primary schools expenditure	183.169
Net increase in girls middle schools expenditure	115.471
Total increase (Rs. in million)	298.640

*Source: Financing of Girls Elementary Education 2004-05,
Ministry of Education*

Chapter # 5

***NATIONAL
EDUCATION POLICIES
AND
DEVELOPMENT PLANS***

5. Reviews and Analysis of National Education Policies

5.1 Literacy and Basic Education

The third major factor influencing policy is of the fast increasing clientele of education. This factor may useful be seen with the fourth factor namely the paucity of resources for education, which has forced the system to expand as fast as resources would permit but at the expense of quality. It is not just a question of increasing numbers but also a way of gaining political support, and political leaders use at a lever to gain support of the masses.

In every single policy announced by the government, the question of literacy and universal enrolment has been addressed very emphatically. For example in the 1947 Coference on Education in his initial policy speech, the Education Minister emphasizes the question of literacy and universal basic education. The relevant extract of the policy is reproduced below:

"Our first and foremost concern must inevitably be a determined and vigorous attack on the formidable problem of illiteracy and its evil consequences."

The same issue has been highlighted in the Commission Report (1959) where the question of universal primary education and literacy has been addressed in the objectives but the policy recognizes the practical difficulty of resource constrains in achieving this objective. The relevant portion of the report is reproduced below:

"An education system is part of this concept of a social justice in the sense that its benefits and opportunities must be available to all. In our conditions, where resources are limited, it is unfortunate that for some time to come it will not be possible to provide universal education."

It appears again in the relevant chapter on primary education of the Education Policy 1927-80, which prescribes making primary education free and compulsory. The 1979 Education Policy maintains

the same instance but at the same time emphasizes the need to improve quality and reduce the heavy drop out rate.

The Education Policy 1972-80 highlights the problem of illiteracy and Universalization of elementary education prominently and emphatically in its objectives. The relevant extract of the objectives is reproduced below;

"To provide a minimum acceptable level of functional literacy and fundamental education to all citizens of the country particularly the young, irrespective of their faith, caste and creed in order to enable them to participate productively in the total national effort".

Further the same policy envisages that education will be free and universal for all children throughout the country, although this cannot be achieved in one go so the plan is to achieve it in two phases in a period of nearly 15 years.

The 1979 Education Policy again highlights the question of literacy and universal enrolment in the statement of objectives. The relevant paragraph of the policy is reproduced below:

"Eradicating illiteracy within the shortest possible time through Universalization of elementary education and a massive adult education program".

"Equalizing access to education through provision of special facilities for women, under-privileged groups and mentally-retarded and physically-handicapped children and adults in all areas in general and backward areas in particular".

In this policy the target of universal enrolment is further staggered and a forceful recommendation appears that all efforts would be made to reduce drop out estimated at 60%. Besides providing looks at the possibility of exploring indigenous institutions such as the Mosque and the Mohallahs schools utilize them for purposes of universal enrolment.

The Education Policy 1992-2002 again includes universal enrolment and universal literacy in its objectives.

The relevant policy objectives appears below:

"To ensure 100% participation of children in education at the primary level by the year 2002 and to eradicate illiteracy through formal and non-formal method. Special attention will be paid to the development of female education and literacy through formal and non-formal methods".

Addressing the question of primary education the Education Policy 1992-2002 envisages several steps to reduce wastage and increase enrolment through formal and non-formal and indigenous methods as well as encouragement of the private sector to participate in this national endeavor.

5.2 Education Policies 1947-82

In 1947, only a few months after independence an all Pakistan Education conference was convened. This conference recommended that free and compulsory education should be introduced for a period of five years, and it should gradually be raised to eight years. The Commission on National Education (1959) recommended compulsory education for all children between five and ten years of age. However, the New Education Policy (1970) fixed 1980 as target date for achieving universal primary education. The National Education Policy (1972-80) aimed at free and universal education till class X to be achieved in two phases. Education till class VIII was made free from 1972. The free education was extended to class IX and X in 1974. The National Education Policy (1979) phased the target dates 1987 for boys and 1992 for girls.

5.3 Education Policies in the 1990s.

During the current decade, two education policies were announced: (i) the Education Policy of 1992, and (ii) the Education Policy (1998-2010). In addition to these policies, the Social Action Program (SAP) also laid great emphasis on primary education.

The Education Policy (1992) focused on: (i) achieving universal primary education, eliminating drop-out rates, and fulfilling the basic learning needs by the year 2002, (ii) stressing women's education, (iii) raising the quality of public instruction through an extensive in-service teachers' training program, (iv) diversification of vocational streams, along with expansion of graduate and postgraduate level courses, (v) reforming of examination system, (vi) introducing computer education at school level, and (vi) encouraging the participation of private sector in education.

The main features of the new Education Policy (1998-2010) include:

- Quality of elementary education shall be improved.
- Access to elementary education shall be increased, through effective and optimum utilization of existing facilities and services, as well as provision of new facilities and services.
- Character building, oriented towards humanism, tolerance, and moral build up on Islamic lines at elementary level shall be assigned top priority.
- Teachers' competence shall be improved and the relevance of training programmes for teachers shall be ensured.
- Kachi class at primary level shall be introduced as part of the effort to improve the achievement of pupils.
- The role of the family, school, community, non-governmental organizations and media in the provision of elementary education shall be maximized.
- Disparities and imbalances of all types shall be eliminated so as to promote equity.

- High priority shall be accorded to the provision of elementary education to the out-of-school children.
- Financial resource base of elementary education shall be diversified.
- Non-formal system shall be adopted as complementary to formal system.
- A monitoring system shall be developed to obtain timely and reliable information on enrolment, retention, completion and achievement. In addition, qualitative monitoring of achievement shall be introduced.
- Management and supervision shall be improved through greater decentralization and accountability.

5.4 Physical Targets of National Education Policy (1998-2010)

In order to increase the access and improve the quality of elementary education, the following additional facilities will be provided:

Physical Targets in Elementary Education

Table-3

Facilities/Services	Benchmark 1996/97	Policy Target	9th Plan Targets (2000-2003)
New Formal Primary Schools	145,000	190,000 (+45,000)	162,000 (+17,000)
Mosque Schools	37,000	57,000 (+20,000)	40,000 (+3,000)
Double Shift in Existing Primary Schools		20,000	20,000
Non-Formal Basic Education Schools	7,117	2,50,000 (+242,823)	82,177 (+75,000)
Up-gradation of Primary Schools to Middle/Elementary Level	15,000	60,000 (+45,000)	30,000 (+15,000)
Recruitment of Additional Teachers for Primary Schools	339,500	527,000 (+187,500)	382,200 (+42,700)

Source: National Education Policy (1998-2010 P.29)

More than half a dozen Education Policies have been designed since the inception of Pakistan. The targets fixed by the policies make an interesting study because of shifting target dates to longer periods. More-over no consistent strategies were adopted to achieve the U.P.E. National Education Commission (1959) changed the strategy by emphasizing compulsory religious education. The New Education Policy (1970) shifted the strategy towards the attraction of the schools so that dropout rate could be reduced.

Detail is given in the table 4 about the target dates with strategies.

Policy Targets and Strategies Summary

Table-4

Policy	Targets	Strategies
1947 Pakistan Education Conference	Free and Compulsory Education	<ul style="list-style-type: none"> • Free and Compulsory • Levying a special Tax to finance primary education.
	UPE within two decades by 1967	<ul style="list-style-type: none"> • Primary School Age Group between 6-11 years. • Encourage private sector to open primary schools.
1959 National Education Commission	UPE within a period of 15 years by 1974.	<ul style="list-style-type: none"> • Compulsory and universal primary education • Compulsory religious education. • Female teachers for primary education. • Resource mobilization for additional funds.
1970 The New Education Policy	Universal Enrolment upto class V by 1980	<ul style="list-style-type: none"> • Attractive schools to eliminate drop out • Rapid expansion • Emphasis on female enrolment. • Female teachers for primary education
1972 The Education Policy	UPE for boys by 1979, for girls by 1984	<ul style="list-style-type: none"> • Free primary education • Priority to rural areas • Emphasis on female enrolment • Standardized low cost school buildings
1979 National Education Policy	UPE for boys by 1986-87 for girls by 1992	<ul style="list-style-type: none"> • Rapid expansion of female education with opening of mosque and Mohalla schools. Efforts to reduce drop-outs
1992-2002 National Education Policy	UPE through community participation, 100 % participation by 2002, Restructuring the existing Education System	<ul style="list-style-type: none"> • Training and recruiting new primary teachers • Active participation of community for UPE • Special programme to retain female students • Provision of Special Federal Fund for Primary Schools
1998-2010 National Education Policy	Enhancing participation rate from 71% to 90% by 2003 and 105% by 2010. Reduction of disparities by 2010 Opening of 45000 New Formal Primary Schools.	<ul style="list-style-type: none"> • Revision of service structure of teachers. • Uniform curricula for public and private schools. • Political will for objective achievement and resource mobilization of Primary schools. • Free and compulsory primary education. Act shall be enacted and enforced in phased manner. • Revision of the examination and assessment system.

5.5 Education Sector Reforms (ESR)

Education Sector Reforms (ESR) program was built on the long term perspective of National Education Policy (1998-2010) and ten year perspective development plan 2001-2011.ESR is the comprehensive sector wise program to address the issues of low educational attainment, lack of access to schooling, and educational inequities by gender and location.

a) Education Sector Reforms Objectives

- Universalization of primary education and adult literacy.
- Strengthening the quality of education through better teachers, upgraded training options, curriculum & textbook reforms, and competency based examination system.

b) Education Sector Reforms targets for Basic Education during 2001-2005 are:

<u>SUB-SECTOR</u>	<u>BENCH MARK 2001</u>	<u>TARGET 2005</u>
Literacy	from 49 % to	60 %
Gross Primary Enrolment	from 83 % to	100 %
Net Primary Enrolment	from 66 % to	76 %
Middle School Enrolment	from 47.5 % to	55 %

5.6 Primary Education EFA Goals.

- i) Ensuring that by 2015 all children with special emphasis on girls and children in difficult circumstances have access to and complete free and compulsory primary education of good quality;
- ii) Eliminating gender disparities in primary and secondary education by 2015 and achieving gender equal access to and achievement in basic education of good quality; and
- iii) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and

measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

5.7 Review of Targets and Achievements of Five-Year Development Plans

The first five-year development plan was developed in 1955-60. Since then we have implemented eight development plans and 9th is under implementation. In these development plans, primary education has been given proper weight. More financial resources have been allocated in subsequent plan, as compared to previous ones for the development of Primary Education.

Several plan documents proposed target dates to achieve universalization of primary education. However, these dates were politically motivated and unrealistic. In every plan the shifting of dates indicated the non-seriousness of government commitment, which is also manifested from financial allocations.

Universalization of Primary Education Target Dates (Plan-Wise)

Table-5

Plan	Target date
First Plan (1955-60)	1975
Second Plan (1960-65)	1975
Third Plan (1965-70)	1980
Non-Plan (1970-78)	1979 (Boys) 1984 (Girls)
Fifth Plan (1978-83)	1987
Sixth Plan (1983-88)	1988 (Boys) 1992 (Girls)
Seventh Plan (1988-93)	1993
Eighth Plan (1993-98)	1998

Source: Development Five-Year Plans (1955- 1998)

Plan-Wise financial allocation details are given in the following table.

Plan-Wise Financial Situation of Primary Education

Table-6

Plans	Education Budget (Rs. Million)	Allocation to Primary Education (Rs. Million)	Percentage Share	Inter-Plan increase (%)
First Plan 1955-60	304.93	51.4	16.85	---
Second Plan 1960-65	490.0	78.0	15.92	60.7
Third Plan 1965-70	1086.6	67.51	6.21	121.7
Non-Plan 1970-78	2998.14	473.93	15.81	175.9
Fifth Plan 1978-83	10698.0	3049.7	28.51	256.8
Sixth Plan 1983-88	18830.0	7000.0	37.17	76.0
Seventh Plan 1988-93	22684.78	10128.0	44.64	20.5
Eighth Plan 1993-98	69031.70	32669.0	47.32	204.3
Ninth Plan 1998-2003	120020.0	69860.0	57.80	73.8

Source: Five Years Development Plans

This table-6 shows that percentage of financial allocation has been increased gradually. The share of Primary education in the first plan was 16.85% which was reduced in the second and third plans upto 6.21%. However, the successive plans had substantial share. The fifth plan allocated 28.51% of the total budget whereas this had been increased upto 37.17% in the sixth plan. The seventh plan increased from 37.17% to 44.64% whereas eighth plan allocation was 47.32% of the total budget.

However, this financial allocation did not bring desired results because merely allocation in the plans cannot achieve the target unless actual expenditure is made. Plan-Wise actual expenditure is shown in the table 7.

Plan-Wise Allocation, Expenditure on Primary Education (1955-2003)

Table -7

Plan	Allocation for primary education (in millions) rupees	Actual expenditure on primary education (in million) rupees	Expenditure in (percentages)
1955-60	51.4	21.2	41.0
1960-65	78.0	19.0	24.0
1965-70	67.5	25.0	37.0
1970-78	473.93	444.0	94.0
1978-83	3049.7	1413.1	46.3
1983-88	7000.0	3533.0	50.5
1988-93	10128.0	6399.2	63.0
1993-98	32669.0	23340.4	71.4
1998-2003	69860.0	-	-

*Source: 1. Agenda for Educational Development 1988-93.
2. Seventh Five Years Plan (1988/89-1992/93).
3. Education: Past, Present and Future*

Plan-Wise Participation Rates at Primary Level Of Education**Table-8**

Five years Plans	Bench Mark	Target	Achievement
First Plan 1955-60	52	58	36
Second Plan 1960-65	36	56	45
Third Plan 1965-70	45	70	46
Non Plan 1970-78	46	65	54
Fifth Plan 1978-83	54	68	48
Sixth Plan 1983-88	48	75	64
Seventh Plan 1988-93	64	79.7	68.9
Eighth Plan 1993-98	68.9	87.7	72.4
Ninth Plan 1998-2003	72.4	90	-

Source: 1. Primary Education Improvement Desired Measures

National Education Council August 1986

2. Five Years Development Plans

3. Policies and Plans Review, 1947-1998

Chapter # 6

**DEVELOPMENT
PROJECTS**

6. Review of Primary Education Development Projects

Efforts are being made to eradicate illiteracy and promote primary education in all provinces of Pakistan, including AJK, in collaboration with the Provincial Education Departments and foreign donor agencies. A number of development projects in the area of primary education are being implemented with the assistance of the World Bank, Asian Development Bank, OPEC, EEC, USAID, UNDP, UNESCO, UNICEF, JICA, NORAD, GTZ and other donor agencies.

An overview of the major Primary Education Development Projects implemented during the 1990's are as follows:

6.1 Primary Education Project

For qualitative improvement and quantitative expansion of primary education in the province of Punjab, the Third Primary Education Project was launched, costing US\$252.35 million. The cost included a loan of US\$145. Million from the World Bank and a grant of US\$ 17.5 Million from the EEC. Under this project, 8993 Primary Schools were constructed and made functional in Punjab. New text books based on an integrated curricula were developed and introduced in Punjab.

6.2 Girls Primary Education Development Project I and II

With the financial assistance of the Asian Development Bank, a project costing Rs. 1762.95 Million was completed in 1996 in four Provinces. Under this project, 880 Community Model Schools were established and made functional in rural areas by providing all required educational inputs. The second phase of the project has been in progress since January 1998, and the total cost of the project is US\$.78 million (ADB US.\$ 45 million, OPEC 16 million, GOP 17 Million). The project aims at establishing 900 Community Model Schools, 173 Teacher Resource Centers and Quality Improvement Cells.

6.3 Primary Education Development and Expansion Project in AJK.

A Primary Education Development and Expansion Project was launched in AJK with the assistance of OPEC fund; Rs.108.9 million. The amount was utilized for construction of 255 primary schools.

6.4 NWFP Basic Education Project

With a view to improve the literacy rate and the quality of elementary level education, the Primary Education NWFP Project, costing Rs. 13510 million, has been in operation since 1994-95. It has been co-financed by several donor agencies. Of the total cost, 27 per cent will be provided by the donors, while the remaining 73 per cent is being provided by the NWFP Government. Construction work of 3181 schools was completed and 1100 new teachers were appointed during the first two years of this project. Moreover, procurement of instructional material worth Rs.72 million is underway.

6.5 Sindh Primary Education Development Project

The Sindh Primary Education Development Project has been revised to accommodate some changes in the scope and cost of the project. It was started in September 1990 with a cost of Rs.4284.3 million. 3748 two-room primary schools (of the target 5250) were constructed by 1996. Similarly, 170 five-room primary schools (of the target 475) were established. Moreover, 1864 additional class-rooms were added to existing buildings, 5299 teachers were trained and 655 girls were provided with scholarships by 1996.

6.6 Balochistan Primary Education Development Programme

The Balochistan Primary Education Development Programme (1993-98) was launched with the financial assistance and collaboration of World Bank. The programme included inputs such as:

- Construction of 3000 new girls schools and 2000 boys schools;
- Repair of 2800 schools;
- Mobile and Teacher Training programs; and
- Instructional materials for 1000 schools.

6.7 Social Action Program (SAP)

During the 1980s, Pakistan had the fifth fastest growing economy in the world. However, in terms of human development, the country ranked 120th on the human development index. Three major reasons identified for the slow-moving indicators included:

- (i) Resources allocated to social sectors were too low;
- (ii) Rapidly growing population, and
- (iii) Serious implementation constraints, on the efficient and productive use of resources, that were made available to the social sectors.

As response to this grave imbalance, the government developed a Social Action Program (SAP) in 1992/93, which addressed the needs of primary education (especially female education), primary health, population welfare, and rural water supply and sanitation. The first phase of SAP (1992-96), launched at a total cost of US\$ 7.7 billion, intended to improve the coverage, quality and effectiveness of service delivery in these sectors. Actively supported by the donor community, SAP was developed and implemented at the provincial level.

The overall SAP strategy comprised four critical elements:

- **Improving implementation:** by addressing the issues related to poor planning and budgeting, institutional constraints such as bureaucratic delays in release of budgeted funds, lack of trained staff, staff absenteeism, and lack of input supplies, etc. so that social service delivery can be improved.
- **Improving program design:** by shifting focus to basic services rather than higher-level services, and targeting poor women and girls especially in far flung rural areas, and by improving service quality to improve the access to social services
- **Increasing level of effort:** by increasing government expenditure on basic social services.
- **Education Component of SAP:** Education is the most important component of SAP, enjoying the highest share of resources allocated. SAP places great emphasis on primary schooling, particularly with reference to increasing enrolment, and improving the quality of education imparted, with special emphasis on female and rural areas.

In education, SAP followed a demand driven strategy that aimed at:

- Improving the efficiency with which public education services are provided
- Increasing access to schools and
- Improving the quality of schooling provided.

A range of measures designed to achieve these objectives included:

- Decentralization of management systems
- Up-gradation and implementation of planning, budgeting and monitoring systems
- Upward adjustment of teacher staffing levels, with freeze on primary teacher recruitment lifted.
- Control through supervision on absenteeism, high transfer rates, and poor teacher performance.
- Significant increase in budgets, and spending on books and other teaching materials.
- Increased access to schooling through school construction, school extension and classroom renovation.
- Promotion of greater community involvement in school management

Reviews suggest that SAP-1 as had a positive impact on the provision of quality education in rural areas. There has been a quantitative shift in awareness about the importance of education, as women and girls have been primary beneficiaries of the improved education system. However, little progress appears to have been made in institutional reforms. Also, SAP implementation remained poorly coordinated. Procurement procedures overlapped, attempts at promoting community participation were weak, and monitoring and evaluation systems remained under-developed.

The second phase of SAP (1997-2001/2), costing over US \$ 10 billion, has been evolved to consolidate the outcomes of the first phase with the following cross-sectoral objectives to improve quality, efficiency, sustainability and governance:

- Continue increasing the non-salary portion of the recurrent budget, to ensure adequate provision of quality inputs
- Improve governance through merit-based staff recruitment; facilitate site selection and employment incentives, and measures to reduce absenteeism among staff.

- Strengthen government systems of service delivery through improved planning, management, monitoring and implementation, including financing non-government provision of services, and
- Increase community and beneficiary participation.

Under SAP-II, the scope of some areas has been widened, with extended education to include middle-level schooling, health expanded to incorporate tehsil-level facilities (tehsil hospitals), and peri-urban areas covered under water supply and sanitation. The important role of non-formal education (NFE), as a means of improving literacy and educational levels has also been recognized.

6.8 On-Going Projects and Reforms

The development programmes and projects in primary education already initiated/being implemented are as follows:

- i) Education Sector Reforms (ESR): Main thrust of ESR is on:
 - Comprehensive Literacy and Poverty Reduction Programme
 - Rehabilitate/up-grade physical facilities in existing primary schools.
 - Improve quality of Education through Teacher Education and Training.
 - Enactment and enforcement of Compulsory Primary Education Ordinance.
- ii) Social Action Programme: Main focus of SAP was on Basic Education in the following areas:
 - Access (special focus on female education)
 - Quality (School Effectiveness)
 - Gender Equality and Equity
 - Community participation
- iii) Primary Education Development Projects (donor assisted):
 - Girls Primary Education Project
 - Sindh Primary Education Project
 - NWFP Primary Education Project
 - Balochistan Primary Education Project
 - Women Empowerment and literacy Project

- Northern Areas Education Project
 - Universalization of Primary Education in selected districts of Pakistan (UNICEF sponsored) Project.
- iv) Learning Achievement: quality education (UNESCO sponsored) Project:
- Linkage of ESR/EFA to the National Poverty Reduction Strategy Programme:
- v) (PRSP): Education related interventions/strategies included:
- KHUSHAL Pakistan – Public works programme for school rehabilitation
 - TAWANA Pakistan – School nutrition programme.
 - Education Stipends – all levels for deserving students.
 - Debt SWAPS for education
- vi) Institutional Reforms: Public/Private Partnership and community Participation Programmes through:
- Restructuring and Strengthening of Education Foundation.
 - Establishment of village Education/School Management committee and School Councils (making them legal entities).
 - Devolution Plan for District based planning, management and monitoring.
- vi) Establishment of 10,000 Non-Formal Basic Education Schools
- “Establishment of 10000 Non-formal basic Education Schools Project”, formulated by the Prime Minister’s Literacy Commission in 1995, at a total cost of Rs. 1263,375 million. The project was to be implemented within a period of five years.
 - The project was based on the idea of home school to be run through NGOs and CBOs.
 - In April 1996, 7,117 NFBE schools were opened throughout Pakistan.
 - The project received a major setback, because the teachers could not get salaries in time, nor did the students receive books and learning materials.

The Education Policy (1998-2010) recommended expanding the programme to a larger scale, by opening 75,000 NFBCE Community Schools during the next three years.

6.9 Salient features of the Project:

- Non-formal Basic Education Schools are established in those areas/villages or hamlets where government primary schools are non-existent, or where separate schools for girls are not available, or where girls' participation rate at primary level is low, or where female illiteracy is pronounced, or where drop out rate is higher.
- Non-formal Basic Education Schools offer learning opportunities to out-of-school children of age 5-9 (and miss-outs/drop-outs between the age of 6 to 14 years).
- An educated person, preferably a trained PTC to be contracted for the task against a fixed emolument of Rs. 1,000/- per month. Teaching aids like black boards, charts, mats etc. for students are provided by the Government. Learning materials in the form of books, notebooks, pencils, slates etc. are supplied to learners free of cost.
- Fresh entrants, or children of age 5-9 complete the primary level course during 3-4 years, depending upon their learning pace and efficiency of the teacher.
- Preference has been given to the establishment of schools for females.
- Final examinations are conducted by Examination Teams headed by authorized representatives from District Education Offices. Graduates of Non-Formal Basic Education Schools are eligible for admission in 6th Class in formal schools.

Schools function at places provided by the community free of charge. These may include public places, mosques, community centers, buildings donated by philanthropists, or residence of teachers.

Chapter # 7

***FINANCIAL
REQUIREMENT***

7. Future Requirements of Primary Education - Estimated Figures

Based on the EFA goals of universal free and compulsory primary education of good quality, the study estimates the total cost requirement of achieving these goals by 2015/16. The total cost on primary education to be incurred by the public sector is estimated to be around Rs. 955,571 million, with Rs. 582,300 million projected to maintain the present participation rate and Rs. 373,271 million to finance the additional students for the achievement of the EFA goal related to universal primary education.

Following are the cost estimates of providing universal primary education by 2015/16 to all girls and boys in Pakistan.

For urban areas, the total cost of achieving universal primary education is Rs. 48,579 million for boys (with almost 40% on development heads) and Rs. 51,923 million (with 44% on development heads) for girls.

7.1 Total Cost of Achieving Universal Primary Education in Urban Areas in Pakistan

Table-9

(In million)

	Boys			Girls		
	2003-06	2006-11	2011-16	2003-06	2006-11	2011-16
Punjab						
Development	3702	1297	2590	3136	1058	4537
Recurrent	1337	4163	5905	1,126	3,444	5,679
Total	5039	5460	8495	4262	4502	10216
Sindh						
Development	3644	2012	465	3607	1929	3002
Recurrent	1,327	4,699	6,352	1,332	4,702	7,219
Total	4971	6711	6817	4939	6631	10221
NWFP						
Development	513	940	1237	394	794	1558
Recurrent	173	905	1,878	128	717	1,708
Total	686	1845	3115	522	1511	3266
Balochistan						
Development	253	829	902	258	714	1328
Recurrent	81	587	1,346	85	556	1,413
Total	334	1416	2248	343	1270	2741
Pakistan*						
Development	8265	5330	5408	7580	4694	10686
Recurrent	2,974	10,631	15,971	2738	9694	16531
Total	11239	15961	21379	10310	14388	27217

* Estimates for Pakistan include estimates for FATA and ICT.

Source: Financing of Education in Pakistan, UNESCO 2003, Islamabad.

For rural areas, the cost of achieving primary education for boys is Rs. 139,881 million (with Rs. 43,690 million i.e., almost 30% as development costs) and Rs. 132,887 million (with Rs. 52,153 million i.e., 40% in development costs) for girls table-10.

7.2 Total Cost of achieving Universal Primary Education in Rural Areas in Pakistan

Table-10

(In Million)

	BOYS			GIRLS		
	2003-06	2006-11	2011-16	2003-06	2006-11	2011-16
Punjab						
Development	11750	6488	1197	7995	3803	6281
Recurrent	4944	17846	24050	3349	11490	17180
Total	1694	24334	25247	11344	15294	23461
Sindh						
Development	3856	3077	284	3165	2266	2267
Recurrent	1633	6557	9164	1339	5343	8247
Total	5489	9634	9448	4504	7609	10514
NWFP						
Development	3275	5235	833	2996	4319	7420
Recurrent	1325	6528	10372	1333	6002	12058
Total	4600	11765	11205	4218	10321	19478
Balochistan						
Development	1255	2961	636	1088	1839	3411
Recurrent	507	3008	5188	448	2354	4958
Total	1762	5969	5824	1536	1493	8369
Pakistan*						
Development	21002	19181	3507	16206	13726	22221
Recurrent	8767	35693	51731	6760	27244	46730
Total	29769	54874	55238	22966	40970	68951

* Estimates for Pakistan include estimates for FATA and ICT.

Source: Financing of Education in Pakistan, UNESCO, Islamabad 2003

For Pakistan, the total resource requirement for achieving universal primary education for both boys and girls in both urban and rural areas is Rs. 955,571 table-11.

7.3 Total Cost of Achieving Universal Primary Education in Pakistan

Table-11

(In Million)

	2003-06	2006-11	2011-16	TOTAL
Punjab				
Development	26582	12646	14604	53,832
Recurrent	10756	36942	52814	100,512
Total	37338	49588	67417	152,344
Sindh				
Development	14271	9284	6017	29,572
Recurrent	5630	21301	30982	57,912
Total	19901	30584	36999	87,484
NWFP				
Development	7178	11287	11048	29,514
Recurrent	2849	14152	26016	43,017
Total	10027	25439	37064	72,531
Balochistan				
Development	2854	6342	6276	15,472
Recurrent	1121	6505	12905	20,530
Total	3974	12846	19181	36,002
Pakistan*				
Development	53054	42931	41823	137,807
Recurrent	21239	83262	130963	235,464
Total (Additional)	74293	126192	172786	373,271
Existing Schools' Cost	103636	210283	268381	582,300
TOTAL REQUIREMENT	177929	336475	441167	955,571

* Estimates for Pakistan include estimates for FATA and ICT.

Source: Financing of Education in Pakistan, UNESCO, 2003; Islamabad

Chapter # 8

DROPOUT

8. Dropout

Presently, only half of the children who enroll in grade 1 complete primary education (grade-V). Female completion rate is less i.e. 46% as compared to male, which is 54%. Pre-mature withdrawal of children from school at any stage before the completion of primary education and retention of a child in a class for more than one year are the two major constraints in achieving EFA targets.

8.1 Enrollment & Dropouts

- The gross and net enrolment ratios at different levels of education in Pakistan have been far from satisfactory level and thus a matter of grave concerns.
- In Pakistan, the official age group for enrolment at primary level (grades I to V) is 5 to 9 years (above 5 but less than 10 years of age). The population falling in this age group was almost 20 million in the year 2004. Out of this, 13.953 million children were enrolled and remaining 6 million mostly girls, remained out of school. Out of the enrolled number of 13.95 million, 45% children dropped out at various grades (from grades I to V). Thus, the absolute number of children leaving the school before completing class V, comes to 6.279 million.
- Similarly, the official age group of children for middle level (grades VI to VIII) is 10-12 years. In Pakistan, there was a total population of 10.625 million in this group; of which 3.150 million were enrolled and the rest were out of school. Out of enrolled 3.150 million, 30% children again left the school before completing the terminal stage (grade-VIII). The absolute number of dropouts at this level comes to 0.945 million.
- The secondary school level comprises grades IX and X. The corresponding age group is 13-14 years, whose total population was 7.083 million in 2004; out of which 1.384 million were enrolled and 28% of the enrolled population (0.554 million children) dropped out before completing class X.
- The total population of students for higher secondary level (aged 15-16 years) was 7.096 million, out of which, 0.675 million children got admission in higher secondary classes

(grades XI & XII); out of them, 38% were dropped out before completing class XII. To sum up:

- The total population of the school age group for grades I to XII was 44.264 million.
 - Out of this, 19.162 million were enrolled at primary to higher secondary levels, in only public sector institutions; of which 8.03 million are believed to have been dropped out.
 - As per *Pakistan Education Statistics 2003-04*, 71.3% of the school-age population is enrolled in public sector and another 28.7% is being catered by Private institutions, which leads to the careful estimates of 7.713 million enrolment in private institutions in grades I to XII, making a total enrolment of 26.875 million children in both Public & Private sectors; and
 - Leaving a large segment of over 17 million out of school children.
- This undesirable situation calls for two-pronged strategies. On the one hand, we must create necessary space/seats for the left-out children at different levels. On the other hand, which is equally important is to arrest the high dropout of children at different levels who are once enrolled but could not complete their respective terminal grades.

8.2 Major causes of Dropout

Following are the major causes of high dropout rate which require immediate attention through future EFA planning.

- i. **Economic Factors:**
 - Low level of economic development of the country.
 - Low per capita income of the people
 - Inadequate provision of physical facilities in schools
 - Shortage of funds especially to meet the recurring expenditure.
 - Poor standards of health and nutrition.
 - Costly text-books/exercise books.

- In-adequacy of audio-visual aids.
- Poor condition of school buildings
- Poor motivational level of parents to send children to schools. In other words high opportunity cost.

ii. **Physical Factors:**

- Punitive measures adopted by the teachers and loss of self-respect.
- Non-conducive atmosphere of schools.
- Heavy load of school bags.
- Practice of forcing children to repeat classes.
- Induction of formal education from the very first day in school.
- Learning problems of children.
- Unattractive/unfamiliar environment of the school.
- Over-crowded classes.

iii. **Geographical Factors:**

- Scattered pattern of population in large parts of the country.
- Long distances of schools from homes.
- Natural calamities in the hilly areas.
- Poor communication facilities.

iv. **Administrative Factor:**

- Lack of supervision and weak administration.
- Indifferent attitude of administrative and supervisory personnel towards teaching community.
- Teacher's absenteeism.
- Undue political interference.

v. **Curriculum/Educational Environment Related Factors:**

- Curriculum not in harmony with the needs and cognitive abilities of children.
- Lack of relevance of curriculum to the needs of the community.
- Poor quality of education.

- Rigid formal system of education.
- Gender biased textbooks and curriculum.

vi. **Teacher Related Factors:**

- Shortage of teachers.
- Hesitation of female teachers to go to schools located in remote areas.
- Inadequate/improper residential facilities especially in far-flung areas compelling them to remain absent from school to attend to family problems.
- Low morale of primary school teachers and harsh treatment of pupils.
- High student-teacher ratio especially in urban schools.
- Inadequate knowledge of child psychology.

The NPA envisages to address some of the major causes and factors outlined above to minimize the dropout rate to 38% (male 35 % : female 41%) by the year 2005; 20% (both male and female) by 2010; and almost totally eliminate dropout phenomenon by 2015. However, the detailed programmes and strategies will be worked out in provincial and district plans.

As mentioned in the methodology of this report that data being used in this report was collected by AEPAM for the research study namely, "Access and Equity in Basic Education". In this study 5-point scale questionnaire was used for getting information from the respondents. The following two tables have been prepared on the basis of first three points, i.e. very important, important and less important. The responses of the parents and teachers regarding dropouts are presented in the following table-12.

8.3 Dropout Reasons- Parents: Highly Effective/ Effective/
Less Effective

Reasons offered by parents about dropout at primary level

Table-12

S. No	Reasons of leaving Primary school	Boys student			Girls student		
		Very Imp.	Imp.	Less Imp.	Very Imp.	Imp.	Less Imp.
1	Education too expensive	66	15	8	66	14	6
2	Distance from home to school	35	27	18	52	25	9
3	Repeated failures	36	27	17	33	29	18
4	Teacher's harsh Behavior	27	27	20	26	29	21
5	Help in domestic work	28	29	23	33	29	20
6	Lack of interest of parents	39	28	13	38	28	14
7	Large family size	36	26	16	34	28	16
8	Security problems	23	28	23	43	25	12
9	Availability of toilets	23	23	23	30	22	22
10	Lack of good teachers	34	25	17	33	25	18
11	Difficult syllabus	28	26	22	28	25	23
12	Beating of the student/ saza	24	25	25	23	23	28
13	Because of marriage	23	19	31	39	20	20

Source: Access and equity in basic education 2004

In case of boys the table-12 mentions that 81% of parents considered the expensiveness of education an important factor for boys to leave the school. Similarly 62% parents thought that schools were at long distances and their family size was large and that's why their boys/children had to discontinue their education. Further more, 54% parents took teachers' harsh behavior as one reason of school leaving for boys. For 59% parents, another reason of leaving school for boys was lack of good teachers. Similarly, 67% parents considered lack of interest of parents also a reason for leaving the school.

As far as syllabus is concerned, 54% parents took difficult syllabus an important reason of leaving the school. Other important reasons of leaving school were helping the parents in domestic work, security problems, physical punishment and early marriages.

In case of girls the table-12 indicates that 80% parents said that expensive education was an important reason of leaving the schools, 77% parents viewed long distance from home to school as another reason. Whereas 55% parents told teachers' harsh behavior was an important reason for leaving the school. Similarly, for 62% parents, involvement of girls in domestic work, for 66%. Parents, lack of interest of parents, for 62% parents, large family size, for 68% parents, security problems of girls, for 52% parents, non-availability of toilets, for 58% parents, lack of good teachers, for 53% parents, difficult syllabus, for 46% parents, physical punishment and for 59% parents, marriage of girls were other important reasons to leave the school.

8.4 Teachers' Views About Dropout At Primary Level

Teachers teach in the classroom. They are usually expected to have good understanding of the behaviour of the students. The views of the teachers are very important about student's leaving the school. Their responses are presented in table-13.

Teachers' reasons about dropout at primary level

Table-13

S. No	Reasons for leaving Primary school	Boys students			Girls students		
		Very Imp.	Imp.	Less Imp	Very Imp.	Imp.	Less Imp.
1	Education too Expensive	50	16	17	52	18	11
2	Lack of interest of parents	44	38	6	55	24	6
3	Large family size	15	42	23	45	25	13
4	Distance from home to school	18	22	37	40	23	19
5	Security problem of children	15	21	37	43	22	14
6	Repeated failures	21	30	24	19	28	25
7	Teachers' harsh Behaviour	24	22	27	23	25	25
8	Child not willing	25	28	22	21	27	23
9	Excessive home work	14	27	33	21	28	31
10	Availability of drinking water	21	18	32	22	21	30
11	Availability of students toilets	22	19	32	23	26	27
12	Availability of Electricity	22	18	31	23	23	27
13	Lack of good teachers	29	27	22	33	23	22
14	Difficult syllabus	23	27	25	27	23	26
15	Beating the student/ Saza	24	26	23	24	21	29
16	Because of marriage of boy	25	29	24	33	24	16

Source: Access and equity in basic education 2004

In case of boys students, it is evident from the above table-13 that 66% teachers had the opinion that expensive education was an important reason for boys to leave the school. Whereas 82% teachers took lack of interest of parents as important reason, 57% teachers

considered large family size as an important reason for boys students to leave the school. Similarly, for 53% teachers, it was unwillingness of children; for 56% teachers, it was lack of good teachers; for 54% teachers, it was marriage of boys; for 50% teachers, it was physical punishment.

Many other reasons of school leaving included distance of school, teacher's harshness, security problems, difficult syllabus, non-availability of drinking water and toilets etc.

Teachers also gave their opinion about girls' students for leaving the school. The table- illustrates that according to 70% teachers, girls students left school because of expensive education; 79% teachers took lack of interest of parents as one reason for girls to leave the school; 70% teachers considered large family size as one of the reasons. Similarly, for 65% teachers, the girls had to discontinue education because of security problem. Among many other reasons for girls to discontinue school were teachers harsh behavior, unwillingness of girls towards education, excessive home work, non-availability of drinking water and toilets, electricity; lack of good teachers, difficult syllabus and physical punishment given by teachers in the school.

1. The first part of the report deals with the general situation of the country and the position of the various branches of industry and commerce. It is a very interesting and valuable contribution to the knowledge of the country and its resources.

2. The second part of the report deals with the details of the various branches of industry and commerce. It is a very interesting and valuable contribution to the knowledge of the country and its resources.

3. The third part of the report deals with the details of the various branches of industry and commerce. It is a very interesting and valuable contribution to the knowledge of the country and its resources.

Chapter # 9

LEARNING ACHIEVEMENTS AT PRIMARY LEVEL

9. Learning Achievements And Outcomes

Learning achievements have been low in primary school education in Pakistan. According to Human Development in South Asia 1998, the basic competencies of children in a nationwide sample of 11-12 year old primary school completers, were very low, as only 35% could read with comprehension, and only 17.4% could write a letter. Quoting another study, the same source says that fewer than 10% of the representative samples were competent in basic reading and comprehension.

According to a national survey report, "Determinants of Primary Students' Achievement," which focuses on students and teachers of class V of government, and privately/NGO operated primary schools, the test results of students as well as teachers have generally been quite positive. However, in some key areas, the performance including conceptual development has been less than satisfactory. This is the pattern throughout the country, though there are variations from one province/area to another. It is point of concern that by the fifth school year, the students are unacquainted with some very basic facts about their country, and do not understand even the rudimentary concepts of the subjects taught.

9.1 Primary Students' Achievement: National Survey Results

The major findings of a survey of 365 government, 76 private, and 21 NGO/trust primary schools, comprising 9,900 students and 782 teachers, were:

- The overall average scores showed that boys were unable to answer 41%, and the girls 38% questions accurately.
- Girls performed better than boys in all provinces/areas, except in Northern Areas
- There were wide provincial/area differences in overall achievement, with the following ranking: (i) Punjab recorded the highest scores, with 70% girls and 69% boys answering correctly (ii) ICT (iii) FATA (iv) AJ&K (v) Balochistan (vi) NWFP and (vii) Northern Areas. [Sindh survey had to be dispensed with for some reasons].
- In the mathematics test, the average scores in the numerical component were 69% for boys and 66% for girls, while in the

narrative component; these were 36% for boys and 33% for girls.

- 77% students were unable to answer questions on mathematical proportions
- 57% students believed that the sun moves around the earth
- 33% students did not know the name of the country's capital
- 29% students did not know the name of the President of Pakistan

Source: (*Determinants of Primary Students' Achievement; MSU; 1995*)

Grade repetition reflects basic competency. It also implies that extra resources are used for schooling, which could be used to educate the child a grade higher instead, or educate another child not currently in the education system. According to Pakistan Integrated Household Survey results, the overall grade repetition rates are 11%, but slightly higher for rural boys (18%) and rural girls (13%).

Shah (1984) reported an average percentage score of 38 in Mathematics of grade-V students and average percentage score of 38 in science of grade IV students (Shah, 1984, pp.211). The Bridges study on "Teacher Characteristics and Students' Achievement in Mathematics and Science, reported as the average (mean) score of 11.7 for Mathematics IV, 12.4 average score for Mathematics V, average score of 13.8 for Science IV and average score of 16.3 for Science V (Warwick and Rimers, 1989, pp.3).

Rugh et al (1991) found the mean percentage score of 21 for Mathematics, and 30 for science. Rugh's study indicated a decline in achievement score for Mathematics from 35 percent in 1984 to 21 percent in 1989 (Rugh et al, 1991, pp.11).

The Harvard study (1992) on "Teacher Certification: Value Added or Money Wasted" reported that the teacher's formal education and experience had a positive effect on the achievement of students in science and Mathematics. While teacher's certification did not improve the classroom practices (Warwick and Rimers, 1992, pp.27-28).

Warwick and Rimers (1992), in another research, reported that teacher's qualification and subject knowledge had strong correlation with students' achievement. Teachers own subject knowledge and

formal education had more impact on student's performance than did their pre-service training (Warwick and Rimers, 1992).

A national survey carried out by MSU (1995) to identify "Determinants of Primary Students' Achievements, reported students' achievement of an average percentage score of 46 in Mathematics, 74 in general knowledge and 69 in comprehension. This study reported an improvement of 25 percent points during 1989-1995 in Mathematics. In addition, boys' performance was better than the girls in Mathematics by scoring three percent higher points (MSU-SAP, 1995).

Action Aid Pakistan Survey (1999) reported achievement of average percent score of 60 in Mathematics, 67 in Urdu and 71 in the general knowledge of students of public schools. It also indicated better performance of boys over girls (Education For All-The Year 2000 Assessment, Pakistan Country Report, 2000, pp.44-45).

AEPAM (2000) study entitled "Measuring Learning Achievement at Primary level in Pakistan" reported that overall average scores of students for both Science and Urdu was 72 whereas for Mathematics, it was 58 of grade V students. (Khan et al, 2000, p.14).

AEPAM (2002) study entitled "Factors Associated with Learning Achievement of Grade-V Students in Public Schools," reported that mean percentage score in Mathematics was 48, whereas for Urdu it was 60 and 65 for Science of grade V students. The same study reported that teachers' academic and professional qualification had a positive impact on students' achievement. (Khan & Shah., 2000, pp.38-44).

Farooq. (2003) Studied on "The impact of teachers' characteristics on learning achievement of students at primary level in Rawalpindi district,". The study reported that the total mean percentage score of students in Mathematics was 54 and in sciences it was 64. The study further indicated mean percentage score of 51 in Mathematics for boys and 58 for girls. The mean percentage score in science was 59 for boys and 66 for girls (Farooq, 2003, pp.3).

Haq (1998) quoted the findings of various studies on learning/achievements that indicated a very low level of students' learning/achievement. He particularly stated the low achievement of basic competencies of children in a nation wide sample of 11 to 12 year

old primary school completers. He stated that 34 percent could read with comprehension and 17 percent could write a letter. An other study reported by Haq indicated that less than 10 percent of the representative samples were competent in basic reading and comprehension (Haq, M., & Haq, K., 1998,pp.77)

Education Ability Test (Level 5) consisting of 50 items for the subject: Language, Mathematics, Science & General Information, and Reasoning was developed by National Institute of Psychology (NIP), Quad-I-Azam University, Islamabad to evaluate students' cognitive educational outcomes. The test items were constructed keeping in view the curriculum and textbooks of grade 4,5,6 and 7. The test was developed for students of grades 4,5, and 6. The mean scores for complete test for students of grades 4,5 and 6 were 24.32,27.55 and 36.17 respectively. The overall increase in the mean scores between various grades was significant. (Ansari Z.A, P.N.Tariq & M.Iftikhar, 1990 pp.7-11).

Ayub (2001) conducted a study on "measuring student's achievement in relation to parent involvement." This research indicated that parents' involvement in the educational activities of their children had a positive impact on their achievement. It also found that parents and family environment are important factors responsible for improving the achievement level of students in schools (Ayub 2001,pp.60).

AEPAM (2004) has conducted a study on Learning Achievement in grade five students in three subject i.e. Science, Mathematics and Urdu language. The average percentage scores in these three subjects are given under:-

Average Percentage Score by Region/District

Table-14

Districts	Mathematics			Urdu			Science		
	Public	Pvt.	Total	Public	Pvt.	Total	Public	Pvt.	Total
Islamabad	43	43	43	59	66	62	60	54	58
Multan	54	51	53	68	81	73	67	58	63
Attock	45	41	44	58	68	61	55	57	55
Bhakkar	59	59	59	68	76	71	66	61	64
Thatta	37	67	46	56	77	63	51	58	53
Khairpur	54	59	56	67	76	70	72	66	70
Khuzdar	29	26	28	47	58	50	48	55	51
Zhob	54	35	48	62	65	63	62	55	60
D.I.Khan	51	69	57	65	80	70	61	80	68
Kohistan	44	52	46	50	71	57	48	62	53
Khyber Agency	41	46	43	52	63	56	51	54	52
FR Kohat	59	68	62	73	80	75	66	77	70
Gilgit	43	58	48	62	77	67	62	75	67
Rawalakot	37	45	40	56	74	63	57	61	58
National	46	51	48	60	72	64	59	62	60

Source: Comparing school performance to understand which schools are doing better by assessing and comparing quality of education (2004 P-viii)

Pvt. = Private

The national mean score in Mathematics, Urdu, and Science was 48, 64 and 60 respectively. It was observed that in Mathematics the performance of the most of the students was not satisfactory. Whereas the performance in Science and Urdu was satisfactory. It is evident from the above table that the students of private schools out performed the students of public schools. A significant difference was observed between the performance of public and private schools. The result indicated that the quality of education was better in private schools as compared to public schools. Gender differences indicated that girls' performance was significantly better than boys in all subjects including Mathematics where usually the boys performed better than the girls. As far as location is concerned, urban students have performed significantly better than the rural students.

9.2 Findings Of Research Study On Quality Of Education

AEPAM (2005) has conducted a study on Learning Achievement in grade five students in three subject i.e. Science, Mathematics and Urdu language. The average percentage scores in these three subjects are given under:-

Average Percentage Score by Region/District

Table-15

Districts	Mathematics			Urdu			Science		
	Public	Pvt.	Total	Public	Pvt.	Total	Public	Pvt.	Total
Islamabad	58	64	60	72	75	73	64	65	65
Multan	61	52	58	67	57	63	59	47	55
Attock	48	51	49	56	66	60	52	57	54
Bhakkar	63	58	61	73	74	74	66	65	66
Thatta	32	36	33	41	38	40	39	37	38
Khairpur	36	44	39	41	63	49	41	54	45
Khuzdar	41	41	41	50	52	50	49	54	50
Zhob	35	69	44	55	67	58	51	66	55
D.I.Khan	49	57	52	60	76	65	58	60	59
Kohistan	32	42	36	44	52	46	38	51	42
Khyber Agency	45	51	47	55	61	57	55	56	55
FR Kohat	46	42	45	57	60	58	51	47	50
Gilgit	35	48	39	57	66	60	46	55	49
Rawalakot	41	50	45	66	56	62	59	53	57
National	45	51	47	57	62	58	52	55	53

Source: Quality of education learning achievement at primary level
Pvt. = Private

1) The national mean percentage score in Mathematics, Urdu, and Science was 47, 58 and 53 respectively at national level. Performance of most of the students in Mathematics was very poor, whereas most of the students performed slightly better in Urdu and Science than in Mathematics. The performance of private school students in most subjects was better than that of public school students. Similarly the performance of urban students in all subjects was better than rural students. It was interesting to note that the performance of rural and urban students of private sector was the same in Mathematics, whereas performance of urban students was better than that of rural students in public schools in Mathematics. Performance of urban boys

of both sectors was better than their girls counterparts. The findings of this study indicate that the performance of boys students in Mathematics was better than that of girls students, whereas performance of girls students was better than that of boys in subjects of Urdu and Science.

2) Inter-District difference shows that students of Bhakker, Islamabad and Multan, were the highest achievers in Mathematics whereas the students of Thatta, Khairpur and Gilgit were the lowest scorers. The students of Bhakkar, Islamabad and D.I.Khan got highest scores in Urdu whereas the students of Thatta and Kohistan got lowest scores. The students of Bhakkar, Islamabad and D.I. Khan got highest scores in Science whereas the students of Thatta and Kohistan got lowest scores.

9.3 Causes of Low Learning Achievement

The analysis suggests that the teachers' poor performance is the major cause of the very low standards of academic achievement. The incompetence of teachers, in turn, is related to the low level of their educational qualifications, and although the pre-service training of teachers has some bearing on the students' achievement. The in-service training has no impact on the students.

The learning achievement of students also remains low, because of some other factors such as:

- Student absenteeism results in low academic achievement.
- The gender of the teacher plays an important role in students' achievement. Students taught by females, or by both females and males, tend to score higher at a later stage.
- Students entering the school at an earlier age, perform better than those who enter at a later stage.
- Students repeating a class tend to remain under-achievers as compared to the rest of the class, and
- Literacy of parents has a positive impact on students' achievement, the impact being more pronounced in case of literate father rather than literate mother.

The following steps are essential to improve students' achievement at the primary level:

- A systematic review of the primary education system in the country is needed to evolve appropriate strategies.
- The content and approach of the teacher training programs need to be evaluated, with a view to promoting competence of the teachers.
- The overall management and learning atmosphere in government schools needs to be improved.
- The promotion of mixed schools with mixed teaching arrangements, or with female teachers, could help to advance students' achievements.
- Parent-teacher committees could be activated to orient parents about sending their children to school at the proper age.

Some remedial system should be introduced for the under-achievers, so that they may not eventually drop out of school.

Chapter # 10

**ROLE
OF
PRIVATE SECTOR**

10. ROLE OF PRIVATE SECTOR

Prior to 1972, privately managed educational institutions constituted a sizeable portion of the total education system. These institutions were administered and managed by voluntary organizations, and apart from generating their own funds through fees, attached property and donations, the institutions also received grant-in-aid from the government. Some private educational institutions earned a high reputation for the academic standards they maintained and for the quality of their public instruction.

In view of high rate in growth in population and ever expanding size of primary education sector, the government is seeking participation of private sector in making basic education accessible to all citizens of Pakistan. Population growth rate in Pakistan is higher than other developing countries and only about 50% of the existing primary age group children are presently in schools. In such a situation Government alone cannot provide all the educational facilities to its 100% population. Therefore the support of private sector is most needed to share this huge burden.

Recognizing this fact that the Government alone cannot achieve the desired objectives it was imperative to seek political involvement of the private sector in the expansion of education system. The private sector needs to be assured that the educational institutions established by them in future will not be nationalized. Unless such an assurance is forthcoming, the private enterprise is most likely to remain shy of making any further investment in education.

Private sector in education has long been a major source of perpetual division and demarcation of privilege, status and esteem, power, opportunity and expectations that go with it. In the past, private sector played a very limited role as this was meant only for the elite's children. These institutions of private sector created a class system and were responsible for the division in a society. "The existing of private schooling with all its increments of status and complementary paraphernalia of quaint uniform, traditions, language and accent is amongst the most offensive means of perpetually imposing the division among society" (Kinnóch, 1981).

Private sector can provide a variety of choices to the parents. Local community, which runs the private institutions, can always play a definite important role in increasing the literacy rate if taken into confidence. The continued contribution of healthy independent sector towards the development of tomorrow's citizen is welcomed. People want variety and freedom of choice in all areas of life. In the sphere of education, parents choose particular schools for many different reasons. The right to exercise parental choice is key component of the society (Becker, 1987).

The National Education Policy (1992) stated that participation of the private sector in education development in Pakistan has a long history. Since 1947 to 1971, the private sector's contribution expanded considerably through a variety of non-governmental organizations. In 1971, the public to private sector ratio in education system was 70:30. If this trend continued, it is estimated, this ratio could easily touch the 50:50 ratio.

10.1 National Educational Policy 1998-2010

The following policy provisions/implementation strategy in respect of involvement of private sector in education was made:

1. There shall be regulatory bodies at the national / provincial levels to regulate activities and smooth functioning of privately managed schools and institutions of higher education through proper rules and regulations.
2. A reasonable tax rebate shall be granted on the expenditure incurred on the setting-up of educational facilities by the private sector. Grants-in aid for specific purposes shall be provided to private institutions. Setting up of private technical institutions shall be encouraged.
3. Matching grants shall be provided for establishing educational institutions by the private sector in the rural areas or poor urban areas through Education Foundations.
4. Existing institutions of higher learning shall be allowed to negotiate for financial assistance with donor agencies in collaboration with the Ministry of Education.

5. Educational institutions to be set up in the private sector shall be provided (a) plots in residential schemes on reserve prices, and (b) rebate on income tax, like industry.
6. In rural areas, schools shall be established through public-private partnership schemes. The government shall not only provide free land to build the school but shall also bear a reasonable proportion of the cost of construction and management.
7. Companies, with a paid-up capital of Rs. 100 million or more, shall be required under the law to establish and run educational institutions up to secondary level with funds provided by them.
8. Liberal loan facilities shall be extended to private educational institutions by financial institutions.
9. The private sector institutions at all levels shall be allowed to collaborate with international institutions of repute for achieving common academic objectives, subject to laws to be framed in this context.
10. Schools running on non-profit basis shall be exempted from all taxes.
11. Privately managed institutions shall be bound under law to admit, free of charge, at least 10% of the talented students belonging to the low-income groups.
12. Curricula of private institutions must conform to the principles laid down in the Federal Supervision of Curricula, Textbooks and Maintenance of Standards of Education Act, 1976.
13. The fee structure shall be developed in consultation with the government.
14. Selective de-nationalization of nationalized institutions shall be initiated.

15. The law pertaining to the setting-up of degree-awarding higher educational institutions and specialized institutes shall be liberalized. The institutions so established shall be placed under the University Grants Commission (now Higher Education Commission) for monitoring the academic programs and the award of degrees (National Education Policy 1998-2010, pp. 107-112).

10.2 Public Private Partnership

Private sector involvement in education is encouraging. The Federal Bureau of Statistics survey (1999-2000) indicates that there are 36,096 private educational institutions in Pakistan. About 61 percent of the institutions are in urban areas and 39 percent in rural areas. The percentage share of private sector in enrolment is 18 percent at primary school level, 16 percent at middle school level and 14 percent at high school level.

It has been observed that most of the private schools select their own curricula and textbooks, which are not in conformity with public schools. Majority of the schools are "English Medium" which attracts the parents for sending their children to these schools. Most of the schools are overcrowded and do not have adequate physical facilities. These schools are usually charging high fees from the students. Most of the schools are unregistered. Therefore, in most cases the certificates issued by these institutions are not recognized by public schools. Majority of these institutions are functioning in the rented buildings.

The National Education Policy 1998-2010 proposed that there shall be regulatory bodies at the national and provincial levels to regulate activities and smooth functioning of privately managed schools and institutions of higher education through proper rules and regulations. A reasonable tax rebate shall be granted on the expenditure incurred on the setting up of educational facilities by the private sector. Grants-in-Aid for specific purposes shall be provided to private institutions. Setting up of private technical institutions shall be encouraged. Matching grants shall be provided for establishing educational institutions by the private sector in the rural areas or poor urban areas through Education Foundation. In rural areas, schools shall be established through public-private partnership schemes. The

government shall not only provide free land to build the school but also bear a reasonable proportion of the cost of construction and management. Liberal loan facilities shall be extended to private educational institutions by financial institutions.

Despite all shortcomings of private education mentioned above, Pakistan Integrated Household Survey indicates that enrolment rates in public schools have declined since 1995-96 particularly a large decline has been observed in rural areas. It is generally perceived by parents that quality of education in private schools is better than in public schools. Therefore, those parents who can afford prefer to send their children to private schools. This trend indicates that the public education system is unable to meet public demand for providing quality education in the country.

10.3 Objectives of ESR Program

- Increasing access to quality education at all levels
- Improved service delivery through public private partnership.

10.4 Targets of ESR Program

- Provision of incentive package for private sector
- Involvement of private sector in the management of under utilized public sector institutions
- Provision of grants and soft loans through restructured Education Foundations.
- Adopt School Program
- Community Participation Project (CPP) for school; up gradation in afternoon shifts from primary to middle/middle to secondary and higher secondary levels
- Introduction of Information Technology courses in schools/colleges through private sector under public-private partnership.
- Access to public funds – 25% utilization of funds at district level through CCB's and PTA's.

10.5 Achievements of ESR Program

- Enabling environment for private sector participation
- Private sector incentive package approved by Federal Cabinet
- 6240 schools upgraded through Public Private Partnerships in Punjab and NWFP with 60.7% girls schools having 60,000 students.
- Computer Education introduced in more than 4000 secondary schools through Public Private Partnership.
- National Education Foundation (NEF) destructed; Ordinance promulgated. Provincial Education Foundations are in the process of restructuring
- 8000 Teachers trained in IT by INTEL Corporation
- SMC's /PTAs provided legal cover through CCBs for school improvement and local governance.

10.6 Expansion of Private Sector

The following table shows clear picture of enrolment growth rate in private schools in Pakistan.

Enrolment growth rate

Table-15

Stages	Growth 2000-2002 (% age)			Growth 2002-2004 (% age)		
	Boys	Girls	Total	Boys	Girls	Total
Nursery	11	11	11	15	11	13
Primary	17	11	14	15	10	13
Middle	14	12	13	12	13	12
High	14	18	15	22	9	18
Higher secondary	8	26	13	20	25	21
Total	16	12	14	15	11	13

Source: National Sample Survey of private school, 2004

The above table-15 indicates that enrolment growth rate at primary level was 14% in years 2000-2002 and 13% in years 2004. At middle level it was 13% in year 2000-2002 and 12% in year 2004 respectively. Enrolment growth rate at secondary level was 15% in

2000-2002, which increased up to 18% in 2004. In the same way at higher secondary level it increased from 13% in 2002 to 21% in year 2004, whereas, the overall enrolment growth was 14% in 2000-2004 and 13% in 2004 respectively.

10.7 Enrolment Growth Rate In Public Sector

Enrolment growth rate of the public sector was calculated on the basis of data provided by the NEMIS, which is presented in the following table-16.

Enrolment Growth Rate Of The Public Sector

Table-16

Stage	2001-2002	2002-2003	Growth (% age)
Primary	11,989,594	12,416,644	4
Middle	2,863,922	2,912,974	2
High	1,243,431	1,241,633	0
Higher Sec	80,686	90,584	12
Total	16,177,633	16,661,835	3

Source: National Sample Survey of private school 2004

Table indicates that overall enrolment growth rate was 3% in the public sector during 2002-2003. However at primary level it was 4% and at higher secondary level enrolment growth rate was 12%.

10.8 Quality of Education in Private Sector

Private sector is producing quality education in the country. The Academy of Educational Planning and Management conducted a learning achievement study. The focus of the study was to assess the learning achievement of grade five students studying in both public and private schools in Pakistan. For this study, 12 districts from all over the country were selected. From each district 12 primary schools (8 government and 4 private schools) were randomly selected and from each school 20 students studying in 5th class were also randomly picked for testing. The total sample of this study consisted of 3442 (1943 boys and 1499 girls). Standardized tests based on national curricula were designed from the textbooks published by Provincial Textbook Boards for class 1-4. The tests were developed in consultation with the Provincial Governments in Mathematics, Science and Language

(Urdu). The test for each subject consisted of 25 items. The study aimed at assessing learning achievement of grade-5 students of both public and private schools in Mathematics, Science and Language (Urdu). Comparative analysis of public and private sector in producing quality of education is given below:

Grade-wise Distribution of Composite Scores by School Type

Table-17

Grade	Public			Private			Total		
	Mean	%	Standard Deviation	Mean	%	Standard Deviation	Mean	%	Standard Deviation
A1: Excellent	84	8	4	85	15	5	85	10	4
A: Very Good	74	14	3	75	15	3	74	15	3
B: Good	64	21	3	65	26	3	65	23	3
C: Satisfactory	52	29	4	53	31	4	52	29	4
D: Poor	39	18	3	40	10	3	39	15	3
F: Fail	24	10	7	27	3	6	24	8	7
National	55	100	17	62	100	16	57	100	17

Source: Comparing school performance to understand which schools are doing better by assessing and comparing quality of education (2004 P-30)

The data in above in table-17 shows that the mean percentage composite score was 57 (57% questions correctly answered). Half of the students of both sectors got A1, A and B grades, 29% students of both sectors scored grade C, whereas 24% students achieved grade D and F. Comparing the data of the public and private sectors it was observed that the scores of 56% students of private sector fall in category A1, A and B, whereas 43% students of public sector achieved the same grades.

The comparison of the performance of both public and private sector is presented in the following table-18.

Average Percentage Composites Score by School Type

Table-18

District	Public	Private	Total	P.Value	Rank
Islamabad	54	54	54	1.000	6.5
Multan	63	63	63	0.944	3
Attock	53	55	54	0.153	6.5
Bhakker	64	65	65	0.636	2.5
Thatta	48	68	54	0.000	6.5
Khairpur	64	67	65	0.141	2.5
Khuzdar	41	46	43	0.026	8
Zhob	59	51	57	0.000	5
D.I.Khan	59	76	65	0.000	2.5
Kohistan	47	62	52	0.000	5
Khyber Agency	48	54	50	0.002	7
FR Kohat	66	75	69	0.000	1
Gilgit	56	70	61	0.000	4
Rawlakot	50	60	54	0.000	6.5
National	55	62	57	0.000	

Source: Comparing school performance to understand which schools are doing better by assessing and comparing quality of education (2004 P-31)

The scores reported in the above table-18 indicate that there was no significant difference of mean in public and private schools in districts of Islamabad, Multan, Attock, Bhakkar and Khairpur. However, significant difference was observed in districts of D. I. Khan, Kohistan, Gilgit, Thatta, Zhob, Rawalakot and FR Kohat. The students of F.R. Kohat achieved the highest average scores followed by students of D. I. Khan, Bhakkar, and Khairpur. The students of the Khuzdar remained the lowest scorers in the composite scores. A significant difference was found in the performance of public and private sector at national level.

AEPAM (2005) has conducted a study on Learning Achievement in grade five students in three subject i.e. Science, Mathematics and Urdu language. The average percentage scores in these three subjects are given under:-

Composite scores of the selected districts were compared. The comparison is presented in table-

Table-19

Average Percentage Composites Score by School Type

District	Public	Private	Total	P.Value	Rank
Islamabad	65	68	66	0.075	2
Multan	62	52	59	0.000	3
Attock	52	58	55	0.001	5
Bhakker	68	66	67	0.336	1
Thatta	37	37	37	0.794	14
Khairpur	39	54	44	0.000	12
Khuzdar	47	49	47	0.341	11
Zhob	47	67	52	0.000	8
D.I.Khan	56	64	58	0.000	4
Kohistan	38	48	41	0.000	13
Khyber Agency	51	56	53	0.061	7
FR Kohat	51	50	51	0.637	9
Gilgit	46	56	50	0.000	10
Rawlakot	55	53	54	0.228	6
National	51	56	53	0.000

Source: Quality of education learning achievement at primary level

The scores reported in table-19 indicate that there was no significant difference of mean in public and private schools in districts of Islamabad, Bhakkar, Thatta, Khuzdar, khybar agency, F.R. Kohat and Rawalakot. However, significant difference was observed in districts of Multan, Attock, Khairpur, Zhob, D. I. Khan, Kohistan, and Gilgit. The students of Bhakkar achieved the highest average scores followed by students of Islamabad and Multan. The students of the Thatta remained the lowest scorers in the composite scores. A significant difference was found in the performance of public and private sector at national level.



Chapter # 11

ACTION PLAN

11. Plan Formulation

Planning For Universal Primary education (UPE):

Goals:

- i. Ensuring that by 2015 all children with special emphasis on girls and children in difficult circumstances have access to and complete free and compulsory primary education of good quality.
- ii. Eliminating gender disparities in primary and secondary education by 2005, and achieving 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.
- iii. Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, innumeracy and essential life skills.

Phasing:

Phase-I: (5 years)	2001-02 to 2005-06
Phase-II: (5 years)	2006-07 to 2010-11
Phase-III: (5 years)	2011-12 to 2015-16

Population Projections:

In Pakistan the primary school age group (5-9 years) i.e. 5 or more than 5 years but less than 10 years, population was around 18 million in 2000, of which 9.3 million were boys and 8.6 million were girls. According to 1998 census, the male population of primary age group is more (52 %) than female population (48%). Rural population is 12.2 million (68 %) and urban population is 5.7 million (32 %).

As per population projections of National Institute of Population Studies, the total number of primary age group children may rise to 19.6 million in the year 2006 and then gradually decline to 17.5 million by 2015. due to rapid urbanization. The urban population may rise to 38% by 2015 and rural population reduce to 62% from the existing 68%.

11.1 Targets/Participation Rate

Gross participation rate at primary level (I-V) is 88%. Whereas, net participation rate is 66% (male 82%: female 50%)

The long cherished goal of universalization of primary education (UPE), both in terms of universal access/enrolment and universal retention/completion (UPC), has been planned to be achieved by the year 2015.

In case of male, UPE target will be attained by 2010 and in case of female by 2015.

Causes of Low Enrolment of Girls:

Research reveals that low female enrolments at all levels of education, and continuing large male-female differentials in literacy and participation rates, have resulted from the following root causes and failed strategies:

Root Causes

- i) Poverty, illiteracy and conservatism of the parents which generate negative attitude towards girls' education.
- ii. Low base of female education at the time of independence and the traditional preference given by parents, planners and the community leaders to the education of boys.
- iii. Inhibiting role of uneducated mothers and severe attitudinal barriers to girls' education in the rural and tribal areas.
- iv. Non-existence of a girls' primary school or availability of a school at an accessible distance.
- v. Demand for separate girls' schools.
- vi. Lack of incentives for girls to attend schools and for teachers to take up teaching duties with commitment and devotion.
- vii. Heavy population growth-rate and burden household work in large families on female children.

- viii. Large family size which usually burden head of household and hence has direct impact on children education particularly female children.

Failed Strategies

- i. Inability to provide qualified and experienced female school teachers, and neglect of basic physical facilities (boundary wall; toilet; drinking water) for female schools.
- ii. Ineffective supervisory system of schools, teachers and quality of education being imparted.
- iii. Poor and limited impact of non-governmental organizations on motivating parents and girls.
- iv. Non-involvement of community.
- v. Curriculum do not catering the societal needs.

11.2 Future Strategies/Actions

The future strategies/actions planned focus on improving primary enrolment, especially of girls' to achieve gender equality, and reducing drop out rates through provision of new schools, most of them for girls, and rehabilitation of existing ones. Assignment of teachers on the basis of empirical need and incentives to female teachers would help in improving access and performance of students, especially of girls. Curriculum revision, too, would contribute to the improvement in quality of education. Decentralized administration would facilitate area/district planning and local financial systems. Access to elementary education, particularly of girls, will also be improved through a network of non-formal Basic Education Schools (NFBES) as well as Non-Formal Middle Level Schools.

11.3 Quality Inputs

Low quality of education is one of the major problems in Pakistan's public sector education system. Therefore, in line with the Dakar Framework's "improving all aspects of quality of education and ensuring excellence is emphasized. So that recognized and measurable learning outcomes are achieved by all. Several key inputs are planned which would contribute effectively towards the improvement plans. These Plans will ensure the development of a more relevant, learner-centred curriculum, which will be supported by, and linked, with, the

development of higher quality textbooks as well as with the teacher training processes and assessment methods.

Teacher Supply, Training and Supervision:

- Revise regulations and create stronger and more transparent personnel management mechanisms to promote merit-based hiring.
- Revise, strengthen and enforce attendance and leave regulations and strict action to check teachers' absenteeism.
- Institutionalize the incentives and accountability system for teachers to improve their performance.
- Reform pre-service teacher training, and include the revision of the curricula, revamping textbooks, and instructional materials in the training programmes.
- Learner-oriented teaching, with the learner, i.e. the child, at the center of the learning process shall be focused.
- The new concepts such as active learning, development of critical thinking and creativity shall be encouraged.
- Highly interactive, learner centered teaching and training materials shall be produced and utilized.
- Many forms of teaching and learning, e.g. peer group discussion, class observation, distance education, self-study, on-site visits and multi-grade teaching shall be introduced.
- Training programmes shall consider teachers' on-ground conditions such as motivation, concern, knowledge, available time and resources, etc.
- Besides teachers, the head teachers, supervisors and critical stakeholder in the system shall also be trained.
- Concepts dealing with environmental education, health education and population education shall be integrated into the relevant subjects.
- Major effort shall be directed towards improving the delivery of the curriculum.
- Besides training and upgrading of female teachers, measures will be taken to improve their work and living conditions and provide them with better career opportunities. This would help retain them in the profession.

Information and Communication Technologies (ICTs)

- ICTs will be utilized for training of educators, teacher trainers and managerial people to promote quality EFA.
- Distance Education strategy shall be used both for access and quality EFA.
- Radio, TV, VCR, Computers, Video libraries, Cassettes, Film projector with large screen, Multi media, Well equipped mobile Vans and other Modern means and modes of information technologies shall be effectively employed and harnessed for promotion of EFA particularly adult literacy and early childhood education.

Textbooks and Instructional Materials:

- Substantial increase shall be ensured in the non-salary recurrent expenditure on provision of textbooks, basic school supplies, learning materials, etc. Provision of free textbooks to rural girls and subsidized textbooks for all children.
- Textbooks shall be revised and updated incorporating new concepts, skills and techniques.
- The Ministry of Education will continue to pay attention to eliminating gender bias in textbooks and curriculum.
- The curricula shall encourage enquiry, creativity and progressive thinking through project-oriented education. Curriculum will be revised and made relevant to the modern needs and also incorporate concepts, which will promote a culture of peace.
- Incentives shall be provided to teachers for producing new and attractive learning materials, making use of audio video and print media.

Assessment and Evaluation System:

- A system of continuous internal evaluation culminating in the annual examination shall be used to evaluate the performance of students. The certificate awarded to students shall include marks obtained in internal evaluation as well as the final examination.
- Automatic promotion upto grade-3 shall be introduced.
- National Education Assessment System (NEAS) at federal level, supported by Provincial Education Assessment Centres (PEACs), under the Education Sector Reforms are being established. It will evaluate/assess learning achievements of students at primary (class V) and Elementary (class VIII)

levels. The NEAS will provide a feedback for ensuring continuous assessment of the whole education process by improving teaching strategies, school effectiveness, curriculum design, appropriateness of textbooks and the whole delivery system.

- Examination at the end of primary education (grade -V) and elementary education (grade -VIII) shall be conducted by district body/board/authority.

School Management and Local Programmes:

- Special programmes shall be initiated for training of head teachers, school principals and learning coordinators.
- The training and job descriptions for head teachers shall specify their roles in guiding and supporting their teacher colleagues, in mobilizing community involvement in the school, and in administration, management and maintenance of the school.
- Adequate number of experienced and committed learning coordinators is needed for both the academic/professional guidance and general supervision.
- Learning coordinators shall be given training enabling them to provide guidance to teachers in new teaching techniques.
- The concept of cluster/center school has proved very effective. It shall be reintroduced and strengthened.
- Learning coordinators shall be facilitated especially by providing means to travel. Particularly, female learning coordinators face serious problem of transport which shall be resolved.
- In order to ensure community participation and effective involvement of civil society, the village education committees/school management committees/school councils already established shall be strengthened and empowered.
- A district Advisory Forum/Authority shall be established to oversee/supervise/monitor development of elementary education focusing on teacher's attendance and commitment.
- Teachers shall be recruited on contract basis and their promotions postings and transfers shall be linked with their qualifications and performance rather than ACRs.
- Administrative management of non-functional, dysfunctional and sick schools shall be given to well reputed NGOs and Education Foundation.

11.4 Resources

i. Human Resources/Manpower:

- a) At the rate of 2 teachers for each new primary school, 5 teachers for upgraded middle school and one teacher for Masjid/Maktab School, a total number of 7,800 teachers during the initial year (2001) of the plan are required. This number may increase to 11,000 by 2005. Average number of additional teachers per year required may be 11,100 against a total of 66,600 in initial six years i.e. 2001-06 of the plan.
- b) The services of one Pesh Imam are utilized for each Masjid/Maktib School. Total number of Mosque Schools to be opened from 2001-06 is estimated to be 2500. On the average 416 Pesh Imams per year would be employed in Mosque Schools who would be paid a reasonable amount as remuneration.
- c) One Instructor/teacher for each Non-formal Basic Education School (NFBES) would be employed. Total number of instructor/teachers required for NFBES may be 45,000 till the year 2006. Per year average may be 7,500 instructors.
- d) At the rate of one support staff for new primary school and 2 additional support staff for upgraded middle school, the total additional support staff needed till 2006 would be 2,350.
- e) In order to improve the monitoring and supervision of the schools additional supervisors/learning coordinators, at the rate of one supervisor for 25 schools, have been proposed in the plan.

ii. Financial Resources/Budget:

- a) Development cost for opening of new primary schools (Rs. 0.6 million per school); up gradation of primary schools to middle level (Rs. 1.0 million per unit); addition of one room along with other required facilities for mosque schools (Rs.0.2 million per mosque school); rehabilitation/school) comes out to

be Rs.30.89 billion for the initial six years of the plan.

- b) Total cost of the Primary Education Programme/Project (Recurring –Development) comes out to Rs.240 Billion.

11.5 Plan Implementation

Under the Devolution Plan, powers and functions of educational planning, management and monitoring/evaluation have been decentralized/deviled to district, tehsil and local/grass root level. Each district will prepare EFA plans, in the light of the framework and guidelines provided in the National Plan of Action for preparing provincial, district, sub-district/tehsil/taluka, and union council EFA Plans of Action. The process entails reviewing needs and priorities identified at district levels through examining: a) the school development plans prepared by SMCs/PTAs at school level, and b) the educational data available at district, tehsil, union, and local levels. The district plans will be implemented through district education and literacy departments. The EFA forum(s) will be set up to bring together the representatives of all those with a vital stake in EFA/Basic Education, particularly stakeholders at union and tehsil levels, such as parents, SMC/PTA members, learning coordinators, etc. The forums will serve as a vehicle of partnership and dialogue and a coordinating mechanism focused on the planning, analysis and monitoring of progress towards set goals. The major role of EFA forums would be resource mobilization and also oversee the plan implementation, with special focus on keeping track of the factors promoting/inhibiting progress in girls' education. Federal and Provincial governments will ensure the availability of resources and building the capacity of the districts for effective and efficient implementation of the EFA plan.

11.6 Monitoring and Evaluation of the Plan

Following agencies will be involved in monitoring and evaluation of the EFA Plan.

- District Education Department will be responsible for monitoring and evaluating Primary Education and Early Childhood Education Programmes. District Literacy

Department/Cell will be responsible for monitoring of adult literacy (general literacy), functional (vocational and skill literacy) and continuing education programmes.

- District, Provincial and National EFA forums will monitor and evaluate the EFA programmes.
- Tehsil Councils and Union Councils will monitor the EFA programmes through their education committees.
- School Management/ Village Education Committees will be strengthened and involved in monitoring and evaluation of EFA programmes.
- District unit of Provincial Education Management Information System (EMIS) will regularly collect data/information on core EFA indicators to evaluate the EFA programmes.

Chapter #12

***FACTORS
AFFECTING
ENROLMENT***

12. Preference for Sons' Education

Parents prefer to educate sons because of their future role as economic head of the family in the absence of any state policy for old people in many developing countries. Parents old age economic and social benefits are attached to the income of their sons (Schultz, 1995). The expenditures incurred in sons' education are considered an investment related to parents' better future and expenditures on daughters' education are considered as consumption (King and Hill, 1993). Parents live with sons during old age with honour and pride. When having to choose between sending a daughter or son to school, parents are forced to decide in favour of sons viewing them as providers of security in their old age (World Bank, 1989, 1991, UNICEF, 1992b).

12.1 Personal Security of Girls

Because of the threats of child abuse and the cultural significance of a daughter's chastity in the society, personal security of girls is top priority of parents. As a result families do not want to risk daughters' honour by allowing them to walk long distances to attend schools. Even in urban areas, women and girls do not travel alone, especially after sun set. Girls are withdrawn from rural primary schools if parents feel the journey to school is long and unsafe and if schools are without boundary walls, latrines and drinking water (King and Hall, 1993, Hertz et al 1991). Parents prefer single sex schools for their daughters in India, Bangladesh and Pakistan because of cultural and religious concerns. Pubescent girls are withdrawn from schools in India because of the "Social Danger" associated with male School Teachers and students.

12.2 Poverty

In Pakistan, nearly 26 million peoples live in absolute poverty, 47 million are deprived of health facilities, 33 million do not have access to safe drinking water, and 72 million live without sanitation facilities. Like many developing countries wealth and resources are unevenly distributed in Pakistan. High population growth rates are increasing the absolute number of poor people who usually do not have enough resources to meet their basic needs for food, clothing and shelter. In many poor families children contribute to family income by working in the informal economic sector. Schultz (1993) observed that

income of parents raise their aspiration about the education of their children. Even if schooling is free many parents cannot afford expenditures such as textbooks, uniform etc especially for girls.

12.3 Domestic Work

Irrespective of the socio economic status, women are responsible for domestic work which includes household services, bearing and rearing children, nursing the disabled, sick and elderly (Lockhood and Verpoor, 1990. Kelly and Elliot, 1982, UNICEF, 1992a). Many middle and lower middle class families manage to send their daughters to primary and secondary schools even if mothers are overworked or the girls help with domestic work in the evening. These social classes have the facilities of labour saving machines and better housing conditions. Young girls from poor families share domestic work with mothers, do piece work at home for different small or local industries. Because of poverty it is extremely difficult for families to spare the resources for the education of their children especially girls, even if they understand its importance (Rauf, 1970). Lower class poor families living in urban slums and rural areas experience major problems. "Domestic work" involves a tremendous amount of labour for poor women, for example making fire from wood or dung-cakes during hot, rainy and windy seasons requires a lot of patience and time.

There is no comparison between cooking on gas and wood fire especially when women have to collect the wood as well. Likewise, the time difference between washing dishes and clothes in machines or while water is flowing compared to situations where water must be fetched. It needs to be understood in real terms. Sparing girls for education at the age of seven or eight becomes difficult for the family because at this age the daughters are able to share a lot of domestic work (Singh, 1986). The solutions suggested are provision of infrastructure facilities like water and gas, sanitation, sewerage and health care, in urban slums and rural areas (Bown, 1985 and Hertz et al 1991).

12.4 Education of Parents

There is research evidence indicating a positive relationship between mothers' education and girls' participation in education (Bown, 1990, Hertz et al, 1990, Schultz, 93). In Pakistan 71% of the adult population (25 years and above) out of which 90% women

(mostly living in rural areas) had no schooling (UNESCO, 1989). In case of Pakistan this is applicable to only 10% of mothers with primary or above levels of education. Bown (1993) argued for a literate mother for girls' access to schooling. The education and income of fathers is equally important in girls' access to education in Pakistan. Usually educated fathers prefer girls' education. How much education is enough for girls, is decided on the availability of economic resources and schools in the locality.

12.5 Community

Many traditions are commonly practiced throughout Pakistan, but there are some specific to regions, localities, ethnic groups and social classes. Urban communities are less traditional as compared to rural ones.

12.6 Status of Women

The existence of universal male domination for centuries, although the extent to endorse family decisions usually affecting lives of women such as marriage, education, employment and health care bias with men. The strong social structures of patriarchy keep women at lower status compared to men in the society (Agarwal, 1988). Marriage is considered the ultimate goal of a woman and education is usually not regarded necessary for a housewife. At the age of puberty, girls movement becomes restricted. Parents escort them when they go out of the home. At the age of nine or ten girls are withdrawn from schools because of cultural significance attached to their moral security (World Bank, 1989, 1990c, 1991). Girls usually cannot assert to continue schools or demand to go to schools.

12.7 Traditional Misconception

In some rural areas, education of girls is seen as modernizing them and preparing them for formal sector employment, which is looked down upon. Women's role as mothers at home is seen as primary. So some religious education is considered enough for girls. Traditional views like education makes women and girls modern, argumentative and fashionable persist more or less everywhere (Women Division, 1985). This type of misconceptions among traditional communities exert pressure on parents not to send their daughters to school or to withdraw them before puberty. Hasan (1983)

found that some rural people consider that educated women would use their writing skills to send letters to unwanted persons. The majority of her? sample was of the view that educated women would want to stop working in the fields and fetching water.

12.8 Early Marriages

In a few traditional societies of Pakistan, parents prefer to arrange marriages of their daughters soon after puberty. Virginity at marriages is very important so parents guard their daughters' chastity and want to marry them as early as possible (King and Hill, 1993, Lockheed and Verspoor, 1990). Keeping the Hindu tradition of dowry (non Islamic), parents need money for marriages, festivities and dowry. So they do not want to spend resources on educating girls. The age of marriage differs from one region and social class to the other. Tribal communities marry their daughters at an early age but the average marriage is between 16 to 25 years.

12.9 Co-Education

In Pakistan all government educational institutions at primary, secondary and college are usually single sex, girls with female teachers and boys with male teachers. Some government primary schools are co-educational but the teachers in these schools are women. Many private primary schools are co-educational in cities and towns but have female teachers. During the period of the Seventh Five Year Plan (1988-93) 27632 Mosque schools were opened, for both girls and boys with IMAM (religious leader in Mosque) and one teacher (male) to teach lower primary (class I to III). Later on many Mosque schools ended up as boys' schools with male teachers. Parents were reluctant to send their daughters to male teachers and in many cases IMAM did not allow girls to study with boys (Anderson and Chaudhry, 1989).

12.10 School

Bowman and Anderson (1980) argued that schools, which do not meet pupil and parent expectations are not accessible. Distance from home, availability of basic facilities and teaching material, lack of supervision and non-availability of female teacher are mentioned as factors affecting schools.

12.11 Location of Schools

Location of schools is an important consideration for parents to allow daughters to attend schools. Shah (1986) mentioned that parents in rural areas are reluctant to send their daughters in schools where they have to travel long distances because of fears about their personal security (World Bank, 1989, 1990c, 1991). The likelihood of a child attending a school away from home dropped by 2.5% for every kilometer distance in Nepal and in Egypt. There were 94% boys and 70% of girls enrolled where there was a school within one kilometer but when the school distance was increased to two kilometers the percentage dropped to 90% for boys and 64% for girls (Lockheed and Verspoor, 1990). Similar trends were found in Algeria (Chamic, 1983). Because of long walks to schools, children get tired and are prone to absenteeism and this results in high dropout rates. Parents do not risk to send daughters to schools located outside the village residential area especially if they need to walk through quiet paths.

Basic facilities in rural schools of many developing countries are very poor. In 1983-84 about 27% rural primary schools and 32% girls rural schools had no buildings (government or community) in Pakistan (UNICEF, 1992). Attention to construct school buildings was paid during the Sixth and Seventh Five Year Plans (1988-1993) to reduce the number of shelter-less schools. According to Government policy for constructing schools in rural areas, no funds are provided for purchasing a piece of land for the school. The recipient community is required to contribute land and then the Government grants funds for the construction of a building.

Many factors such as latrines, boundary walls and drinking water supply impose constraints upon girls' enrolment in schools. UNICEF (1992) report mentioned that 90% schools in Pakistan had no sanitation facilities. Studies in Bangladesh found that 71% of rural schools and 53% urban schools had no latrines and parents had withdrawn their daughters from schools lacking latrines (Khan, 1993). Anderson (1988b) noted that parents feel reluctant to send their daughters to schools, which had no boundary walls. Solid and high boundary wall in girls' primary schools was a major factor to ensure privacy and free movement of female teachers and students. Many rural schools had no arrangements for the supply of drinking water. The earthen water containers break frequently, while fetching water and the

supply of containers becomes problematic. Lack of furniture for students and teachers is another severe problem in rural schools.

12.12 Teaching Materials

Lack of teaching and learning materials (black board, chalk) textbooks and exercise books present a very dismal picture of rural schools. Teachers get frustrated when they face children coming to schools without preparation. In many cases, differences in children's and teacher's mother tongue creates the problem of communication between students and teachers. Mixed attitudes of parents have been reported about the medium of instruction. The World Bank (1991) report mentioned that tribal people in India wanted their children to be educated in their mother tongue. Another report mentioned that rural people in Pakistan wanted their children to be educated in the national language (language of cities) so that their children could seek higher education or employment in big cities (Bhatti et al, 1986). In a study on dropout from primary schools in Tribal India, Singh (1994) found the difference in home and school medium languages contributed towards dropout. Parents usually suggest that medium of instruction may be national language but teachers should be able to speak local language so that they can communicate with children properly.

12.13 Supervision

Lyons (1980) mentioned the problems of transport faced by supervisors to reach the remote rural schools of different Asian countries including Pakistan. Supervisors cannot visit remote rural schools because of the transport problems. Female supervisors (DEOs, DDEOs and AEOs) can only visit schools that are close to the main roads. Rehman and Akbar (1980) indicate that supervision of girls' schools in rural areas of Pakistan is carried out rarely. Supervisors are usually authoritative and critical on overall dirty appearance of schools, low achievement among children and regularity of teachers (Warwick and Reimers, 1995). Supervisors can hardly do anything to overcome problems of schools regarding buildings, boundary walls, latrines and supply of water and furniture for children and teachers.

12.14 Female Teachers for Girls

Parents prefer female teachers for their daughters (World Bank, 1989, 1990c and 1991). It is a fact that in urban areas of

Pakistan, co-education in private primary schools is very common, but with female teachers. Girls attend boys' primary schools in a few rural localities, particularly in the lower grades, but in such cases the male teachers' are known to parents' (Anderson 1988b, Khalid, 1992). The cultural forces that create for single sex schools' in Bangladesh, India, Nepal and Pakistan, result in a demand for female teachers (UNESCO, 1964) . A report of a program that concentrated to recruit and train teachers from various regions showed that the appointment of female teachers encouraged girls to enroll and remain in schools (UNICEF, 1978).

A World Bank report (1995) criticizes that the thinking of Pakistan government and other development agencies that even if a school is provided, girls would not attend because of "cultural barriers or lack of parents' interest" in girls education. Stromquist (1990) suggests that family decisions are powerful determinants in girls' school participation and attainment rates in developing countries. Decisions on inverting in the education and training of girls and boys are influenced by the determinations of gender inequality in the society and are reflected in women's lower status. The socio-economic status of family greatly influences the chances of girls' participation in education because of limited family resources (Foster, 1987). These decisions generate barriers to girls' access to education reflected in inadequate and inappropriate educational opportunities for girls. Consequently the social set-up stays unchanged, maintaining patriarchy and women's subordination.

Women's education yields multiple benefits for individuals, families, communities and ultimately, for the nation. It is now acknowledged that the education of girls has a positive impact on social life, population growth, child mortality, incidence of illness, nutrition and sanitation.

Secondly, promotion among women requires something more than making educational places available for them. Assurance is needed that these facilities are accessible to girls and acceptable to parents and families. The need is to explore what sort of elementary schools would be acceptable to parents in traditional societies.

Lastly, the public and private patterns of investment in girls' education need to be understood. Parents are reluctant to invest in their daughters' education, partly because of poverty, and the government is

reluctant to duplicate primary schools (for girls and boys) in each locality. In any case, girls remain in a disadvantaged position. Although economic well being is a necessary condition for promoting girls' education. It is not a sufficient condition in the context of restrictive cultural norms. The important role of parents in families as decision makers regarding the education of daughters in a patriarchal society needs to be understood. At the same time it is worth noting that whatever education women have attained in Pakistan, is mostly due to the support of the educated male relatives (fathers, brothers, uncles or husbands). Taking into account the socio-cultural conditions in Pakistan, Education Planning of girls' needs to take serious attention parents and families should feel confident about the moral development and security of their daughters.

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