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2.3
INNOVATIVE METHODS AND APPROACHES
USED IN
SOCIAL DEVELOPMENT PLANNING IN PAKISTAN

by

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1 - INTRODUCTION

Immediately after independence in 1947, Pakistan was confronted with numerous problems of socio-economic development. The areas which fell into the lot of Pakistan were lagging behind other provinces of the Indian sub-continent. There was a stupendous task of rehabilitating millions of refugees who migrated to Pakistan; develop industrial base of the country to minimize its dependence on other countries in terms of manufactured products; and to develop human resources so as to increase its human capital assets. All these developmental tasks required planned efforts to reduce the waste in resources. Since the private sector was virtually non-existent, the central government had to play a dominant role in directing and controlling the use and investment of resources.

In January 1951, the government set up planning machinery to implement the Six Year Development Programme. The Planning Advisory Board was established and the Development Board replaced by a Planning Commission with 20 members. The recession which started in 1952 after the Korean boom, created many problems and necessitated a systematically planned approach for solving the economic problems of the country. With the First Five Year Plan (1955-60) a new

era of scientific approach to economic development started. It prepared the ground for rapid growth by building up infrastructure and productive potential of the economy.¹ The First Five Year Plan was followed by successive five year plans. Currently the Sixth Plan (1983-88) is under implementation and the Seventh Plan (1988-93) is on the anvil.

Since the study has been initiated under the sponsorship of UNESCO Paris, its focus is restricted only to those sectors which fall under its purview. The following terms of reference were indicated:

- a) brief description of the general methods and approaches used in formulating development plans and programmes and projects in Unesco's domains of competence (education, science and technology, culture, communication and social aspects);
- b) detailed description of any innovative methods in use or proposals and suggestions of innovative methods to incorporate different dimensions of development in integrated development plans, particularly in Unesco's areas of competence. This should include a complete and detailed description of the methodology used/suggested;

- c) suggestions regarding how to use the method or approach in developing countries in formulating development plans; and
- d) suggestions regarding areas/topics where further development of new methods and approaches are needed to improve integrated development planning.

An attempt has been made to review the planning process under various Five Year Plans followed by Plans of Social Sectors such as Education, Science & Technology, Culture, Communication (Mass Media) and Social Development (Social Welfare). Main purpose of these reviews was to identify the innovative methods and approaches used in achieving complementarity and inter-relatedness of programmes and projects initiated in the aforementioned sectors of social development.

of Education" under different plans were reviewed.

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2 - PLANNING IN PAKISTAN

The history of development Planning in Pakistan starts with the Six-Year Development Programme (1951-57) formulated under the Colombo Plan. The programme encountered serious problems in the wake of the Korean War and was given up two years before its completion term. The next fifteen years (1955-70) covered three medium term plans each spread over five years. The basic strategy during the first three plans period was generally oriented to maximization of growth in G.N.P. exports and savings. No direct attention was paid to the distributive aspect of national growth. As a result the skewness in income distribution in the country was further accentuated causing frustrations and tensions among various sections of the society. The Fourth Five Year Plan (1970-75) was designed to rectify the situation as well as to achieve the goal of improving the standard of living of the masses. Unfortunately, the Plan had to be scrapped because of secession of the former East Pakistan. During the next seven years (1971-78) development planning was undertaken on an ad-hoc annual basis. The country adopted medium term planning once again on 1st July, 1973, when the Fifth Five Year Plan (1973-83) was launched. The Plan laid stress on broadening the base of development and welfare of the common man by according due priority to each sector of economy, especially to the rural and private sectors.² It consolidated the overstretched development programmes in the public sector and in sharpening development priorities and reintroducing plan discipline. The Sixth

Five Year Plan (1983-88) has laid emphasis on a strong production base with an equally strong social conscience; rapid economic growth; and participation of the masses in the economic life of the country.

In the course of this planning process, the country had to confront several abnormal factors which impeded growth rate in certain years. Prominent among these factors are droughts, heavy floods, periods of political instability in the 1950's and in the early 1970's, two wars with India in 1965 and 1971, the secession of the Eastern Wing, oil price hike and inflationary and recessionary conditions prevailing in the World.³

During the period since 1947, when Pakistan gained independence and inherited an economy which was widely regarded as an "economic wasteland" considerable progress has been made both in terms of growth in GNP and structural change in the composition of output. Development of social services and the programmes for inducing modernization of rural life have indeed lagged behind improvements in physical output, but these concerns have moved up high on the agenda in recent years, have remained below the full potential generated by growth in the economy. High dependence on foreign concessional loans and grants, providing a push to the development effort during the sixties, has been brought down to a manageable 3 per cent of the G.N.P., without recourse to large commercial borrowing. Inflation, threatening to get out of control during the mid-seventies, has been brought down to a

single digit rate.⁴

The flow of goods and services from economic activities within the country - gross domestic product - has expanded almost five-fold in real terms; and per capita income, the most commonly used criterion of the stage of development and rate of progress, has more than doubled, from less than Rs.1,800/- at today's prices in 1950 to the level of about Rs.4,000/- in 1982-83. The average growth rate for the period 1950 to 1983 has been 5.1 per cent per annum. The per capita income growth was at about half of this rate, as a result of relentless increase in the pressure of population. Population stood at 87 million in mid 1983. This is 2½ times the level of 34 million people recorded in the 1951 census residing in the present territory of Pakistan. Population-wise, one and-a-half new Pakistan have been born and brought up to enjoy double the per capita income of every Pakistani at the beginning of our national independence.⁵

The planning chronology with special emphasis on evaluation of the various plans is briefly described in the following paragraphs:

Six-Year National Development Programme (1951-57):

A Six-Year National Development Programme was initiated in 1951 (1951-57) as a part of the cooperative effort under Colombo Plan. The main objective of the Plan was to prepare the economy for future development. During the first five years

of its implementation an amount of Rs.3,000 million was spent as compared to the overall Plan target of Rs.2,600 million. The Plan was suspended two years before it was to end because of adverse repercussions of the Korean War. The industrial production recorded a sharp increase during these five years, while agricultural production could not cope with the rising demand of the growing population. The overall growth of economy during this period therefore, was negligible.

First Five Year Plan (1955-60):

Systematic planning in the country started with the launching of the First Five Year Plan which aimed at preparing the ground for rapid growth by building up infra-structure and productive potential of the economy. The First Plan envisaged a total outlay of Rs.10,800 million of which Rs.7,500 million were in the public sector and Rs.3,300 million in the private sector. The actual development expenditure, however, amounted to Rs.10,590 million of which Rs.6,930 million were spent in the public sector and Rs.3,660 million in the private sector.⁶

The First Plan met with little success as its approval was delayed by two years. The main target of the Plan could not be realized as national income rose by only 11 percent against targets of 15 per cent. The increase in per capita income was only 1.6 per cent against the Plan projection of 7.0 per cent. Agriculture, the backbone of the economy, continued to lag behind the industrial sector. The failure in the farming sector raised

food imports while consumer manufacturing also increased the import bill.

The main setbacks which caused shortfall in its achievements included, unexpected rise in non-development expenditure, fall in foreign exchange earnings, slower arrival of foreign assistance, inadequacies of organizational set up and absence of strong administrative follow up.

In spite of the failure of the First Plan in achieving even its very modest targets, it succeeded in developing managerial and entrepreneurial skills of a fair order and country's ability to implement development programmes of increasing magnitude in future.⁷

Second Five-Year Plan (1960-65)

As a result of the experience of implementing the First Plan, necessary planning machinery was set up. The Second Plan which originally envisaged an outlay of Rs.19,000 million was revised in 1961 when the outlay was raised to Rs.23,000 million. The Plan achieved remarkable success in terms of physical and financial targets. The actual increase in national income was as high as 30 per cent against the Plan target of 24 per cent. The total development expenditure stood at Rs.27,540 million (excluding an expenditure of Rs.640 million on Rural Works Programme) against the Plan target of Rs.23,000 million. The mobilisation of domestic resources during the plan period amounted to Rs.18,800 million against the target of Rs.11,450 million.

Total exports over the Plan period were roughly Rs.13,230 million i.e. Rs.1,980 million more than projected in the Plan.

The Second Plan proved the capability of the economy to achieve an annual growth rate of about 6 per cent. The investment level rose to 18.3 per cent in 1964-65 as compared to 8.9 per cent in 1959-60. Out of the additional income generated during the Second Plan the rate of savings and reinvestment rose to 20 per cent. As a result, the domestic savings increased at a faster rate and came to 11.7 per cent in 1964-65 as compared to 8.5 per cent in 1960-61. Exports increased at the rate of 7 per cent per annum over the Plan period. Thus, by the end of June, 1965, the economy seemed poised for a self-sustained primary force behind this success.

The resounding success of the Second Plan can be attributed to an incentive push environment for investment, suitable weather conditions for agricultural crops and better co-ordination between executing agencies. But over and above these, the political stability and support to execute the Plan was the primary force behind this ⁸ success.

Third Five Year Plan (1965-70):

The Third Five Year Plan (1965-70) was formulated within the frame-work of a 20 years long term perspective plan (1965-85) and in the light of the achievements and shortfalls of the previous two plans. But the Third Plan ran into difficulties soon after it was launched. The war with India in Septemebr, 1965

resulted in diversion of domestic resources from development to defence. At the same time US aid to Pakistan was suspended. This was followed by drought in 1965-66 and floods in 1966-67 which affected the agriculture sector adversely. Because of abnormal conditions prevailing in the country, the Plan could not achieve its targets, the total development expenditure declined to Rs. 42,850 million against the Plan target of Rs. 52,000 million, indicating a short fall of 17.6 per cent in the total programme. In the public sector, the development expenditure was estimated at Rs. 21,595 million against the Plan target of Rs. 30,000 million indicating a shortfall of 28 percent. In the private sector, the total expenditure amounted to Rs. 21,255 million against the Plan target of Rs. 22,000 million showing a slight shortfall. About 53 per cent of the Plan target of the Public sector expenditure was estimated to have been financed through mobilisation of domestic resources. The total deficit financing amounted to Rs. 2,322 million during the Plan period as against the Plan projection of Rs. 1,500 million, largely due to shortfall of Rs. 3,200 million in external resources.

The Gross National Product increased by 5.8 per cent agricultural production by 4.1 per cent and export earnings by 6.5 per cent, against the respective Plan targets of 6.5, 5.0 and 9.5 per cent. A growth rate of only 7.8 per cent in value added in the manufacturing sector was realised against the plan target of 10 per cent.

As a proportion of GNP gross investment declined from 18.8 per cent in 1964-65 to 14.3 per cent in 1969-70. The marginal rate of savings over the plan period was little more than 6 per cent against the plan target of 20 per cent. Foreign exchange earnings increased at an annual compound growth rate of 6.5 per cent against the Plan target of 9.5 per cent reaching the level of Rs.4.250 million in 1969-70.⁹

Fourth Five Year Plan (1970-75)

With the background of experience and achievements made during the first 15 years of development planning and also keeping in view the socio-economic conditions, prevailing in the country, the Fourth Five-Year Plan was formulated with an ambitious size of Rs.25,000 million. The Fourth Plan laid much emphasis on establishing a just society by broadening the base of development and reducing inter and intra-regional disparities in per capita income. But the Plan could not be implemented because of the war with India in 1971 and secession of the former East Pakistan.¹⁰

Planning during 1971-78 :

During 1971-78 it was considered feasible to adhere to ad-hoc planning on annual basis instead of medium term planning. The Annual Development Programme (ADPs) and Annual Plans were the main instruments of economic planning during this period. The ad-hocism in planning which continued for several years lacked any medium term perspective and restrained the growth process in the country. The nationalisation policy during that

period made the private sector reluctant to invest. The bulk of the new investment programmes therefore, were implemented through the public sector. The public sector development expenditure thus shared up by more than five times i.e. from Rs.2,948 million in 1970-71 to Rs.16,239 million in 1976-77 (on current prices).

Due to inconsistency in economic policies and lack of initiative in the private sector for investment, the economy suffered serious set-backs during the six years period 1971-77. GNP rose at an average annual rate of only 4.2 per cent as compared to 5.8 per cent during the Third Plan and 6.0 per cent during the Second Plan. The growth rate of agriculture and industry fell to an average annual rate of 2.3 per cent and 2.8 per cent compared to 3.4 per cent and 10.0 per cent in the Second Plan Period and 4.1 per cent and 7.8 per cent during Third Plan respectively.

The new regime which took the control of the country in July, 1977 initiated a large number of measures to revive the economy. As a result, the economy recorded encouraging recovery. GDP and GNP respectively grew by 7.4 per cent and 10.4 per cent during 1977-78. The two principal commodity producing sectors i.e. agriculture and manufacturing recorded a growth rate of 2.6 per cent and 9.2 per cent respectively.¹¹

Fifth Five Year Plan

The Fifth Five Year Plan was completed in June 1982 which proved to be remarkably successful in consolidating the over-stretched development programmes in the public sector and in sharpening development priorities and re-introducing Plan discipline. Over 90 per cent of the Plan targets were achieved during a period of extraordinary external difficulties and rapidly deteriorating terms of trade, which together took away roughly \$750 million a year from the Pakistan's economy or, in other words, imposed an overall tax of 2 per cent on GNP. Despite the deepest world recession and faltering economies in the developing world during this period, policies of financial discipline and better economic management introduced during the Fifth

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Five Year Plan succeeded in:

- * maintaining a consistent GDP growth of over 6 per cent a year;
- * converting huge food deficits into a modest food surplus;
- * lowering the inflation rate from an average of 16% five years ago to around 5% in year 1982-83;
- * consolidating over-extended investment programmes and sharpening our investment priorities;
- * accelerating the development of less-developed regions, particularly Baluchistan, which witnessed an acceleration of five times in its development expenditure over this period;
- * reviving industrial growth rate to over 9% a year and liberalising some of the industrial controls and incentives;
- * electrifying more villages during the last five years than in the previous 30 years; and

- * extending social safety nets for the poorest 20% of the population, both through the introduction of the Zakat system and because of a major inflow of remittances to lower income groups.

There were two spheres, however, in which the performance was rather disappointing during the Fifth Plan period. First, total investment declined as a percentage of GNP from 16.4% in 1977-78 to 15.5% in 1982-83. Second, there was not sufficient long-term investment either in physical infrastructure or in human resource development. This has created shortages of energy, telephones, water and other infrastructure and resulted in a very low level of educational literacy and poor health facilities. During the last year of the Fifth Plan, 1982-83, a special programme was undertaken to redress some of the gaps in the social sectors: on the present assessment it can be predicted that there will be a six-fold increase in primary schools, three-fold increase in children's immunization, five-fold increase in trained midwives for villages, two and a half times increase in village electrification and a significant acceleration in rural roads and rural water supply. This special effort has created some of the basic institutional framework and the necessary momentum for a decisive acceleration in social sectors during the Sixth Plan period.¹³

Sixth Five Year Plan (1983-88)

The basic frame-work of the Sixth Five Year Plan is to help the poor emerge from their poverty by enabling them to earn or obtain the necessities of life-nutrition, housing, water & sanitation, education & health so as to increase their productivity and to establish equality of opportunity. Its major reliance is on liberation of the creative energies of the people by deregulating the existing economic controls for fuller participation of private individuals in the economic development of the country. In order to provide benefits to majority of the people the plan stresses on national income and employment policy, rapid spread of public services to rural areas to accelerate rural development.

A growth rate in gross domestic production of 6.5% a year has been planned during the plan period. The growth strategy for the sixth plan has been realized on a combination of policies including:

- a major increase in agricultural yields through more efficient use of fertilizer, water and farm technology;
- an expanding foothold in export markets for wheat and rice as well as for fruits, vegetables, flowers, poultry and meat;

- increased self-sufficiency in oilseeds;
- rapid development of steel-based engineering goods, modernization of textile industry and establishment of agro-industries for processing agricultural surpluses; and
- a balanced development of service industries, particularly public services to satisfy basic human needs.

The Sixth Plan does not depend on the favourable effects of economic growth alone. It tackles poverty directly. The main instrument is the rapid spread of public services to all sectors of society, particularly education and health which are basic ingredients for human resource development and for equal participation in economic life. It aims at a dramatic change in literacy level, access to potable water and sewerage facilities, spread of benefits of electricity and improvement in health indices. The share of public sector social development programmes has been increased from 9.9% in the Fifth plan to about 14.3% in the Sixth Plan.¹⁴

3 - INTEGRATION OF SECTORAL PLANS

Broad Objectives and Targets Setting. The initial step in plan formulation is that of determining broad objectives and targets. The Socio-economic objectives, thus, determined indicate the direction in which the economy is planned to move. The various objectives which a plan normally claims to achieve include: increase in per capita income, high level of employment, increase in national income, price stability, rapid industrialization, removal of inequalities, equilibrium in the balance of payments, removal of regional disparities, diversification of the economy, and the provision of social services (or basic needs) such as health, education, housing, water and sanitation. Not always are all these objectives consistent. Some of these may be mutually exclusive. The basic idea of planning is to achieve these objectives with an optimum degree of consistency.

The identification of broad goals and objectives in a plan is followed by the spelling out of general physical targets for the various sectors of the economy. This ultimately becomes the basis for determining the shape and size of annual plans.

Survey of Current Economic Conditions. The next step is to take stock of existing economic conditions in the context

of the plan perspective. Such a survey enables the identification of areas where more concentrated efforts are needed for the overall growth of the economy.

Strategy The setting of broad goals and objectives/ targets and the review of current economic conditions help in identifying the strategy to be adopted to ensure the successful implementation of a plan. Thus, the strategy refers to the specific method or methods to achieve the plan objectives and targets. It reveals the crucial areas, which if not properly tackled as envisaged in a plan, may lead to its failure. For instance, one of the strategies of the Five Year Plan is the need to focus on rapid development of agriculture based on an efficient utilisation of resources in terms of (a) land, manpower and water resources, of (b) expanded and more intensive use of modern inputs, and of (c) the creation of permanent institutions in this vital sector of the economy.

Determination of Plan Size Once the broad objectives targets and strategy have been identified, the next step is to fix the size of a plan so as to arrive at the total investment outlay. For this purpose, planners use the capital - output ratio or the capital co-efficient as a tool. This ratio determines the capital needed to achieve a given unit of increase in the national income. For instance, if the capital-output ratio is 4:1, it will mean that an

investment of Rs.4 will result in an additional income of Rs.1.

Financing of Plan - Public and Private Sectors - Having determined the total size of a plan, the next step is to find ways and means of financing it through the public and private sectors. In a mixed economy, the distribution of total investment between public and private sectors is indicative of the efforts needed on the part of the Government and the private enterprise to crystallise the objectives/targets envisaged in a plan. Thus, in such economic system, the instruments of planning are:

- a) Direct Public Expenditure - This refers to the expenditure incurred by the Government for development of various sectors of the economy through Annual Development Programmes.
- b) Direction of Resources - The Government determines the direction of resources in private sector through various policies and regulations in order to ensure the channelling of such resources in the direction indicated in a plan.
- c) Sources of Financing - The resources to finance a plan are of two kinds. First, there are internal resources which are generated within a country through taxes, duties, savings, borrowing etc. Secondly, there are external resources which are obtained from outside the country in the form of loans, grants, foreign assistance and foreign private investment.

Sectoral Programmes - The fixing of broad physical targets for the various sectors of the economy leads to the preparation of detailed sectoral programmes on the basis of plan priorities. With a view to evolving a sound and workable plan, a proper balance among various major parts of the plan is essential. The plan should have consistency and efficiency. There should be an equilibrium between the aggregate output targets and the available resources. In other words, physical targets must match the financial resources available.

Constitution of Working Groups - Before the finalization of the sectoral plans, the Planning Commission, on the recommendations of the concerned section looking after the programmes and projects of a particular sector (say Education, Social Welfare, Science & Technology Section) Constitutes working groups of those who have specialized in the field or have gained substantial experience. The main purpose behind the constitution of such groups is to accommodate the views of those scholars /practitioners who are working outside of the Planning Commission in the preparation of the Plan. For instance, in Education sector, working groups have been constituted on Higher, Technical/Vocational and Primary Education. Besides, there is a working group which has to come up with its recommendations for the overall sector of Education.

The groups are chaired by the scholars/practitioners/civil servants of repute designated by the Planning Commission as Chairman of the respective groups. These groups have independent meetings and have their own sub-committees on certain specified areas/subjects. All the recommendations are finalized in the Plenary sessions of the groups. These recommendations are sent to the Chairman of the Planning Commission. The Technical section concerned in the Planning Commission examines the reports of various working groups and consolidates recommendations which may either be toally/partially accepted and reflected in the draft chapter of the Sectoral Plan.

Mobilization of Resources - The success of any plan depends upon the mobilization of resources both in terms of man and material. Therefore, a plan should specifically identify as to how the required resources will be mobilized to implement the plan objectives and targets.

Plan Execution - Finally, the machinery to execute the plan at different levels needs to be spelt out. This would clearly indicate the handling of different development activities emanating from the plan by a number of organizations/agencies, mainly in the public sector.

NOTE: This Section is reproduced from the authors Monograph Guidelines for Educational Planning and Management, AEPAM, Islamabad: Feb.1987

Six-Year Development Programme of Pakistan (1951-57)

Realising the importance and necessity of the development of a national plan the Government developed a Six-Year Development Programme of Pakistan (July 1951 - June 1957). This Plan made its own programmes for opening of primary, middle, high and training schools, training colleges and university education, adult education, radio receivers and improving existing primary schools and scales of pay of the staff. It was prepared in the absence of much essential information and basic statistics. It allocated Rs.96,189,600 for Education and Training during the Plan period. The execution of this Plan, however, did not follow intended lines not to speak of recommendations of the 1947 All-Pakistan Education Conference.

The First Five-Year Plan (1955-60)

Although the Six-Year National Plan of Educational Development was over ambitious, its major recommendations and programmes were taken into consideration by the Planning Board of the Government. Keeping in view the limited resources both in the form of trained personnel and money, the Planning Board had to fix priorities. The priorities were designed to :

NOTE: This Section is Reproduced from Implementation of National Education Policies by Parveen Shahid, AEPAM, 1985.

- (i) obtain maximum results from the use of scarce resources,
- (ii) ensure as perfect an integration as possible of the educational plan with the general development plan, and
- (iii) achieve an equilibrium within the educational plan itself.

Therefore, the following priorities were selected in the field of education as recommended by the Six-Year

National Plan of Educational Development :-

- (i) To arrange for the training of teachers to bring to a minimum adequate standard the staffing of the existing universities, colleges, and schools, and to provide, at the same standard, for the staffing of such new educational facilities as may be opened during the plan period and for facilities for research in educational psychology, methods of teaching, curricula, etc.
- (ii) To arrange for technical, vocational and commercial education in order to ensure that qualified personnel will be available to meet the requirements for skilled personnel of the general development plan.
- (iii) To provide equipment, laboratories, buildings, research facilities, etc. to a minimum adequate standard for the colleges and universities, in order that suitable personnel may be available for responsible positions in all the departments of life where the demands are continuously increasing with the increasing tempo of development.

- (iv) To bring existing schools to a minimum adequate standard in the matter of equipment and buildings, and to open new schools in areas which are relatively backward.

For the achievements of the set targets, the First Five-Year Plan emphasized two aspects. Firstly, filling up the gaps, i.e. provision was made for improvements in instructions in science and technical subjects, sufficient arrangements for girls' education, and equal distribution of schools in rural areas. Further, it emphasized training of teachers and educational research and suggested ways to overcome barriers to educational progress as reflected in faulty school, college and university organization and out-moded examination system. Secondly, the improvement of the education system, and multiplication of institutions where necessary as in the case of teacher training institutions and polytechnics only. Above all, it urged improvement of university research and revision of the curricula of secondary and primary schools. Emphasis was more on quality rather than quantity, for in the long run, the effectiveness and vigour of education will depend mostly on its quality and high standards in schools, colleges and universities. In order to achieve various targets set during the plan period, a sum of Rs.580.70 million was allocated for the Education Sector of the Plan. The total financial outlay for this Plan period was Rs.232.0 million.

The evaluation of the First Five-Year Plan which was carried out by the Planning Board indicated that there was increase in number of institutions and enrolment in primary and secondary schools but the quality of education imparted in these institutions left much to be desired. In teacher training, there was a shortfall especially for primary education. The reasons being a number of small training centres were closed and there was lack of willingness of potential candidates to take up a poorly paid profession (the salary of primary school teacher was Rs.35/- per month). Technical education registered a marked progress in the Centre (including Karachi which was at that time financed and controlled by the Central Government) and East Pakistan but there was a nominal progress in West Pakistan. The college and university education throughout the country indicated quite a satisfactory progress. Very little grant for scholarships was utilized. However, progress was satisfactory as regards support to learned bodies, literary and cultural activities and scientific research organizations.

On the whole, the performance of the Plan was not satisfactory. There were many reasons for the inadequate performance, such as:

- (i) inclusion of a few non-plan schemes of low priority in the development programme,

- (ii) modifications brought about in the order of priorities and programmes because of political instability.
- (iii) late publication of the Plan and formal approval of the plan which was accorded as late as 1957,
- (iv) delay in the issue of administrative, financial and technical sanctions,
- (v) inadequate provision of funds in the Annual Development Programmes,
- (vi) shortage of material, equipment and technical personnel and know-how,
- (vii) lack of concrete measures essential for implementation of the recommendations.

The Second Five-Year Plan (1960-65):

The Second Five-Year Plan was developed by the Planning Commission. The recommendations of the Commission on National Education which were considered during the formulation of this Plan are as follows :-

- (i) Compulsory schooling for the age-group 6-11 should be provided within a period of 10 years, and within another five years for the age-group 11-14.
- (ii) Encouragement should be given to development of secondary schools of the residential type.
- (iii) The curriculum at the secondary stage should provide a compulsory core of subjects as well as a few elective subjects in the fields of technical, agricultural and commercial studies to prepare the students for a vocational career in accordance with their interest and aptitudes.

- (iv) The intermediate classes should be transferred from the jurisdiction of the universities to the boards of secondary education.
- (v) The course of study for the bachelor's degree in arts, science and commerce should be extended from two to three years; in engineering colleges the duration of the degree course should be four years.
- (vi) Technical Institutions should be established to produce personnel of the supervisory cadre in a variety of subjects, and commercial institutes offering professional courses should be established.
- (vii) A comprehensive scholarships programme should be instituted beyond the stage of primary education, scholarships being awarded to the best student on the completion of primary and secondary education and at the college and university levels. The scholarships programme should be used to channel able students into those fields of study where the need for trained personnel is greatest.
- (viii) The development of a literate population must be the immediate primary objective of adult education.
- (ix) In the future expansion of education, facilities provided for girls should be made adequate.

This Plan was implemented quite satisfactorily. The physical targets in most of the cases were either achieved or exceeded. Much effort was made in respect of qualitative improvement of education across the levels. The courses of studies were revised for about all stages. Due to lack of funds, however, appropriate number of school teachers could

not be trained. Likewise, no significant change in the proportion of female enrolment at primary level could be achieved. Diversified courses were introduced, as recommended by the National Commission at middle secondary stages. At higher secondary stage, teaching of science subjects were given much emphasis. In fact, the whole educational set up was changed significantly, and there was a great demand for scientific and technical subjects. Same was the case with higher education. At this level, much of the required physical facilities were provided to the institutions of higher education and a number of new colleges were opened and three universities were provided with new buildings.

However, there were some short-comings on developmental side, which were due to shortage of building material and provision of recurring expenditure, and shortage of teaching staff especially in technical fields. The total of proposed development and recurring expenditure during the Plan period was Rs.1323 million. The financial outlay for this plan was Rs.463 million.

The Third Five-Year Plan (1965-70)

The Third Five-Year Plan was developed in 1965 and approved by the National Economic Council in December 1966. This Plan further emphasized the concept of education as

vital national investment and major determinant of the nation's economic growth which underlie the recommendations of the Commission on National Education and the Second Five-Year Plan. With this emphasis, the programmes of this Plan had the following basic and inter-related objectives of educational planning in view :-

- (i) to provide an educational system which would facilitate transition into an area of science and technology, promote political, social and economic development and bring the country's spiritual and cultural heritage into harmony with the contemporary world;
- (ii) to provide the youth of the country with conditions conducive to the full-fledged development of their individual capacities and character;
- (iii) to raise the quality of education at all levels so that it may properly fulfill its nation building tasks.

These objectives of the Plan directed its strategy for a well balanced and integrated development at all levels of education. The following were the specific objectives of the plan :-

- (i) Quality of education at all levels;
- (ii) Widening the base of primary education;
- (iii) Increasing the facilities for technical and vocational education;
- (iv) Expanded programmes of training for teachers;

- (v) Vigorous efforts for introduction of diversified courses at the secondary stage;
- (vi) Research and inductive surveys for solution of educational problems and issues;
- (vii) Expanded teaching of science and technology at college and university levels;
- (viii) Development of an effective system of educational and occupational guidance; and
- (ix) Massive programme of merit scholarships.

Originally the Plan allocation for Education and Training was Rs.2730 million but was reduced like other sectors to Rs.2374 million. The total financial outlay for this plan was Rs.563 million. In the revised programme, significant changes were made and priority was given to improving quality of higher education, teaching of scientific subjects at secondary, college and university levels and provision of hostels and recreational facilities at schools and colleges. These changes were commensurate with the recommendations of the Commission on Students Problem and Welfare. The largest reduction was made in the sub-sector of Primary Education. However, the physical targets remained the same on the assurance of the Provinces that arrangements can be made by policies like double shifts, community support, private enterprises and request to industrial concerns to provide facilities for schooling of their employees' children.

As far as implementation of the Third Plan in both physical and financial terms is concerned, it showed a substantial shortfall especially in social sectors. It was due to war with the neighbouring country India and postponement of Aid-to-Pakistan Consortium in 1965. Though progress in the field of primary education was slow, developments at secondary level were comparatively better. Programme of diversified courses at this level was substantially strengthened and expanded by introducing courses in commerce, agriculture, industrial arts and home economics. At intermediate level, the teaching of science courses was improved by providing requisite facilities.

Teacher training facilities for secondary school were satisfactory. Establishment of new technical institutions was rather slow. However, the target for annual production of engineers and technicians was achieved. The consolidation of degree colleges and universities was also satisfactory and the programme of internal scholarships registered good progress.

Fourth Five-Year Plan(1970-75)

The programmes of the Education Sector in the Fourth Plan were designed within the broad framework of the New Education Policy. The main objectives of the plan were :-

- (1) to create a literate population and an educated electorate by mobilising the nation and its resources;

- (ii) to make the educational system more functional in terms of its contribution to productivity and economic growth;
- (iii) to remove the existing disparity in education services among the rural and urban population;
- (iv) to recognise the paramount importance of quality in education and the crucial role of teachers in raising standards of instruction;
- (v) to make optimum use of the available resources including physical facilities, at all levels; and
- (vi) to strengthen and consolidate the programme of educational research and development planning.

The strategy adopted by the Fourth Plan for implementation was :-

- (i) to check unrestricted growth of traditional education,
- (ii) to make the system of education more functional with respect to the future needs of the developing economy,
- (iii) to create a system of education and training that reflects an economically sensible distribution of resources among its component parts.

As far as area-wise strategy and priorities are concerned the strategy for primary education was to increase it substantially while at the same time ensuring that the school leavers are diverted into economically useful kinds of training. The element of compulsion, as stated by the Education Policy, was also to be introduced.

The strategy for secondary education was to be governed by the needs of trained manpower and emphasis was

given to improve general, scientific and mathematical courses in secondary schools. Admission in secondary and higher education had to be selective at least in all schools and colleges financed by the Government.

In the field of technical education, highest priority was to be given to substantial improvement in the training of teachers including teachers of agriculture, arts and crafts.

Expansion in the field of higher education was to be guided and planned broadly in relation to manpower needs and employment opportunities. Consolidation and qualitative improvement was, therefore, the keynote of all developmental programmes in this area.

The importance of maintaining good statistical services for the purpose of educational planning was to be emphasised and the agencies responsible for such services, were to be co-ordinated in such a way that they provide adequate information for planning and plan implementation. A properly functional enquiry system was to be established during the Fourth Plan for effective planning and plan implementation. In addition, facilities for in-service training of senior level administrators and planning officers had to be provided during the plan period. A sum

of Rs.3665.00 million was allocated under this plan for Education and Training Sector. This plan could not be implemented as such again due to war with the neighbouring country.

Non-Plan Period (1970-78)

Due to the crisis of 1971, the implementation of the Fourth Five-Year Plan was also disturbed, rather this plan as such was not implemented. The recommendations of the Education Policy (1972-80) were to be implemented from the year 1972-73. However, since time was required to draw up schemes and programmes in accordance with the recommendations of the Education Policy, bigger proportion of the financial provision made in the Annual Development Programme, for the year 1972-73, was ear-marked to such on-going programmes which had continued to have relevance with the recommendations of the Education Policy. Likewise, in each subsequent Annual Development Programme, provisions were always made to accommodate, to a greater extent, the recommendations of this Education Policy. The development expenditure on Education during the period 1970-78 amounted to Rs.3442 million.

However, no evaluation of the achievements was carried out since it was a non-plan period stretching from 1970 to 1978.

The Fifth Five-Year Plan (1978-83)

This plan emphasized reordering of national priorities in favour of primary education and vocational and technical education. In secondary and higher education, it emphasized shift towards quality than quantity. On the whole, this Plan specifically recommended no new projects except under special circumstances, since its focus was not on expansion but on consolidation. The Plan had a record implementation but in the Sector of Education and Manpower, the implementation in financial terms was a little above 50% i.e. Rs.5644.00 million as against Plan allocation of Rs.10,383.00 million. This shows that performance of the Education Sector was utterly deficient. Much of this expenditure was in the sub-sectors of primary and secondary education. In case of primary education, it was due to implementation of the priority sector Special Development Programme. But inspite of this financial increase, the physical targets in this sub-sector could not be achieved in terms of participation rate and enrolment of female students. In case of higher education, the Plan objective of non-expansion was not adhered to. Four new universities were established against no such provision in the Plan and the Education Policy 1978.

The Sixth Five-Year Plan (1983-88)

Since the Fifth Plan also could not record an efficient performance, the Sixth Five-Year Plan identified some shifts in approaches to development of education which include :-

- (i) Emphasis on expansion of literacy and primary enrolment with special attention to rural areas and female education—mosque school being the hub of the system;
- (ii) Curriculum improvement, with emphasis on simplification at the primary level and qualitative upgradation and diversification at the secondary level. More emphasis on science and mathematics in Secondary Education;
- (iii) More attention to rural areas and backward regions;
- (iv) More emphasis on teachers training.
- (v) Improvement in physical facilities such as laboratories and libraries;
- (vi) Enlargement of technical and vocational education in preference to general education,
- (vii) Emphasis on excellence in higher education;
- (viii) Greater autonomy for selected colleges;
- (ix) Expanded talent support through stipends and scholarships and establishment of National Scholarship Foundation;
- (x) Improvement in the library services; and
- (xi) Encouragement for private sector and community participation.

In order to realize these shifts to a level of efficient performance, the Plan has envisaged :-

- (i) Involvement of local bodies in planning, management and maintenance of educational facilities for basic education as suited in the local conditions under the supervision of Provincial Governments;
- (ii) To recover a sizeable part of costs of education through the introduction or enhancement of fees;
- (iii) Involvement of private sector in opening new schools and to retrain the existing schools to the original owners wherever it can be ensured that the quality and coverage will not suffer.

The essence of the Sixth Plan education Strategy is to ensure a quantum jump in the expansion of primary education and consolidation and restructuring of higher education to improve quality at this level. On the whole, the Plan is guided by the desire to create a literate society and to train high-level scientific, technical and professional manpower capable of meeting the requirements of economic development and providing leadership in all walks of life.

For achievement of these targets, a sum of Rs.19850 million has been allocated for the development programmes of the Sixth Plan.

The Sixth Plan is to be slashed and to give way to a three-year rolling plan from July next year with a total

cut of 10 to 15 percent. The reason being that the Plan was based on wrong premises. While the economic boom of the oil states was receding, the planner estimated an increase in the foreign exchange earnings. However, remittance in the first year of the Plan dropped by 3 per cent. Exports have dropped sharply this year. The foreign aid available is far less than projected. Added to all this is the devaluation of the rupee in relation to the dollar. All this indicates that it would be difficult to achieve the original targets and the Action Plan for Educational Development discussed below would also have to recast its priorities.

Action Plan for Educational Development 1983-88

A number of efforts have been made since independence of the country to effect reforms in the educational system. Many of the suggested reforms were implemented as well, but the state of affairs, it is needless to stress, remained the same. This is due to the fact that our system is not able to respond appropriately to the challenges posed for the present and the future by advances in scientific and technical fields. Further our system is not capable of translating the plan and policies in action for improvement in the system as well as directed towards economic development. The Ministry of Education, therefore, developed an Action Plan thereby projectising a number of programmes directed towards improvement in education system and for provision of equal opportunities

in rural and urban population of the country. The programmes suggested by the Action Plan are geared to:

- (i) providing appropriate ideological base to our students across the levels;
- (ii) supporting professional aspect of educational development by establishing institutional framework,
- (iii) reducing the urban-rural disparities by spatial plannings.
- (iv) improving quality rather than quantity.

The programmes and projects of the Action Plan are well within the provision of the Sixth Five-Year Plan, so that no further burden is placed on the already meagre resources allocated to education. The projects of the Action Plan are meant in every respect to strengthen the capability of the provinces and provide them the means for pursuing the goals of educational development with facility and ease. The structure of the programme is of projectised nature rather than allocative. In the detailed designs, the activities to be undertaken would be identified and responsibility for implementation pinpointed to facilitate the progress of the projects.

There are certain innovative features which the Action Plan emphasized. These include :-

- (1) quality improvement should begin at the primary level.

- (ii) educational facilities should be conceived in a framework of spatial planning,
- (iii) intensive use of existing facilities in technical education mainly by introducing evening shift,
- (iv) larger role for development grants as catalyst, in order to involve extra effort and creative work,
- (v) substantial increase in the number of model schools with an emphasis on rural areas.
- (vi) provision of institutional infrastructure for encouraging study of sciences,
- (vii) promotion of reading habits in the literate population,
- (viii) promotion of sports and physical education, and
- (ix) support to Islamic education by establishing an Islamic Education Research Centre.

This Action Plan is designed with the hope that future activities would be developed on the lines suggested and the Provinces would have a more clearer way to proceed towards the attainment of the national objectives.

5 - SCIENCE AND TECHNOLOGY

The institutional structure of science and technology in Pakistan has gradually evolved over the last three decades starting virtually from a scratch. The first decade of independence was mainly devoted to more urgent problems arising out of mass scale population migration, political transformations and national reconstruction when the sub-continent was partitioned. Nevertheless, despite the fact that no serious effort could be made in the first years of independence to conduct an in-depth analysis of our S & T requirements, the need to establish research facilities in the fields of agriculture, industries, health and atomic energy was immediately felt. Consequently, in the first decade four research councils in these sectors along with two new universities at Karachi and Peshawar were established. A major step was taken in 1959 when the National Science Commission was established to consider how best scientific research could be promoted and integrated, scientific careers made more attractive and facilities for research adequately provided to various organisations. The Commission dealt comprehensively with the research needs and its major recommendations embodied research councils principle through setting up of semi-autonomous sectoral research councils in various important fields such as agriculture, industry, atomic energy, health, housing, irrigation etc., with an over-seeing coordination body called the National Science Council. The recommendations of this Commission formed the essential

NOTE: This Section is reproduced from Development of Science & Technology in Pakistan by Mr. A. G. Mufti, Pakistan National Commission for UNESCO, December, 1981.

basis for the infrastructural and institutional developments, which have led to the establishment of existing structure. The committees/conferences of significant nature are as under :-

- National Commission on Education 1958-60
- Agricultural Commission 1959-60.
- Medical Reforms Commission 1959-60
- Annual Conferences of the Pakistan Association for the Advancement of Sciences, Scientific Society of Pakistan, Pakistan Engineering Congress and other such learned bodies.
- Swat conference convened by the Pakistan Academy of Sciences, 1965.
- Expert panels, workshop and moots held in connection with the formulation of National Science and Technology Policy, 1975-79.

Nearly all the scientific and technological research and development in the country is financed by the government both at the federal and provincial levels and is carried out in research institutes of various research councils/commissions, technical ministries and universities. At the federal level, the Ministry of Science and Technology is the main organ of the government to foster and oversee developments in science and technology in the country. Sectoral research councils in industries, health, housing and irrigation are directly under its administrative control whereas agricultural research council is with the federal agricultural ministry and the Atomic Energy Council is under the Chief Executive/President.

Service departments/agencies in fields such as geophysical, zoological geological surveys, S&T information, testing and standardization, appropriate technology, technology transfer, etc. also exist at the federal level but they form parts of different ministries. In the Provincial set up, the S&T structure comprises mainly the university science departments and few R&D centres as appendages of their parent departments. In the non-governmental sector, a number of voluntary scientific and learned bodies exist either as general societies for promotion of science or specialized/professional societies, such as the Pakistan Academy of Sciences, Pakistan Mathematical Society, Engineering Congress etc. As regards S&T effort in private sector (such as private industries) no sizeable structure exists except few testing and quality control units large industrial complexes.

Policy, Planning and Co-ordination:

Ministry of Science and Technology - The central responsibility for the planning, coordination and administration of research in the scientific and technological fields rests with the Federal Ministry of Science & Technology. The Ministry, created in 1972, is charged with the establishment of institutes and laboratories for

research, scrutiny of S&T development projects, policy guidance to the research institutions in the federation and provinces, technology transfer, utilization of results of research and scientific and technological manpower. The ministry exercises administrative jurisdiction over the following major organizations.

- National Science Council (NSC)
- Pakistan Science Foundation (PSF)
- Pakistan Council of Scientific and Industrial Research (PCSIR)
- Council for Works and Housing Research (CWHR)
- Irrigation, Drainage and Flood Control Research Council (IDFCR)
- Appropriate Technology Development Organization (ATDO)
- National Institute of Electronics (NIE)
- Pakistan Medical Research Council.

National Science Council (NSC) Islamabad

It was established in 1961 as an autonomous body to coordinate the total scientific and technological activity in the country. Its charter includes assessment and evaluation of research activity in the country and tendering advice to the government on scientific matters. The NSC membership consists of all the chairmen of research councils, university

representatives, secretaries of technical ministries, eminent scientists etc. The Chairman of the NSC is also a member of the Central Development Working Party (CDWP) which is the federal level body to sanction development projects costing upto Rs.30 million in various fields. The NSC is assisted by a number of specialized technical committees of experts, in major S&T fields.

Pakistan Science Foundation (PSF)

The organization was established in 1973 to promote and finance scientific activities having bearing on the socio-economic needs of the country. The Foundation is provided funds by the federal government which are used for sponsoring research projects in the national S&T establishments such as universities, research institutes, survey departments etc. as well as with individual researchers. Besides research promotion, the Foundation is also responsible for establishing S&T information services, science centres, museums, conducting special surveys and creation of scientific awareness amongst the general public. It is, therefore, a body acting as an alternate source of funding, outside the normal governmental channels, for fostering the S&T effort in the country.

Sectoral Research

Pakistan Central Cotton Committee - The Committee, was established in 1948 as the first semi-autonomous body

for the development of cultivation, marketing and processing of cotton and is financed from the cess levied on cotton exports and its consumption in local textile mills. It has established an institute of Cotton Technology at Karachi and two central institutes for cotton research at Multan and Sakrand.

Pakistan Agriculture Research Council (PARC)

The Council, established in 1949 as an autonomous body to promote agricultural research in all its facets is working as a technical arm of the federal Ministry of Agriculture. It is entrusted with the tasks of preparing well balanced and closely coordinated programmes of agricultural research, establishing research centres where research gaps exist, acting as clearing house for research information and conducting reviews of the research effort made in this field within the country and abroad.

Pakistan Council of Scientific & Industrial Research (PCSIR)

It was established in 1951 as an autonomous body, for promoting and fostering scientific research mainly to assist in industrial development through better utilization of indigenous raw materials. It has established three regional laboratories one each at Lahore, Karachi and Peshawar

with main disciplines such as pharmaceuticals, agro-industrial chemicals, food and fats, fuel, leather, wool, physical standards, applied biology, applied engineering etc.

Pakistan Medical Research Council (PMRC)

The Council was established in 1953 to promote research in all its aspects in the field of health and medicine. It has no institute of its own but has established a number of research cells in various hospitals and medical centres for tackling specific problems. It also acts as a financing body for individually sponsored research programmes.

Pakistan Atomic Energy Council (PAEC)

It was established in 1956 as an autonomous body to undertake research and development projects aimed at harnessing of atomic energy for peaceful purposes in fields such as power generation, agriculture, medicine, industry, construction etc. The Council supervises the Pakistan Atomic Energy Commission which is the chief executing arm of the Council to set up necessary infrastructure to meet the objectives of the Council. The Commission has established the following R&D institutes/centres:

- Pakistan Institute of Nuclear Science and Technology, NILORE.

- Nuclear Institutes of Agricultural Biology, Tandojam, Tarnab and Faisalabad.
- Atomic Energy Mineral Centre, Lahore.
- Institutes of Radio Therapy and Nuclear Medicine, Lahore, Jamshoro, Peshawar, Islamabad, Larkana.

Irrigation, Drainage and Flood Control
Research Council (IDFCR)

The Council was established in 1964, as an autonomous body with the major aims of organizing, promoting, coordinating and conducting research in the fields of irrigation, drainage, hydraulics, tube wells, reclamation and flood control etc. It is entrusted with the tasks of establishing its own institutes as well as providing grants to other agencies for research. It has recently established Drainage and Reclamation Institute of Pakistan (DRIP) at Hyderabad mainly to tackle the problems of waterlogging and salinity.

Council for Works and Housing Research (CWHR)

The Council for Works & Housing Research (CWHR) was established in 1964 as an autonomous body and is entrusted with the primary functions of: (i) promotion of research related to buildings and building materials and establishing/developing national institutions for this purpose; (ii) supporting other establishments for carrying out similar researches; (iii) extending the results of research; (iv)

collecting, maintaining and disseminating information relating to Council's work; (v) institution of fellowships and awards; etc. It has one research centre for building research at Karachi.

Scientific and Technological Support Services(STS)

The scientific and technological research and development programmes greatly depend upon availability of services such as geological, geophysical, metrological, natural resources surveys and statistics, scientific information, quality control and testing equipment manufacture and repairs, consulting, etc. The following major organizations have been created for national level S&T support in the public sector:

- (i) Survey of Pakistan, Rawalpindi (SOP): A federal government department responsible for topographical surveys and maps within Pakistan including those of forests, cantonments, town guide maps, special survey maps;
- (ii) Geological Survey of Pakistan, Quetta (GSP): Responsible for coordinated programmes of mapping the mineral resources of country;
- (iii) Pakistan Meteorological Department, Karachi: For providing meteorological and climatological information for agricultural, flood forecasting, aviation, defence, shipping, town planning purposes etc.
- (iv) Soil Survey of Pakistan, Lahore: For preparing soil maps of the country indicating soil classifications, physical and chemical properties and characteristics of soils.

- (v) Pakistan Scientific and Technological Information Centre Islamabad (PASTIC): For collecting, storing, disseminating S&T information to researchers and government departments.
- (vi) National Design and Industrial Services Corporation (NDISC): For providing consultancy services in electrical and mechanical design and construction.
- (vii) National Engineering Services Pakistan (NESPAK): This organization recently established under the Ministry of Water and Power is the public sector consulting firm for undertaking structural design and supervision of large scale civil engineering projects within the country and abroad. They use the latest tools and techniques available in the discharge of their functions and employ highly qualified professional staff.
- (viii) Pakistan Environmental Planning and Architectural Consultants (PEPAC): This is also a public sector enterprise set up in the Ministry of Works and Housing to undertake architectural planning and design work for projects within Pakistan and abroad. It is also organized on modern lines.
- (ix) National Physical and Standards Laboratories Islamabad (NPSL): For maintaining standards of measurement and providing quality control services. It is in the process of being established.
- (x) Zoological Survey Department, Karachi: For survey of the country's fauna & wild life.

These services are functioning with varying degree of efficiency. Some older services such as the Survey of Pakistan, Zoological Survey Department, Geological, Soil Survey and Meteorological Departments etc. which have been functioning

as legacy of the pre-independence departments require modern data processing equipment and technical know-how for handling information expeditiously and reliably. These departments do not possess adequate Research & Development (R&D) facilities which could assist them in better performance and modernization effort. The scientific information services are being modernized through establishment of a national information network and provision of modern data processing facilities. A central referral library is also being established by the PASTIC in Islamabad. Other services (such as NCC, NPSL, NDISC) are relatively of recent origin and are being developed on modern lines.

Some important S&T's services which have yet to be created pertain to scientific equipment manufacture and institutions for providing risk funds for commercial exploitation of research results (e.g. RD Corporations in U.K. Japan, India etc.) In addition, a comprehensive S&T statistical data base has yet to be established for providing information required for S&T planning. Some organizations directly concerned with technology transfer are discussed in separate chapter.

6 - SOCIAL WELFARE

Development entails widespread social changes which in turn affect the institutional framework of the society, its cultural patterns and the social attitudes of different groups. When a society is confronted with the difficult task of choosing between emerging and old values, social tensions are bound to rise. Development strategies so far pursued in the country were aimed at minimizing the social tensions and to ensure a smooth and harmonious social and cultural transition.¹⁵ Social welfare activity has been growing in the country within the framework of planned effort. The policy of the Government has been to develop social services simultaneously with economic and physical growth.

First & Second Five Year Plan:

In the First and Second Plan periods, the performance of social welfare included organization and administration of social welfare activities at the public and private levels, training, research, urban community development, grants-in-aid to voluntary agencies, medical social work, child and youth welfare, recreational services for children and youth, delinquency and probation, rehabilitation and training of the socially and physically handicapped.¹⁶ In the First Plan period, social work was mostly located in the central government offices and voluntary agencies of a national character. During the second plan it was proposed to be organized at the provincial and local levels but could only get down to the provincial level.

Third Five Year Plan:

The Third Plan programme of Social Welfare relied heavily on the private sector and aimed at motivating, guiding and supporting voluntary social service organizations. The specific objectives of the Third Plan were: (a) to promote development process by reaching the people and involving them in the development tasks; (b) to consolidate and expand the existing preventive, curative and rehabilitative social services at all levels; and (c) to initiate new programmes to meet untackled needs and problems of individuals, families and communities. These activities were made regular function of the local bodies/basic democracies institutions.

Non-Plan Period:

During the period 1972-78, 345 social service units were established. These included community development projects in urban and rural areas; socio-economic centres and industrial homes for women without support; hostels for working women; model orphanages; day care centre for children of working mothers; mothers and children's homes; centres for recovery of kidnapped and lost children baby homes for abandoned children, inservice and child welfare training institutes; holiday centres and multi-purpose community centres.¹⁸

Fifth Five Year Plan:

The major objective of the Social Welfare sector during the Fifth Plan was to concentrate on strengthening responsive organizations through Government and non-Govt.

support. These agencies in turn adopted the mechanism of flexible programmes for promotion of social welfare services and implementation of projects for meeting the needs of individuals, families, special groups and communities through the support of government and non-government agencies. As a result, the major thrust of the sector centred around development of a broad-based programme of welfare services through mobilization of community resources, philanthropic assistance and involvement of non-government organizations. The main service areas concentrated upon rendering of special services to the needy women, children and the less fortunate groups of the society.¹⁹

The mobilization of local resources under-went a change in the strategy with the promulgation of Zakat and Ushr Ordinance 1980 (Zakat is obligatory on those Muslims having cash earnings & is paid by well to-do individuals at 2½% of their earnings. Ushr is another religious obligation which is paid on the produce of the land at 10% of the produce. Both Zakat & Ushr are distributed among the poor & needy people). As a result, the private contribution to voluntary social welfare agencies was formalized, the contribution enhanced and the distribution system was institutionalized.²⁰

Social Welfare Policy for the Sixth Plan:

Social welfare policy is based on the consideration of adequate provision of opportunity and provision of social

services as a major responsibility of the government in collaboration with the private sector, the non-government organizations (NGO:) and the local communities. Besides, the government accepts the responsibility of providing a suitable legal framework and coordination of the statutory voluntary social welfare programmes.

In the formulation of the Sixth Plan, a close coordination of functioning between various government agencies and the voluntary sector has been envisaged. This will involve a big qualitative change over the Fifth Plan programmes. Various agencies involved with social welfare functions will carry out this work as a shared responsibility of different sectors and agencies. This will lead to effective use of welfare funds on the one hand and the improved programme implementation on the other hand, by overcoming organizational deficiencies. In view of many social needs, limited resources and inter-sectoral welfare activities, the programmes of social welfare sector will concentrate on the provision of services to special groups such as the handicapped children, the youth, the women, the patients and the aged. The financial allocations in the public sector, though small, will be only one arrangement for facilitating the provision of services. The other efforts in this direction will include the mobilization of the national voluntary

services, the involvement of the international NGOs, raising local resources and encouraging the local initiative for providing institutional framework and service delivery.

Broadly, the government's basic policy will be as under :-²¹

- Promote social awareness for enabling people to assume social responsibilities for fulfilling welfare needs.
- Motivate people for pooling resources and organizing social welfare agencies for providing suitable social welfare services.
- Provide suitable governmental inputs to encourage and enable its responsible agencies to undertake promotional and motivational tasks for welfare and national development work.
- Encourage social welfare governmental and non-governmental agencies to fill the gaps left by other social and community service departments and agencies so as to cater to the needs of the out-of-school children; the illiterate adults; and uncared; the diseased and the aged persons; the economically poor and indigent; and urban slumdwellers; the rural deprived and the special cases who do not fit into categories to harmonise the forces of social change

and to prevent congestion, delinquency, breakdown of value system and consequent moral degradation, corruption and greed, which usually follow in the event of rapid material progress.

- To encourage local government institutions to develop feasible social welfare development projects.
- To establish suitable infrastructure from provincial through local level for promotion, coordination and implementation of such welfare services and programmes as would support the overall national development activity.
- To encourage the skill development among professional and voluntary social workers and support personnel through appropriate training programmes.
- To promote and arrange evaluative research on all aspects of social problems, issues and needs.
- To review, monitor and evaluate the ongoing programmes.
- To review the existing legislation pertaining to the social welfare sector and propose action in areas hitherto uncovered.

Sixth Plan Strategy

Under the balanced approach of national development, the scope and content of social welfare programme will be reflected in various development programmes, particularly those pertaining to social sectors. At the same time it will recognise the comprehensive nature of the social welfare sector. Due recognition will be given to the multi-sectoral strategy and a coordinated approach, both in planning as well as project implementation. Inter-linkages of the various programmes in health, education, women and labour welfare will be developed and consolidated during the Plan period. The emphasis will shift from palliative service delivery to development package approach relying on the grass root involvement of various target groups through institutional programmes. Efforts will be directed towards awakening and encouraging a sense of involvement among the individual, groups and communities.²²

The programmes will, therefore, be decentralized to ensure community participation in welfare activities, thus encouraging assumption of responsibility and authority by the local leadership and establishing a mechanism of authentic participation by the people themselves. This approach will direct efforts within the existing local ethos, create awareness of local problems and establish channels of communication between the people and the administrative infra-structure. The Plan aims at widening the service coverage in a cost effective

manner, catering to the training needs of the programme and establishing the credibility of the project, thus encouraging comprehensive integrated programming for better client response and community involvement rather than isolated, lateral, exclusive and single purpose projects. The overall focus, of course, will be on the welfare needs of the various target groups such as women, youth, children, the handicapped, the senior citizens and the aged. Main focus would be on a programme for the special education and training of handicapped children for which a comprehensive plan has been prepared. Institutional framework has been carefully designed to implement this special education plan both at the Federal and the Provincial levels.²³

Plan Objectives

Considering the need for social justice, and recognizing the importance of the involvement of the people and their participation at community level the underlying objectives of the social welfare programmes during the Sixth Plan will be :-²⁴

- (1) To strengthen the existing institutional linkages at different organizational levels for developing, consolidating, and streamlining the social welfare programmes through inter-sectoral activities;

- (ii) To mobilize the available community resources to meet social welfare needs at the local level through community organization, voluntary social work, grants-in-aid, supply of requisite equipment to voluntary institutions, and aided self-help projects, etc;
- (iii) To reorganize, rationalize and streamline Government Social Welfare Organizations at the federal, provincial and local levels to re-adjust with the new demands and tasks for the adequate utilisation of zakat and ushr funds.
- (iv) To develop programmes for furthering the participation of youth and women in the development work;
- (v) To initiate and strengthen programmes for care, welfare, vocational training, education, and rehabilitation of special groups viz (a) the disabled (b) the orphans (c) the widows (d) the destitutes and (e) the senior citizens.
- (vi) To support women welfare programmes aiming at continuation of support and achievement of economic self-sufficiency, income generation, prevention of dependency, and exploitation and promotion of family welfare through higher literacy, nutrition and health care.

- (vii) To promote day care service for children of the working women, and general child welfare services for children under five, including recovery of lost and kindappend children and the institutional care service for new born babies and children requiring special care.
- (viii) To initiate and implement programmes for job assessment and placement of the disabled as their legal right under provisions of the Disabled Persons (Employment and Rehabilitation) Ordinance 1981.
- (ix) To establish in-service Training Institute at Federal level for (a) re-training of Front Line Workers, (b) representatives of the NGOs, (c) professional social workers, and (d) professionals from related fields. The training will include orientation and refresher courses on (i) contemporary techniques, (ii) methods, and skills in welfare and rehabilitation work, (iii) collaborative service delivery and (iv) local leadership skills and techniques, (v) development administration and (vi) personnel management.

The programmes and projects in the social welfare sector will focus on preventive, promotional and rehabilitative services, in the following major areas :-

- (a) Child care programme and service.
- (b) Youth welfare programme and services.

- (c) Programmes and services for special education, training and rehabilitation of the handicapped, particularly children.
- (d) Medical social welfare services.
- (e) Training and skill development programme for women.
- (f) Strengthening and developing the NGO sector.
- (g) Self-help community development programmes.

Major Policy Shifts and Measures:

In pursuance of the overall sectoral policy, following
policy measures will be undertaken :-

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- (i) Consolidation of ongoing schemes will be made by supporting the provincial projects by integrating multi-sectoral activities, and integrated orientation and training of the personnel of social welfare departments and the personnel in related nation building departments for effective implementation.
- (ii) Development of the NGOs in welfare activities will be enhanced and streamlined through assessment and evaluation; financial technical support; determination of the areas of activity; standardization and upgradation of services; establishment of coordinating council community chest.

- (iii) Policy evolved for training and rehabilitation of the handicapped will be specially applied to the promotion of specialized schools, integrated teaching facilities, teacher's/therapists training.
- (iv) Policy for use of media will be developed for creating awareness of social needs, responsibilities, participation and resources sharing thereby utilizing the potential of the local communities, the NGOs, the private sector, and the Zakat Foundation.
- (v) Policy formulation for the youth development services and projects will be streamlined in collaboration with the Ministry of Education, the Sports Board Local Government institutions and Special Education and Social Welfare Division.
- (vi) Policy decisions will emerge for women welfare service and projects through coordinating the efforts of the Women's Division, the Ministry of Health and Social Welfare, the provincial governments, Population Welfare Division and the NGO's.

7 - MASS COMMUNICATION

Mass Communication is a broad term which incorporates telecommunication, postal service, broadcasting, news papers, journals, periodicals etc. The news papers, journals and periodicals which are popularly known as print media could not be covered in the national plans as they were tackled by the private sector. However, postal service, telecommunication and broadcasting were included in the national plans. Since postal service and telecommunication do not fall under the purview of Unesco, the presentation in this section is confined to broadcasting.

First Five Year Plan:

According to the first five year plan, there were two radio stations (medium waves) at Lahore and Peshawar at the time of independence. The programmes of these stations were limited and could not reach every nook and corner of the country. Karachi station was added in 1948 and Rawalpindi in 1950. The first plan provided for an increase in the number of broadcasting stations and other facilities to obtain a more effective coverage in the country, with a primary service to the thickly populated areas using medium waves transmitters, and the secondary service to the rest of the country using short wave transmitters.

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Second Five Year Plan:

The second five year plan had indicated that: "existing broadcasting facilities are very inadequate, hardly 10% of country's area being served at present". It proposed the

expansion of medium wave transmission, so as to make the internal programmes accessible to the mass of the people. Two medium wave transmissions, one at Lahore and other at Rawalpindi were proposed by the second five year plan. High powered short wave transmission for Rawalpindi was included in the 2nd five year plan. BY 1965 full fledged broadcasting facilities were provided at Karachi, Hyderabad, Quetta, Lahore, Peshawar and Rawalpindi/Islamabad.²⁷

Third Five Year Plan:

The third five year plan had similar objectives to establish a reliable medium wave coverage for whole of the country and to expand the short wave facilities so as to provide more internal secondary services and to inter link the most important cities. At the same time the Third plan proposed to project the external services effectively through strong signals. The area coverage was estimated to be 65%. General service Television with the strong emphasis on the education aspects was proposed by the 3rd five year plan.²⁸ Two T.V. stations one at Karachi and another at Lahore were intended to be established. A Central Training Institute to impart training in T.V. techniques and programme production was also proposed to be established during the 3rd five year plan.

Non-Plan Period:

In the non plan period of 1970-78 the number of broadcasting stations was increased. The assembly of radio recei-

ving sets in the private sector was encouraged. Seven industrial units were engaged in manufacture/assembly of radio sets with an installed annual capacity of 1.14 million sets on a three shift basis. During the same period Lahore T.V. station, Pilot T.V. Stations at Quetta and Peshawar, rebroad-cast centres at Multan, Sahiwal, Dadu, Shikarpur, Thana Bulla Khan, Sakacer, Cherat, a T.V. booster at Murree and two T.V. links (Murree-Thandiani and Quetta-Mustung) were completed. The average weekly duration of various programmes in news and current affairs was 30 hours; education, motivation and information 104 hours; music and entertainment 110 hours; commercial spot advertising 9 hours and Miscellaneous programmes 1 hours. For special audiences, "adult functional literacy" programmes on a daily basis and "rural programmes" on weekly basis were telecast. A beginning was also made in listeners' research. The Pakistan T.V. Corporation completed the colourization programmes at Lahore and Karachi T.V. stations. Colour telecast were also started from Rawalpindi station.²⁹

Fifth Five Year Plan:

Radio and T.V. played an important role in promoting development during the Fifth Plan. The radio broadcasting facilities were to be expanded by setting up 4 broadcasting stations and 5 mediumwave transmitters during the Fifth Plan. The actual achievement has been 7 and 8 units in each category. These included 5 small power village broadcasting units with

total radiating power of 1.2 KW MW and 10 KW MW transmitters of Skardu and D.I. Khan, 100 KW and 150 KW transmitters at Khairpur and Muzaffarabad. However, this has added only 271 KW MW transmitting power compared to 520 KW MW power planned during 1978-83. The additional population covered in terms of basic mediumwave radio facilities was 5.8 million during the Fifth Plan, compared to the Plan target of 6.6 million. By the end of the Fifth Plan the total population covered stood at 95 per cent. Radio programmes were planned to cater to instructional and educational needs of the community particularly in the agriculture and education sectors.³⁰

In the case of the television broadcasting the Fifth Plan indicated establishment of 3 full-fledged colour television stations at Islamabad, Peshawar and Quetta, one rebroadcast centre at Rojhan, 3 booster stations at Faisalabad, Sibbi and Norowal and TV link of Quetta-Chaman-Khojak. During the Plan period, one rebroadcast centre at Rojhan/Jamaldin Wali, 5 booster stations at Sibbi, Razmak, Faisalabad, Pasroor and Mangla and TV link of Quetta-Chaman were completed. The permanent television station at Peshawar and Quetta were completed. By June, 1983 TV coverage had increased to 80 per cent of the population, compared to 74 per cent in 1978. The TV broadcasting facilities reached an additional 6 million people during the Fifth Plan period, as compared to the target of 7 million, due to delay in completion of some of

the TV projects like Islamabad TV Complex and Quetta TV Station. The instructional role of television in rural development mainly came through the establishment of 470 Community Viewing Centres in the selected urban/rural areas. The television network continued to transmit educational programmes produced by the Allama Iqbal Open University and PTVC.³¹

Sixth Five Year Plan:

Following were the main objectives of the Mass Media development during the Sixth Plan³² :-

- (a) To bring in large areas and population of less developed regions within reach of the TV and the Radio broadcasting network, thereby integrating these regions into the socio-economic mainstream. The additional population to be benefitted from these facilities will be 18 million during the Sixth Plan.
- (b) To reach village audiences with messages specially designed to increase productivity, better health and improvement in the quality of life through various development programmes.
- (c) To assist the Federal and Provincial agencies concerned in motivating rural audiences to adopt modern technical practices in various fields through radio and television programmes.

- (d) To use radio and T.V. more often and more effectively in service of education in general and of adult education in particular.
- (e) To strengthen and improve the newly introduced concept of local broadcasting stations in order to involve and motivate the local community to work for better life.
- (f) To provide communication support to developmental activities.
- (g) To improve external coverage of Radio.
- (h) To provide for replacement and modernisation of the existing obsolete equipment wherever needed.

Television Broadcasting:

The objectives set forth for the general purpose television include the extension of TV signals to the economically backward areas of NWFP, Baluchistan and Sind to promote national integrity and solidarity, rapid socio-economic up-lift and religious and socio-economic education, to create awareness of culture, traditions and history and develop consciousness of national objectives with a sense of participation of the people in the shared national destiny. By the end of the Sixth Plan period, television broadcasts would be

covering about 90 per cent of the population and 76 per cent of the area as against 80 per cent and 56 per cent respectively in July, 1983. The TV set count is projected to increase at an average of 100,000 sets per annum, and by the end of Sixth Five Year Plan, it will go up from the present level of 1.5 million to 2 million sets.³³

Second Channel. - The Educational Television Project envisages setting up of a separate channel because the existing channel can barely cater for the limited package of programmes and renders the maintenance of equipment difficult within the present programme timing. This pressure on the existing channel would further increase in the Sixth Plan. The objectives for the establishment of second channel include the provision of television facilities for adult literacy, school and college education broadcasting in collaboration with the Allama Iqbal Open University and/other developmental agencies. While the production and broadcast facilities of educational programmes will be handled by PTVC at the transmitting end, the facilities at the receiving end, comprising establishment of 10,000 community viewing centres equipped with TV sets, instructors and course material would be the responsibility of the Ministry of Education and other departmental agencies. The Second Channel would help in accelerating the pace of literacy, making about 2 million adults literate during the Sixth Plan period and to provide school and college education broadcasting to a large number of men and women all over the country.³⁴

Radio Broadcasting:

The current gap in the Radio facilities lies mostly in Baluchistan province and Northern Areas. The strategy to be followed during the Sixth Plan would be to provide coverage not only in these areas with a view to integrating these regions with the national network, but also to strengthen the new concept of local broadcasting stations. It is proposed to provide four 10 KW MW transmitters at Loralai, Zhob, Faisalabad and Gilgit. The existing local broadcasting stations at Faisalabad and Gilgit will be upgraded to 10 KW power. In addition, two shortwave transmitters of 250 KW will be installed to strengthen the external broadcasting services for the Middle East Muslim countries.

In the renovation programme, a new broadcasting house will be constructed at Karachi in place of the 32-year old broadcasting house. Two 100 KW Mediumwave transmitters will be installed at Peshawar and Karachi to replace the out-dated small powered transmitters which are also more than 32 years old.

In view of the usefulness of local Radio Stations, it is proposed to provide six village broadcasting units one each at Sibbi, Rahim Yar Khan, Abbottabad, Mirpur Khas (Sind), D.G. Khan and Sargodha.

The creation of these facilities would mean that additional 5 million people will be able to get improved mediumwave coverage. The programme facilities for the benefit of rural audiences will be augmented by enlisting the support of the existing institutional framework at the Federal and the Provincial levels.³⁵

Films:

The film sector of mass media has suffered a serious set-back with production levels falling by 40 per cent mainly due to the onslaught of VCR in the local market and financing problems of the private sector industry. This area pays about Rs.400 million per annum in taxes to the state and has great potential for projection of national policies.

A policy package will be worked out with a view to bailing out this industry. For instance, production of film cassettes and selected Pakistani films may be encouraged in the private sector where great potential for local and foreign markets exists. Considerable stress must also be laid on quality improvement.

The film media can be utilized for popularising national values within a framework which retains entertainment value, and without becoming dull propaganda. It is

proposed to produce about 10 films during the five year period at a cost of Rs.12 million with financing arrangements to be made with the banking system under the supervision of Ministry of Culture. These films with dubbing in Arabic language, could find attractive market in the Middle East and would earn foreign exchange.

8 - CULTUREFirst Five Year Plan:

The First Five Year Plan 1955-60 incorporated Cultural activities in the Chapter on Education and Training. The Plan stated: "We look forward to the time when the country's culture will be reflected in and advanced by numerous museums, art galleries, national monuments, libraries and music centres. Recognising that government funds must for the time being be reserved for the more basic and assential requirements of the economy and society, other sources of supports to these expressions of the national culture must be encouraged".³⁷ The cultural aspects were left to Colleges/Universities and the private interests.

Second & Third Five Year Plan:

The Second Five Year Plan also stressed the establishment of libraries, museums, cultural centres and expansion of the Central Government, Directorate of Archaeology and Museums to look after the archaeological funds. It proposed assistance to artists, writers and grant of subsidies for literary and artistic works. Endowments to support museums, galleries, art centres, exhibition halls and libraries were proposed. The Plan also recommended setting up of a National Book Trust for undertaking the large scale publication of books needed for the scholars as well as the general readers. The Third Five Year Plan has made a general statement rather than offering any concrete programme. All these plans could not

give due consideration to the cultural aspects of the country. The Sixth Five Year Plan has stated: "It is unfortunate that in the past 36 years, very little attempt has been made in this direction.....".³⁸

Some of the achievements under the Five Year Plan have been recapitulated in the Sixth Five Year Plan. For instance the preservation of Moenjodaro and other historical monuments; the construction of sports complex at Islamabad for the National Institute of Sports & Culture, the development of sports training and coaching centres at Karachi and Lahore; programmes of the National Council of the Arts, National Institute of Folk and Traditional Heritage and the research programmes of the National Commission on Historical and Cultural Research. A separate Ministry of Sports & Culture was created in the Federal Government which was made responsible for the development of cultural activities according to the priorities dictated by national interests and information about the national heritage specially reflecting Islamic history and culture which contribute to its promotion & growth.

Sixth Five Year Plan:

The Sixth Plan (1983-88) has given due emphasis to cultural development by incorporating a chapter on Cultural Development, Sports and Tourism. The relevant extract of the Plan is reproduced below. This extract not only mentions

the objectives and strategies but also the specific programmes which have been indicated in the Sixth Plan.

Objectives and Strategy:

The Sixth Plan seeks to reorientate the cultural programmes with a view to reflecting the rich heritage, tradition and contribution of Islam in the field of education, science, arts, architecture and other forms of culture. The projection of Islamic art and culture shall help in developing a clearer understanding of the role of Islam in the furtherance of art and culture both nationally and internationally. Another important objective is to improve the international standing of Pakistan in the field of games and sports. In this context efforts shall be made to reach the masses with a view to enriching their cultural lives and providing them greater opportunity for healthy recreational activities through encouragement of indigenous games and cultural activities. In addition, for the first time projects for the growth of infra-structure facilities and institutional framework for launching a programme of youth affairs have been included in the development plan. These are designed to help in character development of the youth and to bring about their involvement and participation in community development.

The strategy of the Sixth Plan is to develop a few centres for projection of Islamic heritage, for the preservation of our historical relics and to establish sports complexes for the holding of international meetings and training of national sports teams. These centres will act as motivators for activities at the local level. For accelerating the pace of development of physical facilities for sports and cultural activities, efforts will be made to mobilize funds from commercial sources and to encourage the local communities to play a greater role by pooling their resources.

Programmes:

(a) The National Cultural Complex:

During the Sixth Plan, it is proposed to define the concept and dimensions of the National Cultural Complex, and to initiate the development of physical facilities for its various components. The Complex will be established in Islamabad. It shall be developed as an integrated institution in looks and character reflecting both the contribution of Islam to the development of literature, art, architecture, science, technology and the human thought, and the historical and cultural heritage of Pakistan.

conceptual plan. The Complex shall have the following components which may be integrated in a few buildings:

- (i) Museum of Islamic Heritage - The museum shall reflect the contribution of Islam to the intellectual, social, cultural, moral, economic and political development of the human race in general and Pakistan in particular. The museum shall acquire exhibits from around the world particularly the Muslim World to highlight the contribution of Islam to the development of human culture. The museum shall also preserve the relics of the Islamic era in Pakistan and project the multi-dimensional contribution of Islam to its development.
- (ii) National Museum of Pakistan - The National Museum of Pakistan shall reflect the evolution of Pakistani culture, art and literature through the ages; the relics to be displayed will highlight the rich cultural heritage of Pakistan from the times of the Indus Valley civilization to the modern age. The contribution of this rich heritage to the evolution of culture in other regions of the world and the cross cultural influences on the Pakistani culture would be brought home through the exhibits.
- (iii) Hall of Heroes. - A hall of heroes shall be constructed to pay tribute to the memory of those national heroes whose foresight, courage and sacrifices made possible the

emergence of Pakistan as an independent state. A separate enclosure shall be earmarked for each national hero in which his life, work and contribution to the growth of Muslim nationalism shall be depicted with the help of write-ups, pictures, transparencies, movies and documentaries. Besides being a tribute of the nation to these heroes, the exhibits would help in acquainting the younger generation with the histories of our freedom movement.

- (iv) National Arts Gallery. - The Sixth Plan proposes to establish a National Arts Gallery as a symbol of the creative genius of the people of the country. The Arts Gallery shall act as a treasure house for the preservation of notable pieces of arts and shall inspire, train and groom future artists.
- (v) National Library of Pakistan. The National Library has been conceived as an intellectual centre and has been planned on a scale which besides meeting the growing needs of posterity, shall make the present and future generations proud of their intellectual and cultural heritage. The National Library shall have all modern and sophisticated equipment required for providing the most efficient service comparable to that being provided elsewhere in the world. The National Library shall collect books, manuscripts and pictures relating to Islam, Pakistan and the Quaid-e-Azam produced

anywhere in the world. The National Library shall play a catalytic role in the development of the national system of public libraries in the country.

(b) Archaeology and Archives:

Archaeology. - The on-going programme of the Master Plan for the preservation of Moenjodaro, under execution with the assistance of UNESCO, shall be accelerated to ensure that the remains of the Indus Valley civilization are preserved for posterity against the ravages of the time, the River Indus, and the salinity and the water logging in the area. Works on the archaeological sites at Mansura, Bhanbhore and Taxila shall be continued and the archaeological museums at these places shall be further developed. The Sixth Plan also proposes to initiate work on the establishment of museums at Quetta and Gilgit.

Archives. - Important pieces of knowledge, official record of national significance and other archival materials being a valuable source of reference provide data for research scholars. The proper maintenance, cataloguing and preservation of the documents and records is extremely important. For this purpose, a specially designed building for the National Archives of Pakistan is already under construction. During the Sixth Plan period, the building will be completed and it will be provided equipment and facilities required to make it fully operational.

Other Programmes. - The Quaid-e-Azam Academy, which has been established at Karachi for the promotion of studies and research on Quaid-e-Azam's life and achievements, shall be provided with a building designed to meet its functional requirements. These facilities would enable the Academy to carry out research, publish books and periodicals, and organize popular as well as scholarly lectures, discourses and conferences on the life, the work and the message of the Founder of the Nation. During the Sixth Plan, the birth place of the Quaid-e-Azam and the Flag Staff House, where he stayed after independence in his capacity as the first Head of the State, shall be developed and preserved as national monuments.

An Aiwan-e-Iqbal shall be established at Lahore which would be a befitting structure in the memory of the great poet, philosopher and thinker Allama Muhammad Iqbal. It shall provide facilities to the Iqbal Academy to promote the study and understanding of the works of Iqbal; to publish books, pamphlets and periodicals, to propagate and popularise his message, and to organize lectures and discourses on his life and work. Besides the construction of the Aiwan-e-Iqbal, the Sixth Plan proposes to develop the birth place of Allama Iqbal and his residence at Lahore (Jawaid Manzil) and convert them into national monuments.

(c) Sports:

Provision of facilities of sports both for the students and the general public is necessary. Sports and games are essential

for proper development of body, mind and for creating a correct attitude among people of all ages. Games and sports facilities are provided in schools and colleges wherever space is available. Universities, specially older ones, which are relatively in a better situation regarding the availability of the grounds, generally provide arrangements for games and sports for their students.

The Sports Federation operating the Pakistan Sports Board have so far depended for expansion/consolidation of physical facilities on Government finances. During the Sixth Plan a beginning will be made towards greater self-reliance through initiation of self-financed development projects. To begin with, the hockey and cricket stadia and the Squash Complex at Karachi shall be developed, consolidated and renovated partly through government grants and partly through loans from commercial banks. The loans shall be utilized to develop commercial complexes and shall be repaid out of the income from the rent of the shops and other income of the stadia such as sale of tickets. The successful implementation of self-financing projects at Karachi shall serve as a model for other sports organizations in the country.

The programmes of training and coaching, and the development of physical facilities required for it shall

be both consolidated and expanded. Specific programmes to be implemented during the Sixth Plan shall include expansion of the facilities at the National Sports Training and Coaching Centres at Lahore and Karachi and provision of squash and tennis courts and swimming pool at Lahore squash court and swimming pool at Karachi. For bringing sports facilities in NWFP and Baluchistan at par with other provinces and for identification and grooming of talent from these areas, National Sports Training and Coaching Centres shall also be established at Peshawar and Quetta. The facilities for training in tennis shall be added to those which are under construction at the Peshawar Centre.

Other major programmes include completion of the on-going projects for the complex of the National Institute of Sports and Culture at Islamabad, Hockey Stadia at Karachi and Lahore and improvement and expansion of the National Stadium at Karachi.

(d) Culture:

With Pakistan playing an important role in the Islamic World and taking an active interest in the affairs of the World in general and that of South and South East Asia in particular, the need for an International Conference Hall is being greatly felt. During the Sixth Plan, it is

proposed to start work on the construction of an International Conference Hall with most modern facilities for delegates as well as for the communication media. The Hall shall be constructed at the campus of National Institute of Sports and Culture.

For promotion of cultural activities and encouragement of local talent in dramatics, the plan proposes to start work on the establishment of an Academy of Performing Arts. It also proposes to establish auditoria at Islamabad, Quetta and Peshawar for presentation of cultural programmes both by national and foreign cultural troupe.

(e) Programmes of Youth Affairs:

The 14 million youth of the country are potentially one of the most vital resources for social development and change. This youthful and energetic section of the population can be harnessed for national development through a national youth affairs policy designed to bring them in the mainstream of national development effort. During the Sixth Plan, a National Youth Affairs Policy shall be formulated and implemented.

For the social development of the youth and their mobilization in the national development effort, the national youth organizations shall be encouraged, activated and supported.

Those of the existing 32 youth organizations which are non-political in nature and are actually functioning, shall be encouraged to contribute to community development through implementation of development programmes of social significance. These include programmes for removal of illiteracy, participation in youth/community welfare activities such as tree plantation, supply of books to the needy, participation in health and sanitation drives, tourist guidance, organizing meetings on national/religious days etc. The youth organizations shall also be mobilized to undertake special activities or rescue/rehabilitation in areas affected by such calamities as floods, earthquakes, landslides etc. proposal is under consideration to draft all fresh Matriculates (High School Graduates) for a period of one year to constitute the hard core of a Literacy Crops to serve as teachers in the mass literacy programme included in the Plan.

The youth hostels play a significant role in creating a better awareness among the youth about the country and its development as well as in fostering national cohesion through broadening of vision and appreciation of the problems of different regions. There are twelve youth hostels in the country which are owned and run by "The Pakistan youth Hostels" - a non-political and non-profit organization, dedicated to planning and developing youth hostels in the country on voluntary basis. It runs youth hostels with a view

to promoting out-door activities for the youth by creating mobility amongst them. These hostels provide inexpensive lodging facilities to the travelling youth. To encourage the effort of "The Pakistan Youth Hostels", it is proposed to provide grant-in-aid for the construction of one good youth hostel in every Province at a historically important site that would attract young tourists.

The youth exchange programme with friendly foreign countries shall be accelerated and a larger number of youth delegation shall be sent abroad particularly to the Muslim and the Third World countries. The Provincial Governments shall be encouraged to organize for Inter-Provincial exchange of youth.

NOTE: Substantial part of the chapter on Culture in the Sixth Five Year Plan has been reproduced.

9 - INNOVATIVE EXPERIENCES

As mentioned earlier, Pakistan inherited those territories of British India which were comparatively backward not only in terms of physical but also of human capital assets. Development of physical and human capital assets are interdependent and cannot be isolated from one another. Physical capital assets cannot be acquired without human capital assets; and similarly human capital assets cannot be accumulated unless tremendous amount is invested in the development of human resources. Pakistan had been suffering from deficiency of all these assets which had to be acquired or developed. Since these resources were scarce, a strategy of planned development was adopted. But even the planned development required proper infrastructure at the national and provincial levels with additional capability of implementing the projects in the field. There was dearth of trained managerial personnel who could transform the plans and programmes into implementable projects.

The earlier sectoral reviews indicate that both culture, science and technology had been covered under the umbrella of the plan chapter on education and training. This means that these sectors did not enjoy the importance as has been given to them in the contemporary

setting. Now there is a separate Ministry of Sports, Culture, and Youth Affairs. Similarly, there is a Ministry of Science and Technology. Creation of separate administrative Ministries for these subjects have heightened the prospects of their development as sound projects can be conceived, prepared and implemented in these sectors.

Earlier planning efforts treated both culture as well as science and technology as an integral part of the education system. Educational institutions especially colleges/universities were expected to be custodians of cultural heritage and they had to project their culture. Similarly, sports activities were also confined to the educational institutions rather than creating a separate network of play-ground. This thinking was based on the acute shortage of financial resources which were not available for such type of activities. There had been numerous other pressing demands from other sectors of the economy. Similarly, science & technology was treated as an integral part of the education system, therefore it was covered under the umbrella of the education & training sector. Such an approach was based on the assumption that science and technology subjects were taught in the colleges/universities where S & T research was also expected to be carried out. Neither science & technology nor culture

could be developed under the education & training sector although there was sufficient scope for integrating and reinforcing each others activities. The education sector itself was starved of funds as very little residual amount was allocated to this sector, which perhaps was the largest among the social sectors.

Social welfare which in other words can also be called social development (in restricted sense) was accorded proper treatment in the successive Five Year Plans by having an exclusive chapter. However, there was little recognition of the role it could play; and the amount of money which was made available for its programmes was also of insignificant nature.

Certain innovative programmes like village agriculture and industrial development (V-AID) of early 1950s and the recent introduction of Zakat & Usher & its disbursement for social welfare programmes seems to be of significant importance.

Under the communication sector, Mass Media was provided proper attention. Though the institution of broadcasting was introduced earlier, yet it could not meet the requirement of the people. There have been programmes for the expansion of broadcasting network and the setting up of radio stations in various parts of the country. Television was introduced for educational purposes and its network has been extended to

various parts and regions of the country. Besides these two channels of Mass Communication, other media like Newspapers, journals and periodicals etc had been operating in the private sector. Therefore, there is little evidence of innovation in this sector as it has become common to most of the developing countries. The use of mass media (Radio & Television) for the non-formal education system is gradually becoming more useful as compared to other formal channels of education. Both the Media are used by the Allama Iqbal Open University, Islamabad for their distance learning programmes.

Innovative Experiences in Education

Earlier planning efforts concentrated on quantitative expansion of the education system so as to make it accessible to the specific age group population. In the wake of quantitative expansion, the qualitative aspect was lost. Quality deterioration had not only been in terms of curriculum content but also in terms of employability of the product in the labour market. The First Plan, though not fully implemented stressed on Teachers Training, Technical/Vocational/Commercial education, minimum adequate standard of colleges/universities. The second plan went a step forward by recommending structural changes, promotion of literacy especially of girls. The Third Plan laid stress on science & technology, conducive environment for education, and the quality of education. Thus it will be seen that qualitative concern started from the period of the Third plan 1965-70 whereas in the earlier plans there has been stress on expansion. Most of the innovative experiences of Pakistan have been in the qualitative improvement of the education system.

There have been numerous attempts to introduce innovation in the education system of the country. Some of the innovations introduced in the education system are listed below:

1. Extending duration of primary education from four to five years;
2. Creation of Boards of Intermediate and Secondary Education for conducting examinations at Matric and Intermediate level.
3. Establishment of Curriculum Research and Development Centres in the provinces; and Curriculum Wing in the Ministry of Education;
4. Duration of Bachelor Degree course was extended from two to three years but this decision was withdrawn due to students agitations and unrest;
5. Pilot Secondary Schools were introduced at a limited scale but the experiment could not be expanded to cover the whole country;
6. Establishment of comprehensive Schools—the experiment did not yield encouraging results;

7. Setting up of institutes for Commerce Education- the experiment has been gradually expanded;
8. Establishment of Polytechnic Institutes and Colleges of Technology - the experiment has been gradually expanded;
9. The Primary Teaching Certificate course duration was extended from one to two years; but the experiment was discontinued;
10. Post-Intermediate three year Bachelor of Education course was introduced but due to technical problems, the decision was reversed;
11. Introduction of Agro-technical subjects in the secondary schools;
12. Experimental Pilot Project Integrating Education with Rural Development (EPPIERD) was introduced in collaboration with UNESCO, UNICEF at a limited scale in the Islamabad Federal Territory which is now called Rural Education and Development (READ);
13. Expansion of Primary Education through Mosque schools under the Special Priority Development Program;
14. Establishment of an Open University for distant learning - an innovative step to introduce non-formal system of education;

15. Qualitative improvement of Primary Education through improved supervision (learning coordinators) undertaken through a World Bank Project on Primary Education.
16. Introduction of teaching kits in the primary schools.

The above list by no means is exhaustive. It is simply indicative of the fact that the system has accepted certain innovations and rejected others. There has been continuous search for innovative ventures to improve the quality of education and to make education system accessible to all the nationals irrespective of caste, creed or religion.

It is not possible to elaborate all the innovative efforts so far introduced in the education system of the country. However, some of the innovative programmes/projects are discussed below :-

Special Development Programme

The participation rate at the primary level is still very low as compared to other countries of the Region, i.e. 50%. The Federal Government had launched a Special Priority Development Programme during the year 1982-83. The objective of the programme was to accelerate the pace of development in the rural areas in order to remove the ever widening imbalances by

providing necessary facilities to the rural segment of our population here-to-fore did not receive proper attention

The main thrust was on the development of rural roads, health and education. Under education, the age-old tradition of disseminating knowledge in the Muslim society through the Mosque Schools was revived. The Provincial Governments were given the targets for the opening of mosque schools in the light of the provisions contained in the Sixth Five Year Plan. This is a cost effective device being used as a last resort towards the universalization of primary education. It may take the national government decades to provide physical facilities for primary education. With the utilization of physical facilities of the existing mosques, the government is economizing on the construction of new schools.

Primary Education Project - World Bank

In the preceding paragraph, a brief description has been given about the utility of mosque for the universalization of the primary education. Though there has been tremendous emphasis on the quantitative expansion of the primary education system; there has been demand for qualitative improvement of primary education especially in the rural areas of the country. After preliminary studies carried out by the Ministry

of Education (Bureau of Educational Planning) in collaboration with USAID, certain inputs were indentified as that of crucial importance for qualitative improvement of primary education. According to situational analysis, the low unbalanced enrolment, high drop-out rate, poor quality of primary education were attributed to the following in-school factors :-

- Poor physical facilities - dilapidated school buildings;
- dearth of instructional materials and textbooks;
- shortage of teacher, teachers absenteeism and low quality of instruction by the teacher; and
- absence of professional supervision and lack of assistance and technical support to the working teachers.

The following inputs were thought to be appropriate to overcome the constraints as posed by the above in-school factors:

A-Physical Facilities:

- Construction of classrooms;
- Construction of boundary walls in the case of female schools;
- Construction of residences for female teachers; and
- Classroom furniture.

B-Instructional Materials.

- Supply of textbook teachers guide-books and library books;

- Supply of Classroom equipment like teaching kit or agricultural kit; and
- Supply of sports items for children.

C-Strengthened Supervision

- Provision of Supervisors and a new tier of Learning Coordinators; and
- Provision of mobility for supervisors and Learning Coordinators.

D-Added Support to Teachers

- Appointment of Assistant Teachers;
- Establishment of Centre Schools;
- Provision of District Resource Centres; and
- Provision for recurrent type in-service teachers training.

Agro-technical Education:

The aforementioned innovative attempts were aimed at improving the literacy rate through adult education; use of mosque schools for universalization of primary education under the Special Priority Development Programme; the Primary Education Project for qualitative improvement etc. Innovative experiments were undertaken for improvement of the Secondary education and making it relevant to the needs of the society through the introduction of Agro-technical streams of education side by side with the general stream of education. Importance of secondary education cannot be over-emphasized. Firstly, because education of this level alone reaches most of the boys and girls even in advanced and affluent countries where the

education systems are adequately developed. Secondly, it is important because it is on completion of education at this level that students are channelized to various educational programmes in general, scientific, technical and professional fields. This level of education needs to be designed in such a way that it is capable of meeting the requirement of very large number of adolescent boys and girls to suite a variety of talents and interests as well as those who on completion of secondary education find themselves adequately educated to study higher level courses in the field of their choice. There are those who may not like to continue their education further. Their percentage is roughly 75 and they have to be enabled to participate in gainful economic activities and become usefully occupied on gainful and productive work without being required to undergo long training courses. The Agro-technical stream of education was introduced under the 1972-80 Education Policy of the Government of Pakistan.

Social Welfare

Immediately after independence, Pakistan was confronted with a set of problems of socio-economic development. Side by side with the economic development, efforts were made for social development. The earlier efforts of social engineering like Village Agricultural and Industrial Development (V-AID) Programme 1952-59; the Basic Democracies 1959-69; the Peoples Works Programme, Rural Works Programme and Integrated Rural Development Programme 1970-79; and the revival of local government institutions in 1979 are of significant importance as they provide a comparative perspective of various social methodologies introduced in the country.

The V-AID stressed on organizing people, building physical infrastructure, and the dissemination of improved agricultural practice in the country. With the withdrawal of American Technical Assistance in 1959, the programme was discontinued. The structure of Basic Democracies was laid on the ruins of V-AID whose workers were absorbed in the Basic Democracies Department. Though people's participation was ensured in the Basic Democracies System, yet the local leadership could not effectively discharge its responsibilities. This was due to the

dominant role of bureaucracy on the one hand; and lack of training of the politically elected representatives in the art and craft of politics on the other.

People's Works Programme and Integrated Rural Development Programme were conceived with good intentions but unfortunately these programmes fell prey to the spoil system of the party in power. The local government institutions have been revived in 1979 but with the re-introduction of parliamentary system at the national level, it has to be seen as how far the parliamentarians in the National Assembly and the Senate can support such institutions. The Military regimes used local government institutions for legitimizing their actions by seeking widespread support from the local leadership. On the contrary, popularly elected governments at national level have tried to centralize power. Centralization of power and absence of people's participation in the conduct of their own affairs prohibited or at least slowed the process of socio economic development. What is needed is effective participation of the people which can be ensured by taking following measures:

- a) Helping people - and especially the disadvantaged - to become more aware of their needs and their own capabilities;

- b) Encouraging community organization;
- c) Increasing awareness among their "partners" of both the importance of participatory development and their own roles and responsibilities in it;
- d) Facilitate communication between the various "partners" so that each is more aware of the others perspective;
- e) Development of skills in planning and project management.

The social engineering programmes discussed earlier have been adequately covered in the literature. They have been discussed and debated upon in various national and international forums. These programmes were initiated in the public sector and were introduced at national level. There are some other programmes at limited scale undertaken in the private sector which have achieved certain degree of success. One such project is the Orangi Pilot Project which has attempted to mobilize the local communities to generate their own revenues for the development of sewerage system in the Squatter Colony of Orangi.⁴⁰

The degree of success achieved by the community through OPP is attributable to a number of factors which are given below:

1. Community organization through motivation and persuasion.

2. Mobilization of community resources.
3. Management of project activities and their supervision by the people themselves.
4. Maintenance of the completed works by residents.
5. Political awareness to articulate the demands and extract additional funds from the elected Councillors of the KMC.
6. Certain degree of self-reliance and minimizing dependence on the Local Government Institutions.
7. Demonstration effects of the social development programme on other communities.
8. Institutional infrastructure which facilitated organisation of the local people to mobilize their own resources for community development.

CONCLUSION

The study provides a broader perspective of development Planning in Pakistan. It highlights the circumstances under which the adoption of planning strategy was necessitated. Various Plans so far introduced in the country have been reviewed in the section on Planning in Pakistan. This chronological presentation provides an insight into the state of the economy and various planning strategies adopted from time to time.

In the section on integration of sectoral plans, methodologies of plan formulation have been discussed. It has been mentioned that initial step in plan formulation is that of determining broad objectives and targets indicating the direction in which the economy is planned to move. The next step is to take stock of existing economic conditions in the context of the Plan perspective. Strategy for plan implementation is also spelled out which may point to the problems likely to create obstructions. Once the broad objectives, targets and strategy have been identified, the next step is to fix the size of the plan so as to arrive at the total investment outlay. Having determined the total size of a plan, the next step is to find ways & means of financing it through public and private sectors. The fixing of broad physical targets for the various sectors of the economy leads to the preparation of detailed sectoral programmes on the basis of Plan priorities. Working groups constituted for the formulation of various intra/inter sectoral plans have been discussed.

Having provided a broader perspective of Development Plan and the integration of sectoral plans in the National Plans, a detailed review of Planning in each sector, i.e. Education, Science & Technology, Social Welfare, Mass Communication & Culture has been provided. This review is restricted only to the plans which do not incorporate programmes/projects of innovative nature. However, an attempt has been made to identify innovative programmes/projects and provide brief description for International Comparison.

The Education Sector's developments under various plans starting from the Six Year Development Programme (1951-57) to the Sixth Five Year Plan (1983-88) have been reviewed and discussed. The First Five Year Plan (1955-60) fixed the priorities like obtaining maximum results from the use of scarce resources; ensuring perfect integration of educational plans with the general development plan; and achieving equilibrium within the educational plan itself. In this context, training of teachers; technical/vocational/commercial education, minimum adequate standard for the schools, colleges and universities were emphasized. There had been numerous constraints which did not allow full implementation of the Plan.

The Second Five Year Plan emphasized compulsory schooling for the age group 6-11; development of residential secondary schools; compulsory and a few elective subjects in the fields

of technical, agricultural and commercial studies; Boards of Secondary education; three years bachelor degree course; setting up of polytechnics; award of scholarships to talented students; adult education; and girls education. The Third Plan laid emphasis on Science & Technology, conditions conducive for full fledged development of youth; and raising the quality of education. The Fourth Five Year Plan's objectives were: creation of literate population; making education functional; removal of Rural - Urban disparities; quality of education through improvement of Teachers Training; educational research and development planning. The developments under the Non-Plan Period of 1970-78 have also been briefly discussed. The Fifth Plan emphasized re-ordering of national priorities in favour of primary education and vocational and technical education. The sixth Plan re-emphasized literacy & primary enrolment; simplification of Primary Curriculum; diversion to Science and Mathematics; more attention to rural areas and teachers training; improvement of physical facilities; expansion of technical/vocational education; excellence in higher education; greater autonomy for selected colleges; expanded talent support; improvement in the library services; encouragement of private sector and local participation. The alternative proposals made in the Action Plan have also been briefly discussed.

Science & Technology had been treated as integral part of the Education & Training sector. In the Sixth Five Year Plan

an exclusive chapter was added with the caption of "Science and Technology: Expanding Frontiers". In the Section on Science & Technology, important landmarks in the history of the sector have been indicated. The role of the Ministry of Science and Technology in Policy, Planning & Coordination has been discussed and the administrative jurisdiction it exercises over attached Departments/Autonomous bodies has been highlighted. The role of various agencies under the administrative control of this Ministry has been briefly discussed. Since the sector has been treated as an integral part of the Education & Training sector and has been accorded recognition quite recently, it is still in the age of infancy and growth. It is trying to evolve a structure which may integrate sporadic R&D efforts for policy & planning purposes.

The social welfare sector was given due recognition in each Plan by an exclusive chapter but could not develop as expected. Perhaps the reasons are that it elicited participation and support of the people who were not properly motivated especially when the majority of them are illiterate. A brief review of the sectoral programmes has been provided and social welfare policy for the sixth plan highlighted. The objectives of the sixth plan and its strategy has been reproduced for International comparisons.

The Mass Communication section which focuses on Mass Media like Radio & Television has been developed on the basis

of review of various Five Year Plans. In the initial phase there were expansion programmes of Radio Stations and later on when the television was introduced, its development under a phased programme was undertaken. The main objectives of the Sixth Plan related to this sector have been reproduced so as to provide a proper understanding of this sector.

Culture like Science & Technology was treated as an integral part of the Education & Training sector. Therefore its programmes were not adequately and comprehensively covered in various Five Year Plans. A review of the sectoral development under various Five Year Plans has been provided. The Sixth Plan has given due recognition by incorporating a chapter on Cultural Development, Sports & Tourism and the relevant extract from the Plan has been reproduced. It spells out the objectives and strategy and specifically concentrates on the programmes like National Cultural Complex; Museum of Islamic Heritage; National Museum of Pakistan; Hall of Heroes; National Arts Gallery; National Library of Pakistan. Archaeology and Archives has been discussed briefly, the status of sports programmes and youth affairs have also been highlighted.

In the light of sectoral reviews, attempt has been made to identify innovative experiences in various sectors of social development. A list of the innovative experiences in the Education Sector has been provided. Since it was not

possible to elaborate all these experiences, only few have been discussed. These include Special Development Programme which revitalized Mosque as an institution of learning; Primary Education Project funded by the World Bank which has concentrated on physical facilities; instructional materials, strengthened supervision, and added support to teachers; Agro-technical Education which tries to make Education production/skill oriented.

Certain programmes of social welfare like village A.I.D. Basic democracies, local government institutions have been discussed. These experiences reveal that since the programmes have been undertaken at a Mass Scale/National level, their impact had not been quite significant. An experiment of Social Engineering Called Orangi Pilot Project in the Private Sector has been discussed and the reasons of its success highlighted.

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