

Key Issues

CMI has observed the following key issues arising out of the paper on “Constitutional Rights to Education and its Implementation across Provinces”

- Even after 70 years of independence, Pakistan’s literacy growth rate is less than 1% per annum. Net Enrolment Rates (NER) at secondary level of education is less than 30% for all provinces.
- Low enrolment rate, combined with poor quality of education, has led to poor educational outcomes. Even though millions of dollars (in aid) have been spent in the development of education sector, Pakistan’s goal of universal primary education remains a pipedream.
- While relevant provincial legislations have been passed, pursuant to the 18th Constitutional Amendment, no provincial government has made substantial progress towards fulfilling the fundamental right to education, enshrined in Article 10-A of the Constitution.
- None of the provincial governments have undertaken initiatives/programs that improve the quality of education provided in public schools. In fact, there has been a steady decline in the confidence placed in public sector education, resulting in an increased enrolment in private sector.
- Analysis of statistics/data from Pakistan Social and Living Measurements Survey (PSLM), Pakistan Education Statistics 2016-17, and the Annual Status of Education Report indicates dismal progress/results in terms of achieving universal standards and provision of compulsory education, across the various provinces. At the current rate, Khyber Pakhtunkhwa will be the first province to meet its educational targets, by 2075.
- Lack of basic infrastructure, teacher absenteeism, inadequate physical and material facilities, burden on parents in the form of allied expenses for education, transportation expenditures, opportunity cost in case of ‘earning hand of the family’ are some of the issues that require immediate attention at the policy level.
- Involvement of the local community and non-government organizations, for provision of free and accessible ‘education for all’ at Primary level, is recommended.
- Training of personnel at the Boards of Primary and Secondary Education will have a significant impact on the quality of teaching.
- Non-formal and distance mode of education system may be adopted, as an open school concept, for the parents who cannot afford to send their children to school.

- Funds allocated for free and compulsory primary education must be properly utilized and open to public scrutiny.
- Increased levels of financial and human resources should be urgently diverted to qualitative aspects of primary education, including curriculum reform, textbook development, teacher training, streamlining of examination and assessment systems, as well as training of the administrative and managerial staff.
- Novel policies/programs should be implemented, in collaboration with all stakeholders, and a proper monitoring and evaluation system should be designed to provide valuable feedback for appropriate policy formulation.
- Education must be seen as a process of developing an inquiring mind, cognitive skills and analytical concepts, rather than solely rote learning. 'Less is more' should be the basis for developing the curriculum, and for designing, learning, as well as determining methodologies for teaching/assessment systems.
- Administrative weaknesses at schools have greatly hindered the implementation of policies for quality education in primary schools. It is important to streamline the operations of respective government institutions, in order to rationalize their objectives, and to make them efficient.
- Decentralization and devolution of authority, within the administrative hierarchies, is required to ensure lesser disparity and increased educational efficiency. More responsibility should be given at the level of each institution, where education is actually imparted. For this, the heads of institutions must be given a clearer mandate and greater autonomy to run their respective institutions.

Constitutional Rights to Education and its Implementation across Provinces

By Abdus Sami Khan

**Common Man Initiative
VOLUME 1**

Preface

'Right to education' has been recognized as a fundamental constitutional obligation over the past two decades of our jurisprudence. However, in 2010, through the 18th constitutional amendment, and inclusion of Article 25-A, the right to "free and compulsory education" has been entrenched as an enumerated constitutional imperative. The respective provincial governments have been entrusted with the (obligation) to fulfil this constitutional command. Unfortunately, despite after a lapse of eight years, the fundamental right to free and compulsory education remains an elusive goal.

In the circumstances, it is essential to assess the manner and extent to which the Provinces have discharged this fundamental obligation, Specifically, through empirical and legislative analysis, the performance of respective Provincial Governments, and their comparison inter se, needs to be examined (especially in the Province of Punjab and Sindh, where the past eight years have been under the influence of an uninterrupted government of the same political party.

To examine the implications of Article 25-A and assess performance of the education sector at the provincial levels, CMI has published this paper, that provides an in-depth understanding of the issues at hand and recommended policy alternatives. This paper was commissioned by the Common Man Initiative (CMI) in response to an open competition, in which the author's proposal on Free and Compulsory Education was selected to form part of Vol. I of CMI's quarterly publication. It has been subject to the normal refereeing processes of CMI. The aim of this publication is to summarize historical and recent developments in the field of education, so as to be useful to students and academics without expertise in the field.

The author has done his Masters in Public Policy from Carnegie Mellon University, USA. Mr. Sami Khan started his career as a civil servant and then shifted to public policy, specializing in the field of education. He has contributed to the development of the National Education Policy in 2009. Education sector reforms for Punjab, Balochistan and FATA. He has also co-authored three major researches on education for Alif Ailaan. He has worked in education policy and planning in all provinces of Pakistan, including Gilgit-Baltistan.

Abstract

This paper provides a synthesis of the qualitative and quantitative data on the provision of free and compulsory education across the provinces of Pakistan, following the 18th Amendment to the Constitution of Islamic Republic of Pakistan, 1973, in 2010. Specifically, Article 25-A of the Constitution that guarantees free and compulsory education to all children of the age of five (5) to sixteen (16) years.

The paper attempts to reveal the harsh realities concerning the alarming number of out of school children as well as the failure to achieve basic indicators of Universal Primary Completion. Statistics demonstrate that over sixteen (16) million children between the age of five (5) and sixteen (16), have never been to school, in fact, 80% of children in the age group of fourteen (14) and fifteen (15) are out of school. None of the provinces have achieved the desired Net Enrollment Rate of hundred (100) at the secondary level of education.

The paper examines the role of provincial governments in responding to these challenges, encouraging policy developments, and exploring the growing national consensus on reform for quality education. It identifies some key themes within the analysis of secondary data/research, such as diversity and unity; socio-cultural locations, class, gender, age and ethnicity of students; harmonizing roles of schools and communities; and the practicalities of implementing national policies for reforms in education, at school level.

It points out institutional bottlenecks in the education sector and concludes by proposing a way forward, providing recommendations for policy alternates and further reforms for development in the education sector.

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List of Acronyms

ADE	Associate Degree in Education
AEPAM	Academy of Education Planning and Management
ASER	Annual Status for Education Report
BEAC	Balochistan Examination and Assessment Commission
BESP	Balochistan Education Sector Plan
BISE	Boards of Intermediate and Secondary Education
DFID	Department for International Development
DSD	Directorate of Staff Development
ECE	Early Childhood Education
EFA	Education for All
EMIS	Education Management Information Systems
EMOs	Education Management Organizations
EU	European Union
GoS	Government of Sindh
GoKP	Government of Khyber Pakhtunkhwa
GPE	Global Partnership for Education
HEC	Higher Education Commission
IPEM	Inter-Provincial Education Ministers' Conference
KP	Khyber-Pakhtunkhwa
MDG	Millennium Development Goals
NACTE	National Accreditation Council for Teacher Education
NER	Net Enrollment Rate
NEAS	National Education Assessment System
OOSC	Out of School Children
PEC	Punjab Examination Commission
PEF	Punjab Education Foundation
PESRP	Punjab Education Reform Program
PTI	Pakistan Tehreek-e-Insaaf
PPP	Public Private Partnerships
PSLMs	Pakistan Social and Living Measurement Surveys

RSU	Reform Support Unit
SAP	Social Action Plan
SDG	Sustainable Development Goals
SEF	Sindh Education Foundation
SELD	School Education and Literacy Department
SESP	Sindh Education Sector Plan
SMC	School Management Committees
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
WB	World Bank

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Introduction

In 2009, the Parliament adopted the 18th Amendment to the Constitution of the Islamic Republic of Pakistan, 1973. Among other changes, the 18th Constitutional Amendment added the right to education as a fundamental right. All provinces were required to pass legislation to ensure compliance with the Constitutional Amendment which according to Article 25-A¹ states that, “The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law” (12th Parliament, 1982). While relevant provincial legislations have been approved, no provincial government has even come close to an effective compliance of the right to education enshrined in the Constitution. A large number of children aged 5 to 16 are out of school² (Abbasi, 2017). Dropout rates at primary level of education vary from 30% to 60%, depending on the province and major losses in transition from primary to middle education mean only a small percentage of children progress to secondary level.

After 70 years of independence, Pakistan has a literacy rate of 60%. This means that the literacy growth rate has been less than 1% per annum. Similarly, Net Enrollment Rates (NER) at secondary level of education (which depicts enrollment at school matriculation level) is less than 30% for all provinces - a figure which should be close to a hundred. The national NER at secondary level of education for children aged 14 to 15 stands at 27%. Again, when seen in the backdrop of 70 years of independence, the value has not even increased by 1% annually.

Low enrollment rates, combined with poor quality of education have led to these abysmal education outcomes. Scores of various assessments over the years continue to reveal poor learning outcomes. Majority of children in grade 5 do not have the language and motor skills required in grade 2. Whatever little learning takes place is mostly in the form of rote-memorization with no development of critical and analytical skills.

Millions of dollars in aid have been spent in the development of the education sector in the country. However, Pakistan remains years away from Universal Primary Completion - a requirement of the International Education for All (EFA) agenda that met its expiry date in 2015. Pakistan also

¹Section 9 of the Constitution (Eighteenth Amendment) Act, 2010 (10 of 2010), inserted a new Art. 25A, after Art. 25 of the Constitution, (w.e.f April 19, 2010).

²Abbasi, Kashif 226M Pakistani Children Still Out of School Report, (2017)

failed to meet the education-related goals of the Millennium Development Goals (MDGs). The current education related Sustainable Development Goal (SDG) also appears to be elusive within the time period assigned to it (till end of 2030). To date, Pakistan has missed all milestones in the international covenants on education.

There has been a steady decline in confidence in public-sector education in Pakistan indicated by an increased enrollment in private sector. In total, there are 120,273 private sector institutions as compared to 196,998 institutions in the public sector (Dr. Dawood Shah). The former comprises of 38% of total education institutions and represent 43% of total enrollment. According to Pakistan Education Statistics (2018), public sector institutions are serving 28.68 million students to complete their education while the remaining 21.60 million students receive education in private sector (Dr. Dawood Shah). Despite growth in the private sector of Education 16.5 million children are out of school up to secondary level and 22.8 million up to higher secondary level of education⁴ (United Nations Children's Fund (UNICEF) Pakistan, June, 2013). Furthermore, outcomes in terms of net enrollment rates and learning have not improved. There is only a marginal difference between learning outcomes of private and public-school students. More significantly, within the context of the situation presented above, this report focuses on the Constitutional obligation of the state towards its people per the requirements of Article 25-A of the Constitution. Data has been analyzed and projected against indicators required to be met for universal standards and compulsory education for children aged 5 to 16. Analysis indicates dismal results. At the current rate, the first province to reach the target will be Khyber Pakhtunkhwa, which will reach the target of secondary NER of 100 in 2075. Clearly, this situation calls for drastic shifts in the approach to reforms. The report argues that reforms need to be wide-ranging and must encompass increased access to education as well as qualitative changes and innovative options to scale up the quality. The report proposes some recommendations for accelerated education reforms.

There will have to be a shift from simple enrollment drives to critical changes in the quality of education. Unless parents perceive education as the catalyst for change in their children's life, dropouts at the current rate will continue.

³Dr. Dawood Shah, D. G. (n.d.). *Pakistan Education Statistics 2016-17*. National Education Management Information System (NEMIS), Academy of Educational Planning and Management (AEPAM) with technical and financial support from United Nations Children's Fund (UNICEF), Pakistan. Islamabad: Premier Printers.

⁴United Nations Children's Fund (UNICEF) Pakistan. (June, 2013). *Out-of-School Children in the Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh Provinces of Pakistan*. Islamabad: UNICEF.

Methodology of the Report

The report primarily focuses on the progress of all provinces under Article 25-A of the Constitution. Relevant indicators have been used to assess the current situation and also make projections of the time required for each province to reach the requisite targets.

1. Data Sources and Usage

The report uses secondary data, from three sources: Pakistan Social and Living Measurements Survey (PSLM), Pakistan Education Statistics 2016-17 and the Annual Status of Education Report.

The Federal government publishes PSLM on annual basis. The first edition appeared in 2004-5. Data for PSLM is collected at the household level and is representative at the district level. On education, the survey reports on three indicators disaggregated on the basis of rural-urban and gender: gross enrollment rate, NER and literacy rate. The figures are provided for national, provincial, and district levels. Given that the data has been collected for more than a decade, the trend revealed can be utilized for projections. This report projects on the basis of net enrollment rate. The indicator measures enrollment of children in an age cohort (primary, middle, secondary) and divides it by the population in the age cohort. PSLM uses two age brackets for NER of primary, middle and secondary levels. The two age brackets for primary level are ages 5 to 9 and 6 to 10. Similarly, for middle school level, they are 10-12 and 11-13 and for secondary level 13-14 and 14-15. This minimizes possibility of an over-estimating the deficit. As the data is collected at household level the values of these indicators represent the combined situation of public and private sector education.

This report uses the higher age bracket for all cohorts as the values for these are higher. PSLM also reports on literacy rates at 10 plus and 15 plus. This report uses the former.

Pakistan Education Statistics 2016-17 is a publication of the Academy of Education Planning and Management (AEPAM) of the Federal government. It collates data from all the provincial Education Management Information Systems (EMIS). As all provincial EMIS do not

regularly collect data on private schools AEPAM estimates enrollment in these schools through its own methodology. AEPAM data has primarily been used to calculate survival rates and transition rates of public school children and out of school children, survival rate roughly explains the number of children who survive through a cohort (primary, middle and secondary school levels). Transition rates provide percentage of students who survive from one cohort to the next e.g. from primary to middle. Education for All (EFA) used survival rate as a proxy indicator for quality.

Finally, data on quality has been taken from Annual Status of Education Report (ASER). The report compiled through assessments by a non-government organization provides an insight into quality of education. ASER focuses on literacy and numeracy skills of children in primary classes. The result is a strong indicator of quality and subsequent student performances.

For projections net enrollment rates of the various cohorts have been based on NER, using past performance as a predictor of future. Similarly, projections of literacy rate have also been made. The average growth rate of the last ten years is calculated and utilized for projections. The projections look at the possibility of achieving the target at current rate as well as accelerated rates by multiplying the existing average by 2 and 3 respectively.

While NER has been used as the primary indicator for projections, the analysis has been based on the truism that the target cannot be achieved without a comprehensive approach of education reforms that covers quality, access and equity. Therefore, the rest of the indicators discussed above have been used for analysing some of the causative factors and challenges. These include quality of education and the significant number of out of school children. Ongoing and recent reforms of the provincial governments have been included in the analyses to assess the gap between the efforts and the requirements. The report ends with a set of conclusions and recommendations.

2. Limitations

The main limitation is the dependency on secondary data only. Enough

data on education indicators is not collected in Pakistan and in some cases, it is collected but not available for use. Quality related data is most lacking. While student learning outcomes have been assessed periodically by the National Education Assessment System (NEAS) data on teacher quality and other inputs and processes is not available except in the form of a standalone research. Even the student assessments are for specific grades (4 and 8). Only ASER covers each grade of primary education.

The projections of NER are linear but progress cannot always be depicted in a straight line. Multiplier factors have been added in the analysis to cover for the deficiency to some extent. This means, in addition to current trend, projections have also been made on the assumption of accelerated progress. To consider potential impact of relevant reform the linear growth rate of NER has been multiplied by 2 and 3 to indicate possible earlier dates to achieve the requisite indicators. This primarily underlines the enormity of the challenge.

Effort has been made to keep the analysis simple - technical aspects of education that require specialised attention have not been discussed in detail though some analysis has been provided. Chapter 3 discusses some of the key gaps in qualitative reforms which have been instrumental in gradual development in educational outcomes, despite prolonged reforms in the education sector. The discussions in the chapter draw on various secondary researches and reports published on qualitative aspects of Pakistan's education.

Article 25-A: Requirements and Failures

Different provincial governments have embarked on education reforms in the last decade. The longest, and most consistent, effort has been in Punjab. These efforts have been supported by different development partners including The World Bank, Department for International Development (DFID) of the United Kingdom, United States Agency for International Development (USAID), European Union (EU) and UNICEF. A number of improvements have appeared in the process. In some cases, teacher absenteeism has been reduced, schools have fewer missing facilities, work has been undertaken on improved text books and teacher trainings.

What is the net result in terms of critical outcomes of education? These outcomes include net enrollment rates, survival rates, transition rates and student learning outcomes. And as these indicators are analysed there is a need to review how close each province is to achieving the requirements of Article 25-A of the Constitution of the Islamic Republic of Pakistan, 1973. The Constitutional Article mandates free and compulsory education for children between ages 5 to 16 and requires provinces to pass requisite laws for its implementation.

This chapter makes two conclusions about the situation: All provinces are far below the required level of indicators for achievement of Article 25 A and critical reforms for achievement of the targets are missing. The basic thesis is that, without improvement in quality of education these targets cannot be met.

1. State of Progress on Article 25-A: National Picture

Analysis on education in Pakistan mostly focuses on progress in relation with internationally recognized education instruments like Education for All (EFA), Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs). Indicators for most of these have been developed. Pakistan regularly reports to UNESCO against these indicators. However, very little effort has been made in development of indicators required for achievement of Article 25-A. In other words, education systems in all provinces do not measure their progress against the most critical Constitutional requirement in the country. This section discusses the indicators required to be reported for progress on

Article 25-A, their current value and implications for education policy.

Table 2.1: Indicators for Article 25-A

Indicator	Required Value	National	Punjab	Sindh	Khyber Pakhtunkhwa	Balochistan
Primary NER (6-10)	100	67	70	61	71	56
Middle NER (11-13)	100	37	38	34	41	26
Secondary NER (14-15)	100	27	29	25	27	15
Survival Rate Primary	100	67	73	60	65	41
Survival Rate Middle	100	89	91	96	81	71
Survival Rate Secondary	100	85	83	92	88	93
Transition Rate between Primary and Lower Secondary Levels	100	84	88	73	85	70
Transition Rate between Lower Secondary and Upper Secondary Levels	100	91	91	99	85	81

Source(s): Pakistan Social and Living Measurement Survey 2014-15; Pakistan Education Statistics 2016-17

*National figures include AJK, Gilgit-Baltistan and FATA

Table 2.1 lists some of the indicators that are required for an analysis of progress against Article 25-A. These are NER, survival rates and transition rates. These have been explained in the methodology section in the previous chapter. As shown above these are far below the requisite levels.

Low NERs, especially, as the level increases, remain the biggest source of concern. Secondary NER is the highest for Punjab at 29 and the lowest for Balochistan at 15. This means the growth rate since independence in 1947 to date has been less than 1%. The results are alarming because a lot of education reforms have been introduced in all provinces. Clearly, data indicates deficiencies in the reform effort and failure to meet the targets.

Survival and transition rates are below 100 and clearly indicate loss of

enrollment over the course of school education. These cumulatively contribute to low NERs along with net intake rates at primary. The latter indicates the percentage of children of primary age who actually join school. This indicator provides an insight into the number of children who may never join school. These then combine with the drop-outs to give the figure of out-of-school children. These out-of-school children are implicit in NER (constitute the larger part of NER; the other being the children who may be over-aged or under-aged for the relevant level of education)

The above indicators cannot be met without improvements in all aspects of education: access, quality and governance. While quality is implicit across all indicators, the indicator for survival rate is specifically used as a proxy indicator of quality by UNESCO in monitoring of Education for All (EFA). The current survival rates clearly show that there are major quality deficits in the education system.

Over the last few years, reforms in all provinces have emphasized inputs with a heavy bias towards increasing access to education. These initiatives include provision of missing facilities, enrollment drives and reduction of teacher absenteeism. While these are important steps, they do not form the critical factors in classroom teaching and learning, especially, when the teacher is neither adequately motivated nor trained. Efforts have been made for continuous professional development of teachers in varying degrees in each province but impartial impact analyses are missing.

However, the critical area of pre-service teacher education remains the weakest link. According to a study⁵ by SAHE and Alif Ailaan (2014), teachers have poor professional knowledge. The study analyzes this deficiency on three counts: taxonomies, curriculum and assessments. Only 33% of public sector and 19% of private sector teachers had knowledge of taxonomies, only 42% of public sector and 26% of private sector teachers had any knowledge of curriculum and in terms of assessments only 27% and 14% of teachers have had any training in assessment in public and private sectors respectively (Alif Ailaan and SAHE, 2014). The study also clarifies that these responses do not provide information on the depth of knowledge for those who had some level of familiarity.

⁵ Alif Ailaan & SAHE, (2014) *Voice of Teachers: learning from teachers across Pakistan*. Islamabad: Alif Ailaan.

Even where quality based reforms have been introduced, the same have not been utilized to improve the quality of teaching and learning in the classroom. Such laws include the National Education Assessment System that first conducted a diagnostic assessment in 2004. While it has intermittently produced reports; these have never been used to improve education inputs and outcomes. Similarly, work undertaken by the Punjab Examination Commission (PEC) has not been a factor in improvement of teaching-learning in the classroom⁶ (Rashid et. al, 2011).

Standards of education is another area where no province has made significant progress. National Education Policy, 2009, required setting of education standards for all education “inputs, processes and outputs”. Only recently a national standards document has been approved in the Inter-Provincial Education Ministers’ Conference (IPEM) but these have neither been adopted nor adapted by any province. While some standards exist; these are obsolete and focused on inputs in a very limited manner. This deficiency has been the result of not only provincial negligence but also on the fact that Federal Government has failed to operationalize the standards component of the “Federal Supervision of Curricula, Text-books, and Maintenance of Standards of Education Act, 1976”.

The 18th Constitutional Amendment also identified curriculum as an exclusive responsibility of the provincial governments but none of them has so far fully revised it, although a few minor amendments have been introduced. The extant curriculum adopted by all provinces was prepared and approved in 2006 by the erstwhile Federal Ministry of Education. While the curriculum is generally lauded to have been developed more systematically and with all the right pieces, including student learning outcomes its context with reference to ground realities remains in question⁷ (Jamil, 2009). A case in point is the curriculum for languages. English language curriculum for primary grades has been prepared as L1 (which means English is assumed to be the first language of the child). This is not the reality of the overwhelming majority of children in Pakistan. In fact, a majority of teachers at primary level have very low proficiency in the language. To further complicate matters,

⁶ Rashid, Abbas et al (2016). *Education Monitor: Assessment systems in Pakistan: Considerations of quality, effectiveness and use*. Society for Advancement of Education, Lahore

⁷ Jamil, Baela Raza, (2009). *Curriculum Reforms in Pakistan – A glass half empty or half full?* School Curriculum Policies and Practices in South Asian Countries

Punjab and then Khyber-Pakhtunkhwa converted all primary schools to English medium in 2010. While Punjab has since reverted to Urdu; the situation in Khyber-Pakhtunkhwa remains unchanged.

A study has shown that even at middle-level English is not taught in a manner where the students can learn the language effectively. At the primary level, its introduction, especially as L1, can only impede a child's learning process⁸ (Dar, 2012).

The problem exacerbates due to the dearth of education specialists in Pakistan in curriculum, textbooks and assessments. No degree is awarded in curriculum in any of the education faculties in the country. This deficit has been highlighted in the case of professionals in the Boards of Intermediate and Secondary Education

“Almost all of the BISE lack technical and professional staff with skills to effectively design and score examinations, and analyse the generated data. All paper development and scoring activities are outsourced and research staff is virtually non-existent. Paper setters, head examiners, and examiners are public-school teachers with considerable experience either from secondary schools or colleges with appropriate subject specialization. Examiners who design question papers are usually selected from an existing pool of professionals. The lack of capacity of examiners who design and grade examination papers is a significant issue”⁹ (Rashid et. al, 2016).

The lack of capacity and skills in all Boards of Intermediate and Secondary Education (BISE) is a significant issue impacting quality of education as these terminal summative examinations have the maximum impact on the teaching-learning process in the classroom. In the case of other specialized agencies for teacher training, curriculum development and textbook deficiencies are evident.

The introduction of public-private partnerships (PPP) has not improved the situation. Punjab has the largest PPP program under the Punjab

⁸ Dar, Fatima (2012). *Textbook Materials and their successful application in the classroom: Implications for language development*. Journal of educational and instructional studies in the world. Vol. 2, issue: 4 article 13 ISSN: 2146-7463.

⁹ Rashid, Abbas et al (2016). *Education Monitor: Assessment systems in Pakistan: Considerations of quality, effectiveness and use*. Society for Advancement of Education, Lahore

Education Foundation (PEF). Currently, around 6000 schools are managed by PEF¹⁰ (Yasin, 2016). PPPs have been pursued on the basis of “relatively better quality” of education in the private sector¹¹ (Andrabi et. al, 2002). The key question remains whether relatively better learning outcomes are sufficient grounds to lay faith in the PPP policies especially in the absence of government's capacity to regulate the sector. The latter itself depends on a comprehensive set of standards – which remain absent. Comparison of PPPs in countries with a stronger regulatory mechanism with countries with weak regulatory jurisdictions clearly shows the difference in success¹² (Patrinos and Guaqueta, 2009).

Health and nutrition are vital to a child's physical and cognitive development. According to one study, Pakistan falls among the 10 worst places in terms of child stunting¹³ (Water Aid, 2016). The study estimates that 45% children from Pakistan, under the age of 5, suffer from stunting. While this aspect has not been discussed in detail, in the report the statistics it is a big cause of concern for the future of the country.

2. Conclusion and Analysis

Reforms in education sector do not promise a change in the near future. Despite efforts key access data reveal major losses in the school system as children either do not enroll or do not stay enrolled. After long years of reforms, major introspection is required by all provinces. Unless, the child becomes the focus of these reforms and quality of education the primary concern no improvements will appear in outcomes: NER, survival rate etc. It is obvious that reform efforts have skirted basic requirements like standards, development of education professionals and pre-service teacher trainings. Most critically, the problem of child nutrition has emerged as a huge challenge. Without addressing it, success is unlikely. However, the key focus remains on the quality of education

¹⁰ Yasin, A. (2016, March 17). 59-primary-schools-handed-over-to-pef. Rawalpindi, Punjab, Pakistan.

¹¹ Andrabi et al, (2002). *Learning and Educational Achievements in Punjab Schools*. CERP

¹² Patrinos, Barrera-Osorio, Guáqueta (2009). *The Role & Impact of Public Private Partnerships in Education*, World Bank

¹³ Water Aid “Caught Short: How a Lack of Toilets and Clean Drinking Water Contributes to Malnutrition” July 2016

Punjab

Punjab has, arguably, been the foremost province in terms of continuity of education reform. The process started in 1996 and continues till date. It saw a major inflection point where large donors like the World Bank and later the Department for International Development (DFID) of the UK Government provided annual funds through direct budgetary support under the Punjab Education Sector Reform Programs (PESPR 1 and 2). Major strides were claimed to have been made. Definite improvements were seen in reduction of teacher absenteeism and improvement in the state of physical facilities. Efforts were also made on the qualitative side with a comprehensive continuous professional development program for teachers and setting up of the Punjab Examination Commission (PEC). Another strand, used for expansion of education and improvement of quality, has been Public-Private Partnerships (PPPs) through Punjab Education Foundation (PEF).

Unfortunately, despite years of efforts key educational outcomes have improved only marginally. Net enrollment rates for all levels have remained stagnant. So, have literacy rates and learning outcomes. Despite better indicators than other provinces, the performance in education falls much short of the promise, especially, given the massive international support.

1. Education Reforms in Punjab

Since the early 1990s Punjab has implemented a series of reforms in the education sector starting from SAP-I (Social Action Plan) in 1993 where large-scale investments were made in school infrastructure. Education became a priority under the PML-N government in 1996 when Shahbaz Sharif – the then Chief Minister of Punjab – commissioned a “Ghost School Survey” and monitored BISE examinations for the first time. The Punjab Education Reform Program (PESRP) was the main driving reform which began in 2003 – and brought issues of quality and governance to the forefront. Moreover, this period also saw a shift in policy towards PPPs which resulted in the restructuring and expansion of the Punjab Education Foundation.

Chronology of key reforms		
Period	Reform	Key Areas
1993-96 & 1998-2002	SAP -I & SAP-II	Large scale investment in infrastructure

2002-11	Contract Teacher Reform	New teachers were hired on a contract renewable after five years based on their performance
2003 till date	The Punjab Education Sector Reform Program (PESRP)	Education sector reforms that improve quality, access, sector governance, and public private partnerships Reforms that strengthen devolution and improve fiduciary environment and governance
2004 till date	Punjab Education Foundation	Restructuring and expanded mandate/functions of PEF
2005 till date	Punjab Examination Commission (PEC)	first province to launch a large-scale assessment program to measure SLOs of Grade 5 & 8
2006 till date	English Medium Instruction	Announced a policy of English-medium instruction at the primary level
2007 till date	Continuous Professional Development Program for Teachers	The Directorate for Staff Development (DSD) introduced the Continuous Professional Development Program. In every district, a District Training and Support Centers (DTSC) was established. Furthermore, under each DTSC on average 60 Cluster Training and Support Centers (CTSC) established
2010 till date	Chief Minister's Punjab Schools Reform Roadmap	Formulated especially as a framework to expedite the delivery of educational results under PESRP

Finally, in 2014 – the Punjab government enacted “The Punjab Free and Compulsory Education Act, 2014”, to “provide for free and compulsory education to all children of the age of five to sixteen years”. The Chief Minister’s Roadmap through a series of initiatives is working towards fulfilling this monumental task.

2. Literacy¹⁴

Punjab has the highest literacy rate in the country yet it is below countries like Sri Lanka which have nearly hundred percent or the best performing provinces in India. From 2004-5 to 2014-15 there has been an increase from 55 to 63 - total of 8 points in a period of ten years.

Table 3.1: Literacy Rate 10+ in Punjab										
	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Total	55	56	58	59	59	60	60	62	61	63
Total Male	65	66	67	70	69	70	70	71	71	71
Total Female	44	47	48	48	50	51	51	54	52	55

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

¹⁴ Source: Pakistan Social and Living Measurements Survey 2004-15

Male literacy rates have increased to 71% from 65%, while female literacy rates are only 55%. The general trend of stagnant literacy rates is clearly evident.

The Rural-Urban contrast in Punjab is a cause for concern. This is amplified for females as only 45% females were literate in rural Punjab in 2014-15, compared to 65% of rural males and 82% for the urban males.

Table 3.2: Rural - Urban Literacy Rates in Punjab (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Urban Male	78	80	79	78	82	80	80	82	82	82
Urban Female	66	67	68	66	71	71	70	72	71	73
Rural Male	59	58	61	66	63	64	65	66	65	65
Rural Female	35	37	38	40	39	42	41	45	43	45

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

3. Net Enrollment Rates

The next critical access-related indicator is the net enrollment rate (NER). Two trends are very evident in the tables discussed below:

1. Similar to literacy rates, improvements in NER have been very slow.
2. NER drops drastically across each cohort i.e. primary, middle and secondary. The trend will also be reflected in the data on out-of-school children later in the chapter.

NER, for primary education, is higher than other provinces. However, in terms of growth rate - the situation is not so encouraging. The disparity between rural-urban and the gender divide is the lowest for primary children in Punjab. However, over the last ten years, overall NER has just increased by 4 percentage points. Punjab is still home to 13 million out of school children. At this rate, Punjab is set to face a burgeoning crisis of out-of-school children in future with increase in population growth.

Table 3.3: Net Enrollment Rates for Primary Education in Punjab

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	66	64	70	69	71	70	74	72	72	70
Overall Male	69	67	73	72	74	73	77	74	74	73
Overall Female	62	61	67	67	68	68	72	70	69	67
Rural Male	66	63	71	68	72	70	75	72	72	70
Rural Female	57	55	63	62	63	64	69	66	65	62
Urban Male	77	77	78	80	81	80	82	81	80	81
Urban Female	66	76	79	70	82	78	80	82	79	79

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

Mirroring the case of literacy rates, rural females have the poorest indicators with an NER of only 62 compared to 81 for the urban male, 70 for the rural male and 79 for the urban female.

NER for middle school children drops drastically. Overall rates drop from 70% to 38%. For rural females it is at 32%, and for females generally, it is 38%. This points to a high number of drop outs across the classification of gender and the rural-urban divide. Some of the factors for the latter are discussed subsequently.

Table 3.4: Net Enrollment Rates for Middle Education (11-13) in Punjab

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	21	33	34	34	36	37	40	40	39	38
Overall Male	33	35	36	35	38	37	43	43	40	39
Overall Female	30	31	32	34	34	36	38	38	37	38
Rural Male	30	32	33	33	34	34	41	36	36	36
Rural Female	23	24	24	28	28	29	33	33	32	32
Urban Male	41	43	43	39	46	46	46	45	50	44
Urban Female	44	48	48	47	49	51	48	53	48	51

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

Similar to the earlier indicators, rural females fare the worst, NER at middle level for the rural female is only 32. But, sadly, the indicator does not improve drastically for others, with the highest being for urban females at 51 for 2014-15. While the values are low in general the improvement in middle NER has been faster than the growth in primary

NER. Overall, there has been an increase of 17 points over ten years as compared to only 4 for the primary NER. Maximum increase has been witnessed in the case of rural females whose figure has improved from 23 to 32. In all other cases growth has been slower.

The number of children that complete Matriculation is even lower. While in 2014-15, 38% students were completing middle school, only 29% were enrolled for Matriculation. The rural female is once again the most disadvantaged group and fares at only 21%.

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	19	20	20	24	24	25	28	28	65	29
Overall Male	20	21	22	26	26	24	29	29	71	29
Overall Female	18	19	19	21	23	25	27	27	60	29
Rural Male	18	18	18	23	22	21	27	27	64	24
Rural Female	12	11	12	16	17	19	20	20	46	21
Urban Male	27	27	29	32	34	32	33	33	86	39
Urban Female	31	35	32	32	37	38	42	42	89	44

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

This means that the highest number of out-of-school children are at secondary level. Without an improvement in results at the secondary level; continuing education will remain an unattractive proposition for parents and children.

4. Out of School Children and Enrollments¹⁵

FIG 3.1: OUT OF SCHOOL CHILDREN IN PUNJAB



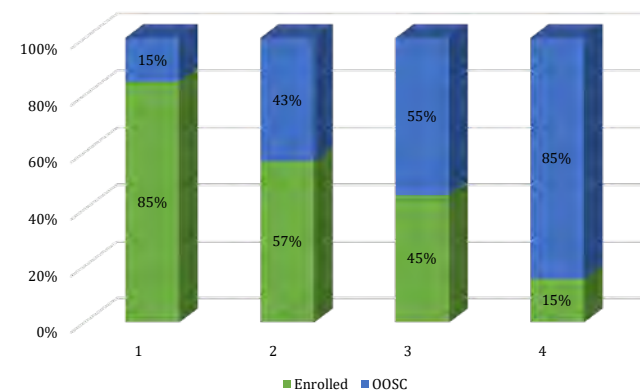
For the age group 5 to 16, 39% children in Punjab are out of school. In terms of numbers this is the highest among all provinces. Percentage wise the lowest figure is that of Khyber Pakhtunkhwa that has only 23% out of school children.

Source: Pakistan Education Statistics 2016-17

¹⁵Source: Pakistan Education Statistics 2016-17

As seen in the case of NER, the numbers deteriorate as the level of education increases. At the primary level, 15% children are out of school, at the middle, secondary and higher secondary, the numbers are 43%, 55% and 85% respectively. The situation reflects a high number of young adolescents who are out of schools. This has serious implications on the socio-economic development of the province.

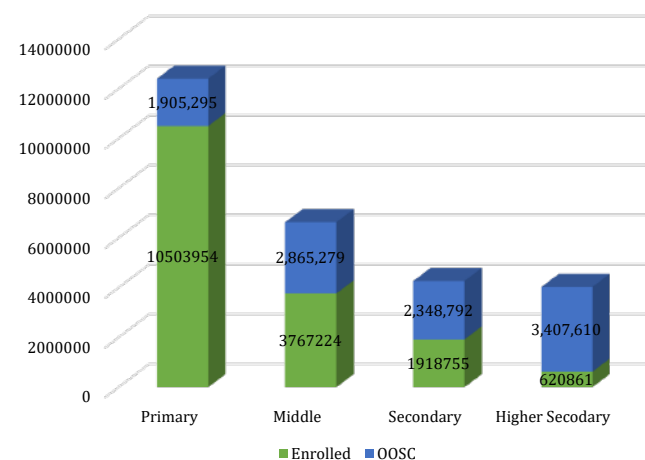
Figure 3.2: Level Wise OOSC as Percentage- Punjab



Source: Pakistan Education Statistics 2016-17

Given that Punjab is the most populated province in the country, the percentages given above translate into a substantial number in absolute terms. At the primary level, with the smallest percentage, 1.9 million children are not in school. This not only deprives them of their fundamental rights, it also exposes them to child labour and abuse. At the middle level the number of out of school children increases to 2.86 million.

Figure 3.3: Level Wise OOSC Ratio in Punjab



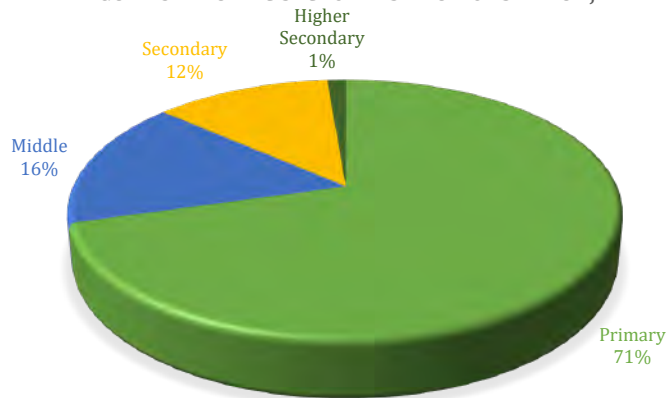
Source: Pakistan Education Statistics 2016-17

At the secondary level, it is 2.35 million and at the higher secondary level 3.41 million. In all, if the figure till secondary level is taken, a total of 10.5 million children are out of school. If the figure is seen in light of the requirements of Article 25-A then 7.1 million children are not in school. This is a serious deficit that remains even after more than a decade and a half of reforms in the province.

5. Institutional Bottleneck

An inadequate number of educational institutions in the public sector is another serious flaw in the educational infrastructure that pushes children out after completion of primary education. Primary schools constitute 71% of the all public-sector institutions in the province. Middle schools constitute 16% and secondary and higher secondary 12 and 1 percent respectively. The imbalance in apportionment of public educational institutions across the different levels suggests that the State does not prioritize retention of students in the public education system.

FIGURE 3.4: PUBLIC SECTOR INSTITUTIONS IN PUNJAB

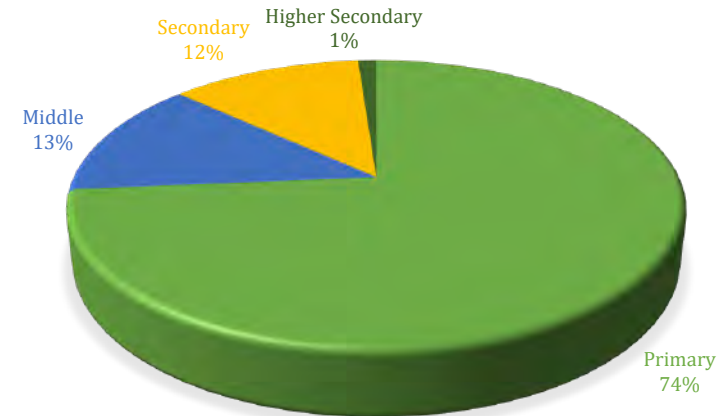


Source: Pakistan Education Statistics 2016-17

The gap in case of Punjab, especially, at the middle level is covered by private schools to an extent but that does not necessarily adequately fulfil the requirements of Article 25-A. It has definitely failed to impact NER in a meaningful manner. Most private schools are set up according to favourable market conditions and not necessarily to meet societal needs. Their geographic spread and inaccessibility for the underprivileged segments of society provide credence to the claim that they cannot serve as an alternative to public schools.

Figure 3.5 below shows the situation in case of institutions for male students. The general trend seen above is replicated here with the exception that the middle level portion squeezes to 13%.

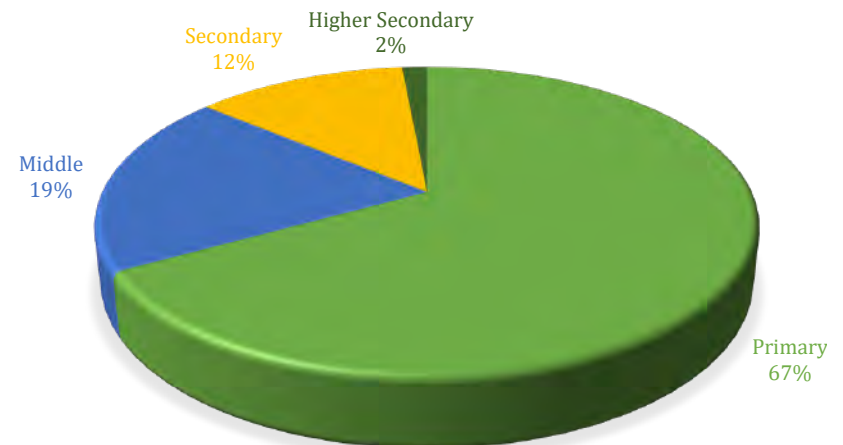
FIGURE 3.5: BOYS PUBLIC SECTOR INSTITUTIONS IN PUNJAB



Source: Pakistan Education Statistics 2016-17

In case of girl's education, the middle section expands a bit as a percentage of overall girl's institutions at 19% and higher secondary at 2%.

FIGURE 3.6: GIRLS PUBLIC SECTOR INSTITUTIONS IN PUNJAB



Source: Pakistan Education Statistics 2016-17

On gender balance, the gap between institutions for girls and boys is not vast. In fact, at middle and higher secondary levels, there are more girls' schools as compared to boys' schools.

Table 3.6: Proportion of Female Schools at Each Level in Punjab

	Girls	Boys	Percentage of female Institutions
Primary	17,070	21,196	45%
Middle	5,783	4,292	57%
Secondary	4,420	4,793	48%
Higher Secondary	609	491	55%

Source: Pakistan Education Statistics 2016-17

This reflects an increased effort to redress the imbalance between boys' and girls' institutions which helps reduce the gender balance.

6. Quality of Education

The key variable to gauge the education system is student-learning outcomes. Survival rate in public schools reported by Pakistan Education Statistics and student-learning outcomes are assessed by the Annual Status of Education Report (ASER). These are used to gauge quality of education. Survival rate in Punjab remains above the national average but significantly below¹⁶ the requirements of Article 25-A of the Constitution (Table 3.7)

Table 3.7: Survival Rate to Primary Level in Punjab

Province	Male	Female	Total
Punjab	71	74	73
Pakistan Overall	67	67	67

Source: Pakistan Education Statistics 2016-17

The more direct indicator of student-learning also depicts a dismal picture. According to ASER datasets, learning levels of children in 2016 have deteriorated compared to 2015. In 2016, 35% of students in Grade 5 could not read a story in Urdu for Grade 2 students. In 2015, this number was 30%. Similarly, the number of children that could read a sentence in English in 2016 had decreased from 43% to 40% in 2015. Private schools are performing marginally better when learning levels are compared. Learning levels especially in rural Punjab have also deteriorated over the years. Class 3 students who could read a few words in English have dropped from 63.1% in 2012 to 58.8% in 2015.

¹⁶Source: Pakistan Education Statistics 2016-17

Table 3.8: Learning Levels in Rural Punjab

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	57.3	63.1	52.3	66.7	61.3	55.6
2013	52.8	62.3	50.4	65.8	62.1	56.3
2014	52.9	58.6	48	62.6	56.6	51
2015	54.3	58.8	51.9	69.6	59.8	58.5

Source: Annual Status of Education Report (ASER, 2012-2015)

Even in urban centres, learning levels are deteriorating. Grade 3 children's English, Urdu and Math skills have dropped by 15%, 16% and 18% respectively in three years.

Table 3.9: Learning Levels in Urban Punjab

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	70.6	79.1	72.5	73.9	73.5	62.5
2013	70.65	82.6	66.3	80.9	85.35	73.12
2014	62.4	69.5	54.5	63.6	60.8	53.9
2015	55.6	63.3	54	56.2	57.7	52.6

Source: Annual Status of Education Report (ASER, 2012-2015)

The situation in Punjab, though relatively better than the rest of the country, is alarming. Two observations can be made from this; firstly, there is an issue of a high number of OOSC, and secondly, the children in school are not learning at the requisite level. At least a part of the dropouts may be due to poor quality itself.

7. Scorecard and Projections for Article 25-A

Article 25-A of the Constitution requires free and compulsory education for all children in Pakistan. To achieve the target a number of indicators will have to be met. Table 4.11 below shows the required target, their current value and projections. These projections have been made at three levels: if the current

trend continues, if it doubles, and if the rate of improvement increases three-fold. The projections have been made in the case of four of the indicators: literacy rate, NER primary, NER middle and NER secondary.

Table 3.10: Article 25-A Score Card Punjab

Indicator	Required Value	Current Value	Year in Which Required Value achieved at current rate	Year in Which Required Value Achieved at Twice the Rate	Year in which value achieved at 3 times the rate
Primary NER (6-10)	100	70	2090	2053	2040
Middle NER (11-13)	100	38	2052	2034	2028
Secondary NER (14-15)	100	29	2086	2051	2039
Literacy Rate 10 plus	100	63	2062	2039	2031

Source: The base data for projections (current value) taken from PSLM 2015-16 and projections made on the basis of growth over the last 10 years as recorded in PSLMs from 2004-5 to 2015-16

At the current rate, NER of 100 points for the primary level will be achieved by Punjab no earlier than the year 2090. Even if the rate of improvement doubles, then the same will be achieved in 2053 and if it triples, then it will be reached in the year 2040. For secondary level NER, the requisite value of 100 points will be reached in the year 2086 if the current rate of improvement persists. At twice the rate of improvement, this will be achieved in 2051 and at three times, in 2039. Literacy rate of 100% will be achieved in 2062 if the current rate of improvement remains unaltered. If it is doubles, then it will be achieved in 2039 and at three times, it will be achieved in 2031. From this, it can be concluded that even if the simple linear approach is deficient a multiple of three will ensure compliance by 2031 only.

8. Conclusion and Analysis

Punjab has had the longest history of uninterrupted reform efforts and performs better than other provinces. Unfortunately, it still remains far from meeting the education needs of the children and hence the requirements of Article 25-A of the Constitution. Education quality has not improved as per the requisite levels despite some critical reform. The most important of these was setting up of Punjab Examination Commission (PEC). PEC conducts summative assessments at primary and middle level of all private and public

schools on an annual basis. Despite this, examination results have not translated into better learning for children. The classroom teaching and learning does not appear to have been impacted. Even the elaborate professional development program of the Directorate of Staff Development (DSD) (now known as Quaid-e-Azam Academy of Educational Development) has not produced enough of an impact.

Similar to other provinces, Punjab has not adequately worked on the improvement of the overall quality of education professionals in the sector in curriculum-development, textbooks, assessments, teacher training and teaching. The massive Public Private Partnership (PPP) structure managed by the Punjab Education Foundation (PEF) provides a marginally better quality than the average public school but it cannot be considered an alternative to setting standards and required improvements in quality. In short, the government needs to enhance its ability to regulate quality in education irrespective of the delivery mechanism: private and public. Currently the impact appears to be minimal.

Sindh

Sindh is the second largest province of the country and has the second highest Human Development Index out of all of Pakistan's provinces at 0.640¹⁷. However, the proceeding paragraphs indicate that despite being the country's largest urban center, it lags far behind other provinces in terms of education.

The Government of Sindh (GoS), on 6th March, 2013, passed the Sindh Right of Children to Free and Compulsory Education Act, 2013 (2013 Act) and the process of providing education, as envisaged in Article 25-A of the Constitution, was put in the forefront of the policy plane for the provincial government.

Since the promulgation of the 2013 Act, education reforms such as the establishment of the Reform Support Unit in the School Education and Literacy Department (SELD), this focuses on capacity building and system and strengthening of the education department, were initiated. Public Private Partnerships for education reform have also been brought to the forefront of the policy agenda. Moreover, Sindh Education Foundation (SEF), established under the Sindh Education Foundation Act, 1992, has played a positive role in improving accessibility of education in the province by taking significant initiatives such as reopening of 168 schools in the province¹⁸. There has also been donor interest in the province i.e. financial support has been received for reform in education sector of Sindh from USAID, European Union (EU) and the World Bank (WB). More recently, the Asian Development Bank has also evinced an interest in the education sector of Sindh.¹⁹

Despite such improvements, the existing state of education remains dismal.

According to the School Education Department of Sindh, 56% of Sindh's children of school-going age are deprived of any form of education²⁰ and the total literacy rate in 2014-15 was only 60%²¹. NER, especially after the primary level of education, is very low and at the stage of Matriculation is only 24%. In addition to access related issues, quality, learning levels, child health and nutrition remain a persistent concern.

This chapter, highlights the basic tenets of education policy and reforms in the

¹⁷ Pakistan National Human Development Report 2017 published for UNDP at Page 161.

¹⁸ <https://tribune.com.pk/story/1702639/1-sindh-education-foundation-reopen-168-closed-schools/>

¹⁹ <https://www.dawn.com/news/1370519>

²⁰ <https://tribune.com.pk/story/1683141/1-whither-education-emergency-sindh/>

²¹ http://www.finance.gov.pk/survey/chapters_16/10_Education.pdf

province of Sindh, and analyses the current state of education - looking into issues of access and quality of education. At the end, a scorecard is presented, which demonstrates Sindh's progress in terms of fulfilling constitutional mandate of Article 25-A of the Constitution.

1. Reforms in Education

1. Sindh Education Sector Plan (2014-18)

In 2014 – GoS developed its first five-year long Sindh Education Sector Plan (SESP) – under the guidance of the National Education Policy, 2009; tailor made to meet the unique challenges of the province. SESP is the guiding umbrella document for various programs and policies that are being developed and implemented in the province.

The SESP focuses specifically on Early Childhood Education, targeting of OOSC and improving quality of education through improvements in curriculum and training of teachers.

Key Strategic Areas of Focus	
Access	Increasing Equitable Access to Early Childhood Education, Primary, Middle/Elementary and Secondary education ²²
Quality	Improving the Curriculum and Learning Outcomes Improving Teacher Quality
Governance	Strengthening Governance and Service Delivery Improving Resource
Source: Sindh Education Sector Plan, 2014, at Page 17.	

Moreover, there is emphasis on cross-cutting themes and special areas in which Public Private Partnerships for Education have been highlighted.

2. Establishment of Reform Support Unit (RSU)

Several reforms in Sindh were driven pursuant to the establishment of the Reform Support Unit within SELD in 2006. These reforms took the shape of the Sindh Education Reform Project I and Sindh Education Reform Project II, which are funded by the WB. The reforms have been focused on improving governance, accountability, and systems of the SELD. Some of the

²² <http://www.sindheducation.gov.pk/Contents/Menu/Final%20SESP.pdf>
Page 17. - Priorities and Strategies
The components of SESP are:

noteworthy reforms and favorable outcomes have been tabulated below:

Key Area	Intervention
Better Government Schools	Functional 'School Management Committee's (SMC's)'
	Preparation and transparent allocation of 'School Specific Budgets'
Improved Learning Outcomes	Merit-based recruitment of teachers
	Standardized testing of learning levels through SAT assessments
Improved Education data and Statistics	Biometric verification of teachers
	Human resource management information system
Increase in Education Budget	Real-time school-based e-monitoring across the province
	Total education budget in Sindh has increased from PKR 145 million in 2014-15 to PKR 202 million in 2017-18. This represents a significant increase of 39 percent over four years

*Adopted from RSU website and AlifAilaan (2018), 'Sindh - 5 years of Education Reforms – 2013-18: Wins, Losses and Challenges for 2018-23'

3. Public Private Partnerships

PPPs have recently been brought to the forefront of the policy plane of GoS. SEF, is by far the most impressive in ensuring that PPPs can take the lead in creating access and improving quality of education in the province. For instance, three of SEF's major programs have facilitated access of more than 400,000 children in Sindh²³. Moreover, SEF is taking various initiatives, through PPPs, such as facilitating the adoption of public schools by private entities, providing financial and technical assistance to private schools and the establishment of new private schools through voucher funding.

Another major reform, especially focused on improving the management and quality of education through PPPs, has been the Education Management Organizations (EMOs) Reform that was approved in 2014. Under the EMOs reform, the PPP Node at SELD will design, contract, and administer partnerships with credible EMOs from the private sector to manage and improve the functioning of public schools by introducing innovations, modernizing the education system, addressing management gaps, maintaining and upgrading the school building and facilities, and cooperatively working along with teachers, schools' staff, school

²³ Sindh Education Report accessed at <http://www.manzilpakistan.org/pdf/SindhEducationReport-Final.pdf> on Page 2- Figure 3: Total Enrollment in Sindh.

management committees, surrounding communities and local tiers of the SELD²⁴.

2. Literacy

The Literacy rate in Sindh has remained stagnant over the last 10 years. Between the years 2004-05 to 2014-15, literacy rate has only increased by 4 percentage points i.e. from 56% to 60%. The gender segregated data portrays a bleak image as well - with literacy rate of females increasing from only 41% to 49% in ten years.

Table 4.1: Total Provincial Literacy Rates in Sindh (2004-15)

	2004- 5	2005- 6	2006- 7	2007- 8	2008- 9	2010- 11	2011- 12	2012- 13	2013- 14	2014- 15
Total	56	55	55	56	59	59	60	60	56	60
Total Male	68	67	67	69	71	71	72	72	67	70
Total Female	41	42	42	42	45	46	47	47	43	49

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

The rural-urban divide in Sindh is surprising. Once again, this is especially true for girls as only 24% girls were classified as literate in rural Sindh during 2014-15.

Table 4.2: Rural - Urban Literacy Rates in Sindh (2004-15)

	2004- 5	2005- 6	2006- 7	2007- 8	2008- 9	2010- 11	2011- 12	2012- 13	2013- 14	2014- 15
Urban Male	80	80	80	81	81	82	85	84	80	80
Urban Female	62	65	65	64	65	68	70	70	63	70
Rural Male	56	54	52	57	61	60	58	59	53	55
Rural Female	18	17	16	20	22	22	23	22	21	24

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

The overall literacy rate in the province has neither improved over the years, nor in any way bridged the urban - rural or gender divide.

²⁴ Accessed at http://www.sindheducation.gov.pk/Contents/Menu/Final_PPP%20Guide%20Toolkit%20141117.pdf on Page 46- 4.3.1- The Education Management Organizations (EMOs) Reform (1) & (3)

3. Net Enrollment Rates

1. Primary Education:

For Primary Education - the urban male in Sindh fares far better than all other groups but the percentage increase has only been 4% over the last 10 years. The overall NER has only increased by 7 percentage points and the female NER is still at a mere 54%.

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	54	57	59	59	64	62	59	62	56	61
Overall Male	60	62	65	64	69	68	65	67	62	67
Overall Female	47	52	50	52	57	55	53	56	50	54
Rural Male	52	55	57	60	65	63	58	61	54	61
Rural Female	33	38	34	38	46	43	41	44	37	41
Urban Male	71	71	76	72	75	74	76	76	73	75
Urban Female	66	70	71	72	72	78	70	74	66	72

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

NER for the rural female is still at a mere 41% and the rural male at 61%. The difference between rural and urban areas is of a sizeable proportion.

2. Middle School

Overall NER for middle school drastically drops by 20 percentage points from the primary school NER. The female NER rates are in the bracket of 20% to 30% and only in 2014-15 reached the 30-percentage mark. The rural female NER for middle school is at an alarming 14%. The difference between the rural female NER at primary school and the rural female NER in middle school is 27%.

	2004-5	2005-6	2006-7	2007-8	2010-11	2011-12	2012-13	2013-14	2014-15	
Overall	31	31	31	33	36	36	34	34	29	34
Overall Male	35	32	35	37	41	39	39	39	32	37
Overall Female	26	29	27	28	30	32	29	29	26	30

Rural Male	27	24	26	33	36	34	32	34	25	28
Rural Female	11	7	10	10	14	14	16	16	11	14
Urban Male	44	40	46	42	46	46	48	46	42	47
Urban Female	40	47	43	47	46	50	44	48	39	48

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

3. Secondary School - Matriculation

The NER and transition rates for matriculation drops even lower: Female NER in rural areas has only increased from 5% to 8% over a decade.

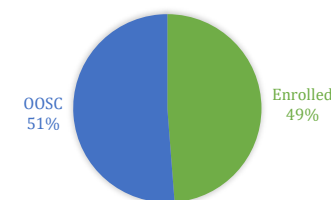
	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	20	18	19	18	24	23	23	23	47	25
Overall Male	23	20	21	19	26	26	24	24	54	29
Overall Female	18	16	16	18	21	20	21	21	41	20
Rural Male	17	10	13	13	19	19	17	17	40	20
Rural Female	5	6	3	6	8	7	6	6	14	8
Urban Male	29	28	30	25	34	35	34	34	68	39
Urban Female	29	25	27	29	32	32	39	39	65	33

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

4. Out of School Children

Sindh has the second highest number of OOSC in Pakistan, after Balochistan.²⁵ Out of the 12 million children, within the age bracket of five (05) to sixteen (16) years in the province, 6.43 million (51%) are out of school (Pakistan Education Statistics, 2016-17). This is an enormous challenge for GoS to overcome.

FIGURE 4.1: OOSC SINDH

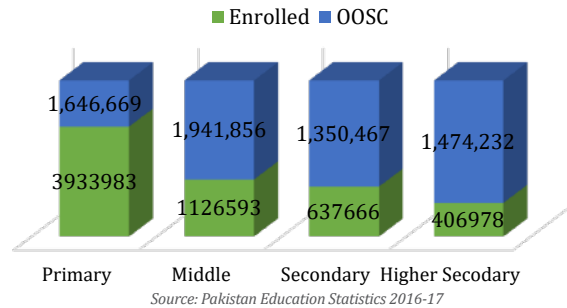


Source: Pakistan Education Statistics 2016-17

²⁵ <https://tribune.com.pk/story/946594/why-25-million-children-are-out-of-school-in-pakistan/>

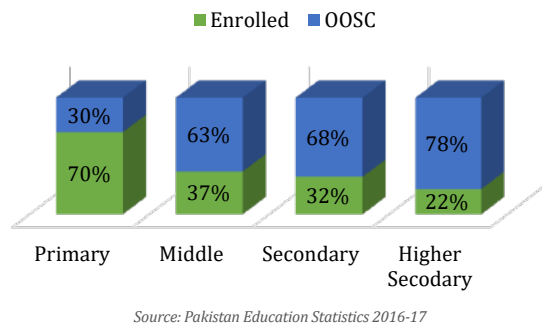
Middle school has the highest number of OOSC in the province. This points towards a high number of drop-outs between primary and middle school. Secondary and higher secondary schools have 1.3 and 1.4 million children out of school and corresponding enrollment at those levels is as low as 637,666 and 406,978 respectively.

FIGURE 4.2: RATIO OF OOSC SINDH



As a percentage, the trend remains similar to Punjab with the proportion of OOSC increasing with educational levels.

FIGURE 4.3: PERCENTAGE OF OOSC SINDH



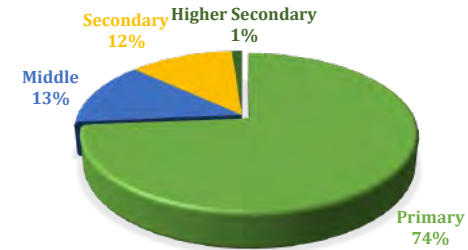
By higher secondary level of education, only 22% children are in school. This corresponds with the NER.

5. Institutional Bottlenecks

In Sindh – there are 42,383 primary, middle, high and higher secondary public sector institutions²⁶. However, a large majority of these are for primary education. There are only 2,241 middle schools, 1719 higher and 291 higher secondary educational institutes in the Province.

²⁶ https://epaperdawn.com/print-textview.php?StoryImage=28_03_2018_119_003

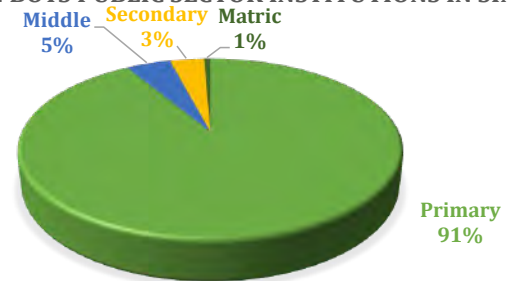
FIGURE 4.4: PUBLIC SECTOR INSTITUTIONS IN SINDH



As seen in Figure 5.4 the numbers translate into 74% primary schools, 13% middle, 12% secondary and only 1% higher secondary schools out of the total institutions in the province.

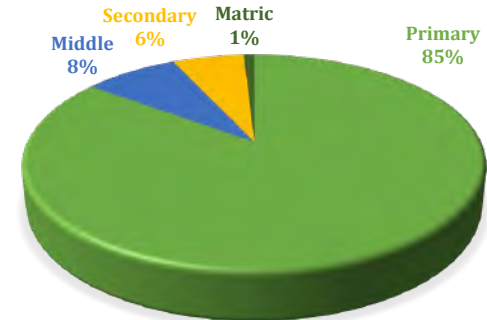
In case of boys school the proportion of primary schools rises to 91%.

FIGURE 4.5: BOYS PUBLIC SECTOR INSTITUTIONS IN SINDH



For boys' and girls', the ratios drop as we assess the situation in higher grades. At matric level – for boys and girls, there are only 1% institutions available.

FIGURE 4.6: GIRLS PUBLIC SECTOR INSTITUTIONS- SINDH



Source: Pakistan Education Statistics 2016-17

Eighty five percent of girls' schools provide primary education; Middle and Secondary school education is being imparted in only 8% and 6% of girls' schools; and only 1% girls' schools provide the option of matriculation.

The lack of education institutions available at higher levels creates a bottle neck for students trying to advance to the next level.

As evident from the data above - the situation turns bleaker in higher grades. The GoS has not been able to create ample opportunities for increasing access to education - and the growth rates are negligible in view of the population growth rate.

Transition rates are low between primary, middle and secondary education. This is firstly because children do not have access to higher level educational institutions, especially, in rural areas. Moreover, the consistently poor quality of education, teacher absenteeism, dysfunctional schools, and missing facilities have resulted in a high number of drop outs.

The gender divide in term of school education is appalling in the province; the socio-cultural environment could be a role player but primarily it is due to the lack of initiatives by the GoS in creating suitable opportunities and environment for girls' education - especially at higher levels. This is evident from Table 5.6 below:

	Boys	Girls
Primary	78%	22%
Middle	66%	34%
High	66%	34%
Higher Sec	70%	30%

Source: Pakistan Education Statistics 2016-17

The institutional gap between boys' and girls' schools is wide at all levels, being the widest at the primary level where 78% of all schools are for boys and only 22% cater to the education of the girls in the province.

1. Quality

Quality of Education has also been a major concern in Sindh. Survival rate to grade 5 is at 60 %, which is lower than the overall national average.

Province	Male	Female	Total
Sindh	60	58	60
Pakistan Overall	67	67	67

Source: Pakistan Education Statistics 2016-17

According to ASER datasets, learning levels have improved over the years with nearly a 100% improvement in the number of class 5 children that can read a story in Urdu between 2012 and 2015. Similar improvements are noted in other categories as well. However, the rate of progress is slow – and it is a long road before they reach acceptable levels.

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	40.36	53.6	36.3	32.6	44.9	24.8
2013	47.8	61.8	46.7	48	52.7	43.9
2014	58.4	61.1	58.2	60.4	51.3	54.1
2015	59.6	77.4	64.3	62.5	64.3	55.7

Source: Annual Status of Education Report (ASER, 2012-2015)

In any case, the general level of learning, with and without improvements, has been low.

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	33.8	24.7	22.2	40.3	25.4	26.9
2013	33	28.4	24.2	41.2	25.2	29.4
2014	36.8	27.9	29.6	41	23.6	30.5
2015	36.1	29.6	34.8	45.3	24.4	35.3

Source: Annual Status of Education Report (ASER, 2012-2015)

The situation is worse in rural areas and the improvements are negligible. Compared to urban areas, in rural areas only 45.3% class 5 children can read a story in Urdu and improvement of merely 5 percentage points at levels can be noticed, in the same time-span.

6. Article 25-A Score Card and Projections for Sindh

Scorecard for education in Sindh demonstrates the sclerotic pace of achieving the targets of Article 25-A of the Constitution. In fact, at current rate, it will take more than a hundred years to reach the 100% mark of NER at secondary level of education as seen in the projections below. Moreover, literacy rate, at the current growth rate, will reach 100 in 2115.

Table 4.30: Article 25-A Score Card Sindh

Indicator	Required Value	Current Value	Year in Which Required Value achieved at current rate	Year in Which Required Value Achieved at Twice the Rate	Year in which value achieved at 3 times the rate
Primary NER (6-10)	100	61	2071	2043	2034
Middle NER (11-13)	100	34	2235	2125	2089
Secondary NER (14-15)	100	25	2142	2090	2065
Literacy Rate 10 plus	100	60	2115	2065	2049

Source: The base data for projections (current value) taken from PSLM 2015-16 and projections made on the basis of growth over the last 10 years as recorded in PSLMs from 2004-5 to 2015-16

7. Conclusion and Analysis

Sindh's education reform was reinvigorated in 2006 but despite a decade of work the end results do not take it any closer to achievement of the requisite targets. Recently, there has been an increased emphasis on PPPs, again as an alternative to the inadequacies of public sector schools.

Similar to Punjab, it cannot supplant the need for a standard based regulation by the government through quality mechanisms and professional human resource. At present, low student learning outcomes and stagnant NER and literacy rates clearly indicate a need to dispassionately develop and implement

aggressive reforms and policies in the province.

There has to be a focus on classroom teaching and learning. The province also needs to focus on areas such as assessment or comprehensive professional development programs. The indicators will not improve on a sustained basis unless there is a drastic shift towards improvement of teacher quality, development of professionals in curriculum, textbooks, teacher training and assessments outcome.

Khyber Pakhtunkhwa

Pursuant to the General Elections of 2013, the Government of Khyber Pakhtunkhwa (GoKP) has introduced significant reforms concerning education and health for the residents of the province.

The GoKP has placed education as a high priority agenda on their policy plane. On 14th April, 2017, the Khyber Pakhtunkhwa Free Compulsory Primary and Secondary Education Act, 2017 (2017 Act) was passed, with an aim to, inter alia, provide free and compulsory primary as well as secondary education in the Province, in accordance with Article 25-A of the Constitution.

So far, the education indicators of Khyber Pakhtunkhwa (KP) rank second in the country, after Punjab²⁷. However, given the overall conditions of education in Pakistan, the relative position has limited consequences and many problems prevail within the education sector of KP. For instance, literacy rates in the province are lower than the national average (being especially low for rural areas and for girl's education). Moreover, ASER datasets show learning levels to be below par – with one indicator showing that only 44% boys and 36% of the girls aged 5-16 are able to read a sentence in Urdu/Pashtu/English.²⁸

Dysfunctional schools of the province i.e. without electricity, drinking water and other basic amenities also reflect the abysmal state of education. It is pertinent to note that poor law and order situation of the Province, in the last decade, has also affected the provision and implementation of education policies. As such, the GoKP faces an enormous challenge in terms of creating access, reducing gender gaps, and improving the quality of education across the public and private sphere.

1. Reforms in Education

The GoKP developed the Integrated Development Strategy for 2014-18 (IDS) and placed special emphasis on improving governance, access, and quality of education in the province. The key elements of IDS are given below:

²⁷ Pakistan District Education Rankings 2017 has shown that Khyber Pakhtunkhwa has moved up the index and now leads the provision of infrastructure at the primary level across all the provinces in Pakistan; however, at the middle school level Khyber Pakhtunkhwa is at the second spot after the Punjab per Alif Ailaan accessed at <https://elections.alifailaan.pk/khyber-pakhtunkhwa-education-report/>

²⁸ http://asERPakistan.org/index.php?func=data_statistics

Integrated Development Strategy 2014- 2018 ²⁹	
Outcome(s)	Output(s)
Improved education governance and sustained policy commitment	Education sector better managed
	Increased enrolment & retention rate
Achieving universal primary & quality secondary education	Better supported and more effective schools
	Provision of education to all through minimizing social and gender disparity
Strengthened institutional capacity and improved learning outcomes	Improved teacher management and learning methodologies

The elected GoKP introduced radical education reforms in the province. These reforms were widespread and approximately 169, in total. Some of the major reforms with respect to education have been highlighted below:

- OOSC: KP will be the first province to conduct a 'Household survey of OOSC (ADP, 2015-16'³⁰) and has allocated PKR 60 Million in their budget for this. This is a vital initiative by GoKP– as the last census in Pakistan was conducted in 1998 and there is a dearth of accurate data in Pakistan as most reports are based on estimates.
- Revision of Textbooks: A thorough revision of textbooks is being carried out. So, far text books till grade 10th have been reviewed.
- Examination: Uniform and universal examinations for grade five in all public and private schools was conducted. The purpose of these examinations was to improve the quality of education as these assessments can provide a uniform testing mechanism. Based on these results, improvements can be made to improve the quality of education.
- English Language: All schools were made to follow an English language curriculum.
- Monitoring of teacher absenteeism and school functionality.
- Overall increase in education budget has been 113.84% over the last 5 years (Saeed, 2017)

²⁹ Page 56 accessed at ljkp.gov.pk/wp-content/uploads/2014/08/Integrated-Development-Strategy.pdf

³⁰ Page 10 : Part 71- 150731 - Launching Household survey for assessment of out of school children accessed at http://kp.gov.pk/uploads/2016/02/ADP-2015-16_ES_Education.pdf

2. Literacy

Literacy rate in KP has increased at an overall rate of 8% over the last 10 years. Literacy rate has increased from 45% to 53%, during 2004-05 to 2014-15. However, the female literacy rate was an alarming 35% in 2014-15.

Table 5.1: Total Provincial Literacy Rates in KP (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Total	45	46	47	49	50	50	52	62	53	53
Total Male	64	64	57	68	69	68	72	70	72	71
Total Female	26	30	28	33	31	33	35	36	36	35

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

The rural-urban divide in KP is significant. However, the gender divide is far more significant i.e. between the urban male and rural male – in 2014-15 – there is a difference of 9 percentage points; and the rural female lags behind in all other categories.

Table 5.2: Rural – Urban Literacy Rates in KP (2004-2015)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Urban Male	75	73	75	79	76	77	80	78	81	80
Urban Female	47	45	46	51	48	50	51	52	55	52
Rural Male	61	62	65	65	67	67	70	69	70	69
Rural Female	23	27	24	29	27	29	31	31	32	31

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

The overall literacy rate in the province has grown at a decent rate – but the gender divide in the province is alarming and significant.

3. Net Enrollment Rates

1. Primary Education:

For primary education - the overall NER has increased from 57% to 71% over the last decade. This has been at growth rate of 1.4%, which is not desirable, but is still better than other provinces.

Table 5.3: Net Enrollment Rates for Primary Education – KP (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	57	58	61	62	64	64	66	68	67	71
Overall Male	66	66	71	70	74	71	72	76	74	78
Overall Female	48	48	51	53	54	56	59	60	59	62
Rural Male	65	65	70	69	73	71	71	74	74	77
Rural Female	45	47	48	51	51	54	57	58	56	60
Urban Male	73	70	73	73	80	76	80	83	76	82
Urban Female	62	57	65	68	69	69	72	75	75	73

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

2. Middle School

Overall NER for middle school demonstrates a sharp decline drop of 30 percentage points in comparison with the primary NER. The overall female NER rates is at 27% and rural female is at 25%. Although the overall NER growth rate over this decade has been 1.2%, the measures for education for girls must be improved on priority basis.

Table 5.4: Net Enrollment Rates for Middle School – KP (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	29	28	31	29	33	33	36	38	37	41
Overall Male	37	32	40	36	40	40	41	44	46	48
Overall Female	20	23	21	22	25	25	30	31	27	31
Rural Male	35	31	38	33	38	38	40	42	44	47
Rural Female	16	22	18	19	22	22	28	27	25	29
Urban Male	44	38	45	48	50	50	48	53	51	54
Urban Female	36	32	37	35	42	38	36	46	40	44

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

3. Secondary School - Matriculation

The NER for Matriculation has increased at a growth rate of 1.22%. However, the numbers were low to begin with – that the overall NER for 2014 is only at 26%.

Table 5.5: Net Enrollment Rates for Matric - KP (2004-15)

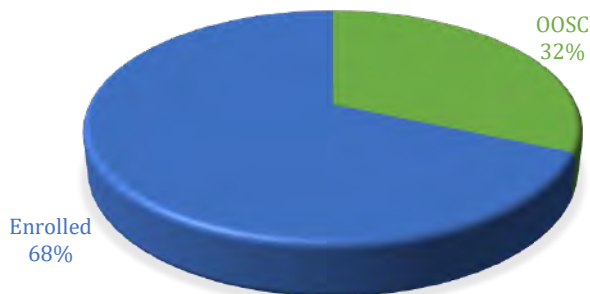
	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	29	16	17	18	20	19	20	25	26	27
Overall Male	37	22	23	23	24	23	14	31	32	34
Overall Female	20	9	10	12	15	14	25	18	19	18
Rural Male	35	21	21	22	23	22	26	30	29	34
Rural Female	16	7	8	10	12	12	12	16	15	16
Urban Male	29	30	19	33	26	29	26	35	37	34
Urban Female	24	20	17	21	19	27	23	29	27	26

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

4. Out of School Children

KP has approximately 2.3 million children still out of school. This is about 32% of the total children aged between 5-16 years.

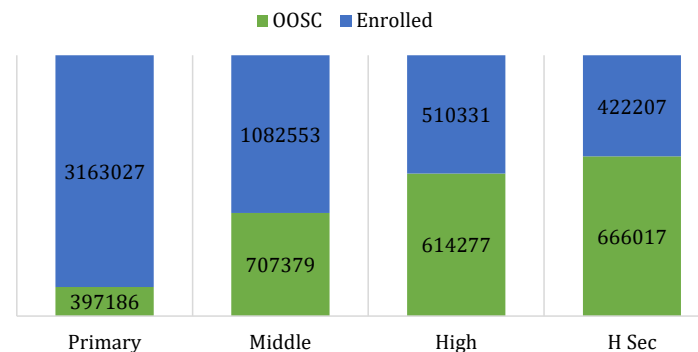
FIGURE 5.1: OOSC - KP



Source: Pakistan Education Statistics 2016-17

Middle schools have the highest number of OOSC in the province. This points towards a high number of drop-outs between primary and middle school. Secondary school and higher secondary have 510,331 and 422,207 children out of school and corresponding enrollment at those levels is as low as 614,277 and 666,017, respectively.

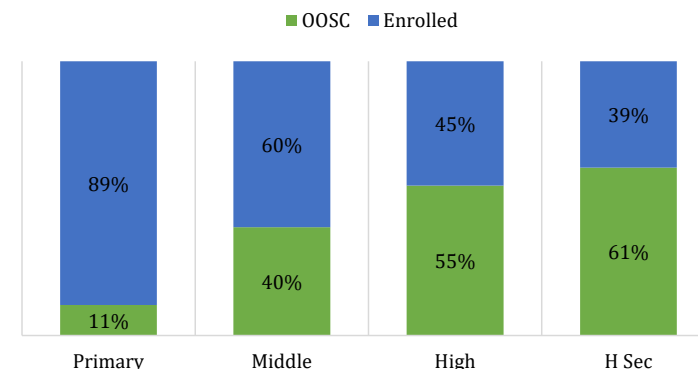
FIGURE 5.2: RATIO OF OOSC - KP



Source: Pakistan Education Statistics 2016-17

Similar to Sindh and Punjab, the number of OOSC increases with the level of educational attainment. The highest number of OOSC are at middle level, followed by higher secondary level.

FIGURE 5.3: RATIO OF OOSC KP



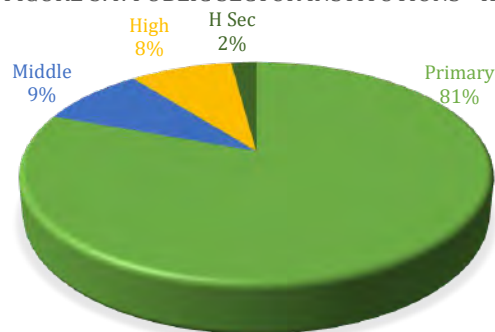
Source: Pakistan Education Statistics 2016-17

Primary level of education has the highest enrollment percentage and matriculation the lowest. Middle and secondary schools also have a high percentage of children that are still out of school.

5. Institutional Bottlenecks

In KP - there are a total of 27,524 primary, middle, high and higher secondary public-sector institutions. However, a large majority of these are for primary education. There are only 2611 middle, 2195 higher and 539 higher secondary educational institutes.

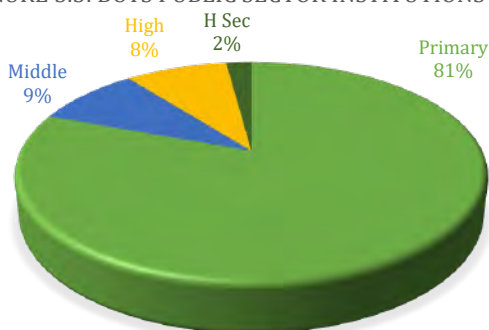
FIGURE 5.4: PUBLIC SECTOR INSTITUTIONS - KP



Source: Pakistan Education Statistics 2016-17

For boys and girls, the ratios drop in higher grades. At Matric level – for boys and girls there are only 2% institutions available.

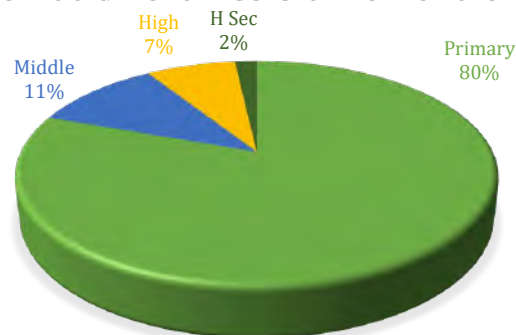
FIGURE 5.5: BOYS PUBLIC SECTOR INSTITUTIONS - KP



Source: Pakistan Education Statistics 2016-17

KP has done fairly well in maintaining the gender parity – especially at middle school level.

FIGURE 5.6: GIRLS PUBLIC SECTOR INSTITUTIONS - KP



Source: Pakistan Education Statistics 2016-17

Similar to other provinces proportion of female schools is lower than male schools but the proportion is still better than Sindh. The biggest gap is at the higher secondary level where only 35% of the institutions are reserved for girls.

Table 5.6: Proportion of Girls Institutions in KP

	Boys	Girls
Primary	61%	39%
Middle	57%	43%
High	65%	35%
Higher Sec	65%	35%

Source: Pakistan Education Statistics 2016-17

High schools also have the same proportion.

6. Quality

Quality of education has also been a major concern in KP. Survival rate to Grade 5 is fairly close to the national average. However, the female survival rate is alarming.

Table 5.7: Survival Rate to Grade 5 –KP

Province	Male	Female	Total
KP	71	57	65
Pakistan Overall	67	67	67

Source: Pakistan Education Statistics 2016-17

According to ASER datasets, learning levels are a serious concern in the province. In urban centers – in Class 3 – there has been a decrease in Urdu, English and Math scores. There has been a slight improvement for Class 5, but the difference is negligible.

Table 5.8: Learning Levels for Urban KP (2012-2015)

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	48.5	65.3	53.1	37.6	39.8	39.1
2013	15.8	68.7	60	13.5	27.4	30.5
2014	60.5	66.5	58.8	61.1	58.5	57.5
2015	37.6	53.7	45.4	39.3	40.1	35.5

Source: Annual Status of Education Report (ASER, 2012-2015)

In arithmetic, there has been a decline. Although compensating for sampling variances by and large the scores have been similar (on the low side) with 2014 as an outlier.

Table 5.9: Learning Levels for Rural KP (2012-2015)

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	44.6	59.6	48.6	43.3	47.1	44.1
2013	36.6	52.4	41.4	39	39.3	37.6
2014	43.5	55.7	49.4	45.5	46.1	48.5
2015	44.1	57.7	52.6	52.9	46.8	52.7

Source: Annual Status of Education Report (ASER, 2012-2015)

The situation is fairly stagnant in rural areas. However, surprisingly the results are better than urban centers i.e. for Class 5 results – the number of children who can read a story in Urdu and who can do division has improved slightly. In English, urban children have done better but it must be remembered that this is only a relative difference.

7. Article 25-A Scorecard and Projections

Scorecard for education in KP clearly points out that the mandate of Article 25-A of the Constitution has not been fulfilled. However, at the current rate of growth, it will achieve its targets before other provinces. Though this will not be possible before 2075, unless the efforts are intensified.

Table 5.10: Article 25-A Scorecard for Khyber-Pakhtunkhwa

Indicator	Required Value	Current Value	Year in Which Required Value achieved at current rate	Year in Which Required Value Achieved at Twice the Rate	Year in which value achieved at 3 times the rate
Primary NER (6-10)	100	71	2036	2026	2022
Middle NER (11-13)	100	41	2065	2040	2032
Secondary NER (14-15)	100	27	2075	2045	2035

Literacy Rate 10 plus	100	80	2074	2045	2035
Source: The base data for projections (current value) taken from PSLM 2015-16 and projections made on the basis of growth over the last 10 years as recorded in PSLMs from 2004-5 to 2015-16					

8. Conclusion and Analysis

Education reform in KP received a major impetus after formation of the coalition government led by the Pakistan Tehreek-e-Insaf (PTI).

Initially, the thrust of reforms was similar to Punjab's with a focus on enrolments, teacher absenteeism and missing facilities. Overtime there has been a shift towards quality and student learning outcomes are being used to develop teacher training programs.

Reform of assessment systems has also been initiated to shift towards testing of critical-analytical abilities and not just memory of the students. While these reforms are promising they are not enough.

Setting of comprehensive set of standards and development of quality human resources for all aspects of education need to be prioritized by KP, as well. The current situation clearly indicates that the priority targets of Article 25-A of the Constitution cannot be achieved for another 46 years unless there is a major change in the reforms and policies.

Balochistan

Balochistan, lamentably, has the weakest education indicators out of the four main provinces. It is characterized by the widest gender gap and lowest school completion rates. Decades of ongoing reform efforts, albeit consistent, remain unmatched in scale with those evidenced in other provinces. More recently, there have been interventions from UNICEF, UNESCO, European Union, Australian Aid and the World Bank. These have been directed towards planning educational reforms and increasing access to education. Quality related work has been negligible, with the most prominent one being the setting up of the Balochistan Examination and Assessment Commission (BEAC).

Low population density emerges as a major challenge in the provision of educational services. Balochistan constitutes 44% of the geographic territory of Pakistan while, housing only 5% of its population. However, weak political will, poor human resource and rampant corruption have been the primary hurdles in the quest for educational progress. Despite the discouragingly low rate of educational progress that the province faces; the prognosis in terms of achievements of the requirements of Article 25-A is less daunting, due to its much smaller population.

1. Reforms in Balochistan

Balochistan has introduced major reforms in the last five years. In 2013, Balochistan developed an ambitious education sector plan called the Balochistan Education Sector Plan-2013-18 (BESP). This Plan covers critical aspects of quality, access and equity with a strong emphasis on standards. However, a large portion of the Sector Plan has not been implemented. Key reforms include a focus on increased access to education through, among other efforts, the Global Partnership of Education (GPE)'s school construction program, pertaining to which co-education primary schools have been constructed. The endeavor also includes a program for selection and training of teachers. On the qualitative side, one critical reform has been the formation of the Balochistan Examination and Assessment Commission (BEAC) that conducts exams for grades 5 and 8 across the whole province. Recently, in collaboration with the Aga Khan Examination Board, officers of BEAC are being trained in assessments. However, similar to the situation in

Punjab, there is no evidence of the BEAC efforts leading to improvement in quality of education.

2. Literacy

As tabulated herein below, Balochistan has the lowest literacy rate in Pakistan at 44%, with a female literacy rate of only 25%.

Table 6.1: Total Provincial Literacy Rates (10+) in Balochistan (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Total	37	38	42	46	45	41	62	44	43	44
Total Male	52	54	68	66	62	60	79	62	59	61
Total Female	19	20	22	23	23	19	44	23	25	25

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

As evidenced, inequity across genders and rural urban areas is the starkest in Balochistan. Overall male literacy rate is at 61% while the female literacy rate is 36% percentage points lower. The annual growth of literacy in the last 10 years is an abysmal 0.7%.

Table 6.2: Rural - Urban Literacy Rates in Balochistan (2004-15)

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Urban Male	74	77	76	84	78	79	65	81	74	78
Urban Female	42	40	42	41	47	40	23	47	45	42
Rural Male	47	46	52	58	57	54	60	55	54	54
Rural Female	13	13	15	16	16	13	16	15	17	17

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

Rural literacy rates are generally lower and the gender gaps, much wider. There is a 37-percentage points gap between males and females. This becomes even more significant as the bulk of the province is rural.

3. Net Enrollment Rates

The next critical access related indicator is the Net Enrollment Rate (NER). While the trends are similar to other provinces, the gender dimension is the weakest in Balochistan. In light of this, three core

characteristic observations crystallize:

1. Improvements in NER have been very slow, similar to the literacy rates
2. NER drops drastically across each cohort: primary, middle and secondary.

The trend will also be reflected in the data on out of school children later in the chapter

3. Gender indicators are very cardinal weak

Table 6.3: Net Enrollment Rates for Primary Education in Balochistan

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	44	39	50	51	54	56	49	55	44	56
Overall Male	52	44	60	58	64	68	59	65	52	67
Overall Female	33	32	38	42	42	40	36	42	36	42
Rural Male	49	38	58	54	62	63	56	61	48	63
Rural Female	27	26	32	36	35	33	28	34	28	32
Urban Male	69	65	69	70	71	83	68	80	66	78
Urban Female	60	52	58	58	65	65	61	70	59	65

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

As in the case of literacy, rural females have the poorest indicators with an NER of only 32 as compared to 78 for the urban male, 63 for the rural male and 65 for the urban female.

A drastic downward trend can be observed in the NER for middle school children. Overall rates drop from 56% to 26%. For rural females, it is at 13% and 19% for girls in general. This points to a high number of drop outs in urban and rural population as well as within both genders. The results reflect two trends: high dropouts at the primary level and loss of children in transitions. Some of the factors for the latter are discussed subsequently.

Table 6.4: Net Enrollment Rates for Middle Education in Balochistan

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	17	14	19	22	22	25	24	28	22	26
Overall Male	19	18	23	27	28	34	32	36	28	31
Overall Female	13	9	13	17	15	13	14	17	14	19
Rural Male	16	15	19	21	25	30	28	32	26	29
Rural Female	8	3	7	10	8	7	8	10	9	13
Urban Male	33	29	37	41	39	47	45	49	36	36
Urban Female	33	24	33	34	33	35	29	39	28	30

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

The number of children enrolled at secondary level drops even lower. In 2014-15, NER at secondary level was at 15% and the rural female once again remains the most disadvantaged group and fares at only 5%.

Table 6.5: Net Enrollment Rates for Matric Education in Balochistan

	2004-5	2005-6	2006-7	2007-8	2008-9	2010-11	2011-12	2012-13	2013-14	2014-15
Overall	22	10	10	12	11	14	13	14	11	15
Overall Male	26	13	12	15	13	21	17	19	15	19
Overall Female	17	7	7	8	8	4	8	7	6	9
Rural Male	9	8	9	10	9	19	15	13	11	15
Rural Female	3	3	3	2	4	2	3	3	2	5
Urban Male	12	27	19	26	26	28	24	35	24	26
Urban Female	6	18	17	20	19	13	18	21	15	16

Source: Pakistan Social and Living Measurement Surveys (PSLMS, 2004-2015)

This means, similar to other provinces, the highest number of out of school children is of this age group. Without an improvement in results at secondary level, outcomes of education will remain unattractive for parents and children.

4. Out of School Children and Enrollments

For the age group 5 to 16, a staggering 64% of children are out of school. This is the worst percentage out of all provinces.

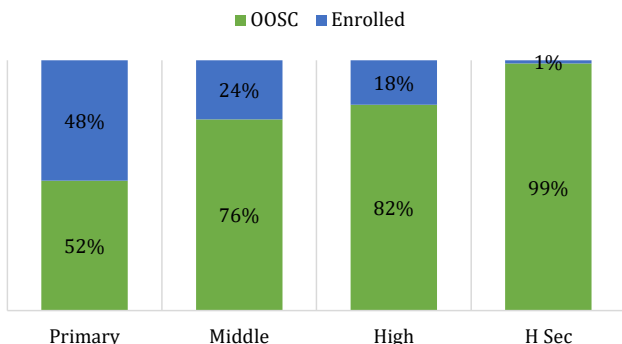
FIGURE 6.1: OUT OF SCHOOL CHILDREN TILL SECONDARY LEVEL IN BALOCHISTAN



Source: Pakistan Education Statistics 2016-17

As seen in the case of NER, the numbers deteriorate as the level of education increases. At the primary level 52% children are out of school, at the middle 76%, at secondary 82% and at higher secondary 99%. The situation reflects a high number of young adolescents who are not in schools. In fact, with only 1% of the children making it to higher secondary, these statistics constitute very serious concerns for the province.

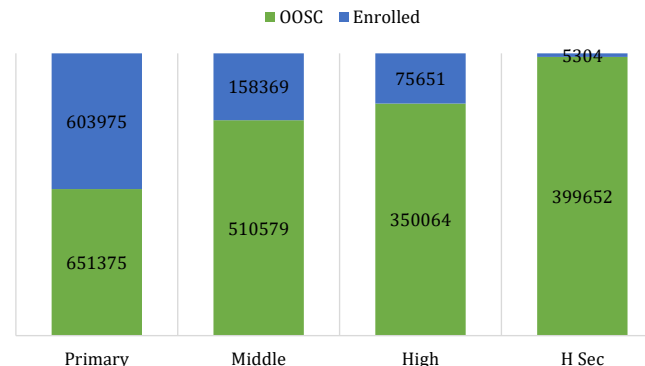
FIGURE 6.2: RATIO OF OOSC - BALOCHISTAN



Source: Pakistan Education Statistics 2016-17

Given that Balochistan is the least populated province in the country, the percentages given above do not translate into massive numbers. At the primary level, with the smallest percentage, 0.65 million children are not in school as compared to Punjab's 1.9 million. At the middle level the number of out of school children is 0.5 million

FIGURE 6.3: RATIO OF OOSC BALOCHISTAN



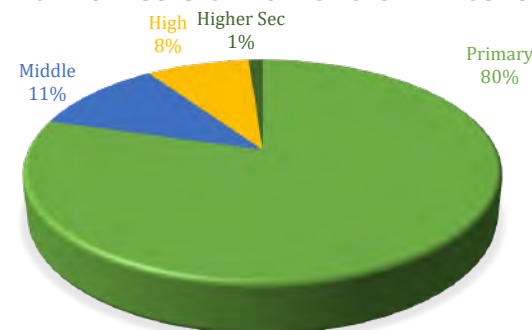
Source: Pakistan Education Statistics 2016-17

At the secondary level, the number is 0.35 million (compared to 2.35 million in Punjab) and at the higher secondary level 0.4 million as compared to 2.41 million in Punjab. In all, if the figures till secondary level are taken, a total of 1.5 million children are out of school: theoretically a much more manageable figure compared to the other provinces.

1. Institutional Bottleneck

Balochistan has the most skewed school proportions, wherein primary schools constitute 80% of the all public-sector institutions in the province. Middle schools constitute 11% and secondary and higher secondary 8 and 1 percent, respectively. Akin to the situation in other provinces, the institutional imbalance appears to accept the state of dropouts and the eventual access indicators with a greater imbalance than the rest.

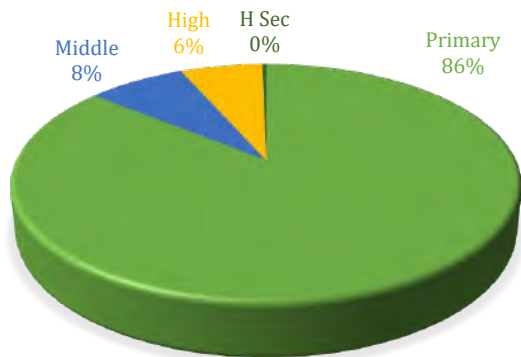
FIGURE 6.4: PUBLIC SECTOR INSTITUTIONS IN BALOCHISTAN



Source: Pakistan Education Statistics 2016-17

Figure 6.5 below shows the situation in case of boys' institutions. The general trend seen above is replicated in case of boys' institutions also, except that the middle portion squeezes to 8%. Again, primary schools are the highest at 86%.

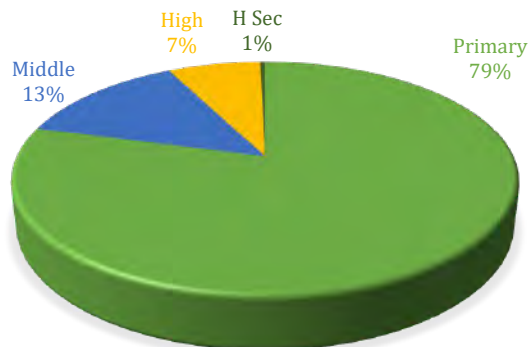
FIGURE 6.5: BALOCHISTAN-BOYS PUBLIC SECTOR INSTITUTIONS



Source: Pakistan Education Statistics 2016-17

In case of education for girls, the middle section expands a bit as a percentage of overall girls' institutions and stands at 13% of the total. Only 1% of the total schools for girls offer higher secondary education.

FIGURE 6.6: PUBLIC SECTOR INSTITUTIONS FOR GIRLS-BALOCHISTAN



Source: Pakistan Education Statistics 2016-17

On a gender balance, there is a massive gap between institutions for girls and boys. At all levels, the number of institutions for boys are more than those for girls. At the primary level the gap is widest with only 27% of the total schools being for girls.

Table 6.6: Proportion of Girls and Boys Schools in Balochistan

	Boys	Girls
Primary	73%	27%
Middle	58%	42%
High	69%	31%
H Sec	64%	36%

Source: Pakistan Education Statistics 2016-17

The data analysis elucidated hereinabove highlights the fact that an increased effort is required to redress the imbalance between institutions for girls and boys in order to reduce the gender imbalance.

5. Quality of Education

The key variable for the purposes of gauging the education system is student learning outcomes. In Balochistan, the two critical variables which reveal the quality of education are the survival rate in public schools and student learning outcomes assessed by the Annual Status of Education Report (ASER).

The Survival rate till Grade 5 shows that Balochistan has much lower values as compared to the overall average value in Pakistan. This unequivocally depicts the poor quality of education.

Table 6.7: Survival Rate to Primary Level in Balochistan

Province	Male	Female	Total
Balochistan	39	44	41
Pakistan Overall	67	67	67

Source: Pakistan Education Statistics 2016-17

In 2014, 47% of children in Grade 3 could read a mere sentence in Urdu and 57% could read a few words in English. This has dropped to 45% and 45.8% respectively. On the other hand, Grade 5 children have witnessed an increase since the previous year – but dropped from the levels witnessed in 2012.

Table 6.8: Learning Levels in Urban Balochistan

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	62.5	69.2	56.7	89.1	77.3	82.7
2013	57.8	34.1	44.6	76.9	55.8	69.2
2014	47.2	57.9	31.7	52.2	58.1	41
2015	45	45.8	39.7	70.7	70.7	44.8

Source: Annual Status of Education Report (ASER, 2012-2015)

Even in rural areas - learning levels have improved slightly but the overall mean is low to a point that only- an enormous effort can elevate them to an acceptable level.

Table 6.9: Learning Levels in Rural Balochistan

	Class 3			Class 5		
	Who can read a sentence in Urdu	Who can read a few words in English	Who can do Subtraction	Who can read a story in Urdu	Who can read a sentence in English	Who can do division
2012	22.3	25.5	20.3	36.1	31.9	33.7
2013	30	20.5	25.8	48.8	29.1	38.6
2014	32.4	31.7	25.3	32.8	27.6	24.3
2015	27	25.2	27	44.3	39.4	43

Source: Annual Status of Education Report (ASER 2012-2015)

The deterioration, notwithstanding the scores already in each year, depict low levels of learning where less than 50% of the students can perform reading, writing and mathematics skills required in grade 3.

6. Scorecard and Projections for Article 25-A

Article 25-A of the Constitution of the Islamic Republic of Pakistan requires free and compulsory education for all children in Pakistan. To achieve this monumental target, a number of indicators will have to be met. Table 6.10 below shows the required target, their current value and projections. These projections have been made at three levels: if the current trend continues, if it doubles and if the rate of improvement increases threefold. The projections have been made in the case of four of the indicators: literacy rate, NER primary, NER middle and NER secondary.

Table 6.10: Article 25-A Scorecard for Balochistan

Indicator	Required Value	Current Value	Year in Which Required Value achieved at current rate	Year in Which Required Value achieved at twice the rate	Year in which value achieved at 3 times the rate
Primary NER (6-10)	100	56	2052	2034	2028
Middle NER (11-13)	100	26	2098	2057	2043
Secondary NER (14-15)	100	15	2185	2103	2072
Literacy Rate 10 plus	100	44	2095	2055	2042

Source: The base data for projections (current value) taken from PSLM 2015-16 and projections made on the basis of growth over the last 10 years as recorded in PSLMs from 2004-5 to 2015-16

At the current rate, NER of 100 for primary education will be achieved by Balochistan only in the year 2052. If the rate of improvement doubles, then the same will be achieved in 2034 and if it triples, then it will be achieved in the year 2028. For secondary education, the requisite NER value of 100 will be attained in the year 2098 if the current rate of improvement persists. At twice the effort, this will be achieved in 2057 and at three times the effort, in 2043. Literacy rate of 100% will be achieved in 2095 if the current rate of improvement remains unaltered. If it doubles, then it will be achieved in 2055 and at three times the effort it will be achieved in 2042.

7. Conclusion and Analysis

Balochistan, with the smallest population has the weakest education indicators of the all the four provinces and is almost 80 years away from the achievement of the targets stipulated under Article 25-A, provided that the current trend continues. The problems of Balochistan are similar to other provinces except they are exponentially more pronounced. Recently, similar to Punjab, the province has initiated summative assessments of primary and middle students through the Balochistan Examination and Assessment Commission (BEAC). With a much weaker teacher training program than Punjab's continuous professional development process, the learning outcomes do not seem to be impacted by the BEAC assessments as student learning outcomes continue to be poor. As the province with the smallest population, Balochistan can achieve the targets of Article 25-A earlier than others

provided if it changes the thrust of its reforms further towards quality improvements on lines similar to those suggested for other provinces.

Accelerating Education Achievements

Over the last almost twenty years, Punjab has invested heavily, both financially and otherwise into the education sector. Same holds true for Sindh as well. In more recent times, Khyber Pakhtunkhwa has also received assistance from international development partners. Balochistan has received lesser support but it too has not been without resources. Yet, the scorecard on Article 25-A shows that all provinces remain far from fulfilling their Constitutional obligations. Even if the rate of improvement increases threefold, the fundamental rights of children enshrined in the constitution will not be fulfilled by any of the provinces before 2039 meaning the first province to achieve it – Punjab – will take 21 years.

The structural rigidity of the institutional framework of education in all provinces do not allow for the flexibility that is necessary to make such a major shift in a short period of time. Moreover, it is obvious that the effort of the last few decades has not been substantially helpful and more effort in the same direction is unlikely to fulfil expectations.

The results, almost 9 years after the 18th Constitutional Amendment, require a serious review of the educational reforms conducted so far. It also calls for a revisit of the traditional political rhetoric. Two themes dominate in the political rhetoric so far i.e. finances and governance. These themes have also been echoed by international development partners. The former has already been countered by one writer³¹(Naviwalla, 2016) who emphasizes that financial limitations are not the biggest problem concerning education in Pakistan. Efforts to improve education governance have also been directed towards administrative reforms that have ensured teacher attendance.

The experiment of Public Private Partnerships (PPPs), despite support from major development partners³², have also so far failed to make substantial improvements.

The reforms to date have mostly been focused on access and not quality. Quality-related efforts, even where employed, have not converted into improved teaching-learning in the classroom. With continued rote-learning productivity of even the more successful projects of the education reforms is

³¹ Nadia Naviwala (2017). What's Really Keeping Pakistan's Children Out of School? New York Times.

³² World Bank in the case of Punjab and USAID in Sindh have been major proponents. WB has also support some PPP work in Sindh implemented through the Sindh Education Foundation.

low. One study reveals that employment outcomes for low-cost private schools and the average public-sector school are much weaker than the elite private schools that constitute less than 1% of the total enrollment (SAHE and Alif Ailaan, 2016).

Most significantly a long-term plan to transform quality of human resource in the education sector has been the biggest shortcoming. There has been no substantial effort in the development of experts in curricula and textbooks development, assessments³³, teacher training and education planning. Even though the courses have shifted from the earlier certifications of Primary Teacher Certificate and Certificate of Teacher to degrees or at least Associate Degree in Education (ADE) faculty qualifications have not been upgraded to meet the requirements of the degree programs.

The most critical element in education is the pre-service teacher training courses and the overall state of education faculties in universities. Pre-service teacher training is in dire need for attention. Projects on pre-service teacher training have been introduced, Pre-Step for example, but these have failed to significantly impact teacher quality. The work of the National Accreditation Council for Teacher Education (NACTE), requires serious review. There is an accreditation system in place but its impact remains unclear. NACTE must publicize its work more widely and work with the provincial governments to ensure that teachers must be selected only from institutions accredited by the Council. This may initially create supply-side problems and will have to be introduced as a slow process that starts with a lenient approach and becomes more stringent overtime. If required, NACTE must work with similar international organizations to enhance its own capacity.

Similar to teachers, provincial governments, in consultation with the Higher Education Commission, will need to plan for development of experts in areas of curriculum and textbook development, assessments, teacher training, school leadership and education planning. Currently, many of these specializations do not exist in Education programs in universities. Within these programs the most important factor is faculty. HEC must ensure that those who obtain degrees in Education are qualified in these specialties.

Once human resource of an adequate quality is engaged, improvements can

³³ Assessment has been an exception as some professionals from all provinces were sent by the National Education Assessment System (NEAS) for trainings to Australia.

be fast-tracked through innovative approaches. These include use of information and communication technologies, PPPs and working with international institutions. As discussed earlier PPPs have been employed but improvements through PPPs are only possible in the presence of a strong regulatory mechanism³⁴ (Patrinos and Guaqueta, 2009).

Importantly, current monitoring mechanisms require reconsideration. Input-based monitoring mechanisms have failed to produce results. Process and performance based monitoring structured on the education needs of the child need to be developed. This means greater focus on student learning outcomes, quality of products like the textbooks (with reference to student centered approaches) and external examinations. The latter will entail review of quality education from rote learning to development of cognitive ability. Cognition cannot be developed if at early stages the child's needs, especially, the language endowments continue to be ignored. The importance of a child-centric school language policy that encourages mother tongue as the medium of instruction for acquisition of basic literacy and numeracy skills and early learning cannot be diluted. Other languages will have to be introduced as second languages and not first ones per the design of the extant curriculum. Nothing works in education if the context of the child is not central to the process. The reforms in all provinces, in the last few years, have missed this core element.

Finally, as already mentioned, finances by themselves are not sufficient unless they are targeted at the requisite areas. So far, the bulk of finances goes into teachers' salaries. Other expenditures on the development side have been focused on teacher absenteeism, without an adequate concomitant increase in quality of teaching and learning. The whole expenditure pattern has to be re-evaluated from a perspective of value for money.

³⁴ Patrinos, Barrera-Osorio, Guáqueta (2009). The Role & Impact of Public Private Partnerships in Education, World Bank

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