Chapter # 2

Key Features and Implementation Strategies of the Education Sector Reforms
2.1 Key Features of the ESR Program

The Education Sector Reforms Action Plan, in essence, is built on the 1998-2010 Education Policy and thus is not a new Education Policy but an Action Plan for Reforms. The ESR is based on a long-term framework with a four-year action plan for 2001-2005. The main features of the reforms agenda are:

♦ Macro level reforms in planning, procedures, resource mobilization, and output-based utilization of funds. The federal resource additionally for ESR has been transferred to Provincial / District Governments for optimum utilization under Devolution Plan.

♦ Sector Wide Approaches for reinforcement of linkages between sub-sectors (i.e. primary/ elementary/ non-formal literacy, secondary/technical, higher education and quality assurance structures) to eliminate gaps and ensure optimum utilization of resources in education sector.

♦ Embedded in macro reforms such as the Poverty Reduction Strategy and the National Perspective Development Plan. ESR targets, costing and phasing is being harmonized to these programs to ensure consistency in planning and budgeting. All monitoring will be undertaken according to the intermediate and outcome indicators as agreed under the full Poverty Reduction Strategy Paper (PRSP) and indicated in Chapter –3.

♦ Internally driven strategies and milestones for implementation of the ESR. The executing agencies own the program and shall be accountable for implementation.

♦ A holistic basis for planning of human resource development in the country underpinned by the principles of efficiency and equity.

♦ Maximizing equal opportunities and reducing the Gender Gap at all levels of education.

♦ Institutional and operational reforms at all levels, i.e. Federal, Provincial and District Governments have been triggered by the implementation mechanisms of ESR as an integral part of Local Government Plan.
Key Features and Implementation Strategic of the Education Sector Reforms

♦ Literacy through Education For All for a literate Pakistan is ensured by institution of comprehensive programs supported by the Compulsory Primary Education Ordinance and broad based institutional support for adult literacy initiatives.

♦ The Delivery of Quality Education at all levels for improving the quality of social capital through a comprehensive, logical and integrated approach. This is being achieved by providing access to improved teacher training programs, curriculum reforms, multiple textbooks and other innovative projects. Examination Boards are being strengthened to conduct quality audit for recognized standards and value of certification to be regularized for global equivalence. There are efforts underway to acknowledge and reward expertise, encourage transparency and honesty in planning and implementation,

♦ To bridge the digital divide, Information Communication Technology (ICT) is being encouraged in all public sector institutions through public private partnerships. Punjab, Sindh and NWFP have made major breakthrough in introduction of computer courses at secondary and higher secondary levels through private sector initiatives. With participation of INTEL 8000 teachers have been trained and another 7000 are being trained in IT skills through interactive packages.

♦ To address human resource needs of the country a shift to Science and Technology is being made at the Secondary and Higher Education levels thereby creating employment options for young men and women. An innovative project of video-textbooks and library for secondary schools is being initiated in collaboration with the AIOU and Ministry of Science & Technology.

♦ Social Sciences and Humanities will receive due attention across the spectrum to provide a strong foundation for S&T and IT disciplines.

♦ Environmental, population, health, and human rights education will be firmly integrated in teacher training courses (in-service and pre-service) to support various ongoing curriculum and textbook initiatives.

♦ To bring the educational system at par with international standards, introduction of a Four years Bachelor degree program is under consideration. A Task Force on the Improvement of Higher Education has been set up in March 2001 under the exemplary private sector co-chairs. The final recommendations on quality assurance, governance, financing, management and prioritized implementation plan were presented to the President of Pakistan in January 2002. A Steering Committee on Higher Education was set up in March 2002 for preparing a plan for implementation of the recommendations of the Task Force. The Committee presented final recommendations to the
President of Pakistan on 16 August 2002. The Higher Education Commission (HEC) has been set up to implement the reforms.

♦ Building Public-Private Partnership for mobilizing all sections of society in the provision of education through restructured Education Foundations, joint ventures, leasing and other innovative initiatives.

♦ Bringing suitable equilibrium in Private vs. Public Sector Education. Private sector school survey (FBS, 2001) indicates that there are 36,096 private institutions in Pakistan. Out of the total, 66.4% lie in Punjab, 17.9% in Sindh, 12.3% in NWFP, 1.5% in Balochistan, 0.9% in FATA & 1% in Islamabad. Overall 39% of the institutions are in rural areas and 61% in urban areas.

♦ The survey further highlights the distribution by category illustrating that 14,758 schools (43.5%) are in the primary sector, 12,250 (37%) in the middle, 5,940 (17.5%) in secondary and only 695 (2%) in higher secondary and above. Given the scale of private sector presence, the Government of Pakistan is committed to provide institutional incentives and safeguards to the private sector on the one hand, whilst improving quality of public sector education on the other. The private sector investment in education is estimated at 0.7% of GNP. A summary of the findings of the survey is included in Annex I, (Facts & Figures).

♦ Private Sector is being promoted in providing education at all levels especially for higher and professional education through incentive packages and flexible regulatory arrangements.

♦ A Modular approach has been adopted for the sub-sectors and programs supporting the sectoral reforms to create space for innovation, testing and expeditious implementation.

♦ Devolution Plan is the main framework for implementation of ESR. Federal resources for ESR schemes have been transferred to provinces/ federal areas as budget provisions and distributed in accordance with NEC formula for development assistance. Six provincial workshops and a National Technical Group Meeting (TGM) were held in the year 2001 on Devolution and Decentralization: Implications for the Education Sector, by the Federal Ministry of Education in collaboration with the provincial Education Departments, Multi-Donor Support Unit (MSU), National Reconstruction Bureau (NRB) and Department for International Development (DFID). The prime aim of this consultative process was to assist district level educational planners and managers to refine and fine-tune their planning and implementation strategies to ensure effective service delivery at the grassroots level.
2.2 Implementation Strategies of ESR

The Education Sector Reforms are accompanied by specific strategies and a flexible financing package to ensure their implementation across the country. The Action Plan 2001-2005 is based on the National Education Policy 1998-2010, which is taken as an approved framework for developing specific targets and implementation strategies. A review was undertaken of all previous policies, and plans to prioritize the programs and finalize the package of reforms.

Rehabilitation of existing infrastructure in elementary education and its optimal utilization was prioritized and launched in 2001-02 by allocating more than 50% of ESR funds for this program. The initiative was undertaken to address the requirement for conducive physical environment for quality learning which would be supplemented by teacher training and resource centers. Work was also initiated on all thrust areas of ESR programs with a sharper focus on the Delivery Gap.

Fiscal devolution has taken place and 100% of ESR funds for year 2001-2002 have been transferred to District/ Provincial and Area Governments. They were authorized to design & implement projects. The guidelines for project design, implementation, and supervision were spelled out in letters of Agreement, signed between Federal & Provincial Governments. The provinces had also signed Letters of Agreement with District Governments.

The District Governments are taking keen interest in educational planning and about 73 Districts have initiated process for preparation of District Education Plans for EFA. Chakwal, Kasur and Sheikhupura Districts have prepared their plans in association with Save the Children Fund (UK), UNICEF, CIDA and national NGOs. The plans contain both programs/strategies as well as budget estimates for medium term up to 2005. The formats for the District Education Plans may be replicated across all districts of Pakistan.

The financial guidelines and Letters of Agreement had specific provisions for involvement of Civil Society Organizations (CSOs) and Citizen Community Boards (CCBs) in accordance with the Local Government Ordinance/Plan. The PTAs/ SMCs also qualify for registration as CCBs according to NRB guidelines. About 30% of ESR funds shall be utilized through CCBs. The paradigm shift to district based institutional planning in education is the major achievement of ESR Program under the broader framework of the Devolution Plan. It may be mentioned that China and India have successfully implemented district based planning and capacity building programs.

2.2.1 Mobilization of Political Will

The process of formulating the Education Sector Reforms was launched and overseen by the Chief Executive/President of Pakistan. The Federal Minister for Education steered all meetings at the national and provincial levels. In addition, there has been:
Participation of Governors and Education Ministers in all provincial and federal consultations

Ministerial support beyond the education sector, particularly from Finance Minister and Chairman Planning Commission and their counterparts at the provincial level

Consultation with the National Reconstruction Bureau on devolution and education

Strong civil society presence to reposition education as a key political agenda in the emergent governance structures at District and Tehsil levels

A major policy decision has been taken spearheaded by the Ministry of Finance to transfer funds for ESR implementation through grant-in-aid instruments under the Devolution Plan

The human capital formation has been recognized as an instrument of economic revival and poverty alleviation under I-PRSP & National Perspective Development Plan

The International Development Partners are providing support to ESR Programs

The District Governments own ESR Program. The Federal Education Minister visited all Provinces in January 2002 to meet and share the guiding principles of ESR Program with District Nazims, DCOs and EDOS.

Making Education as the Number One Priority on the National Agenda for a stronger and more enlightened Pakistan. On December 26, 2001 the President of Pakistan reminded Pakistanis that Quaid-e-Azam prioritized Education, Economy and Defence respectively as the 'three pillars, which go to-gather to make a nation'.

2.2.2 Demand Based Education

A key implementation strategy under ESR is recognition of demand-based education rather than a supply-side orientation in education planning and implementation. There is enough evidence on the basis of the survey conducted by the Federal Bureau of Statistics (2001) on the private sector, of both excess demand and differentiated demand. Recognizing this reality, the GoP has embarked on a strategy whereby its role is that of an enabler and facilitator, rather than a provider and sole producer.

The public sector institutions are being encouraged to offer demand-based cost-shared education options and the receipts will be retained and utilized by the institutions to bridge the
gap between income and expenditure. An attractive Student Loan Scheme is being negotiated with national and international Development Finance Institutions (DFIs).

### 2.2.3 Public-Private Partnership

A key element of the Education Sector Reforms agenda is the development of partnerships between the private and public sectors and with NGOs. Thus each sub-sector, i.e. elementary, secondary/technical, higher have included a strategic role for private sector.

The proposed package of incentives for private sector, particularly in rural areas and also urban slums included:

- Provision of land free of cost/ and or at concessional rates in rural areas and appropriate zoning for educational institutions in urban areas
- Utilities such as electricity, sui gas, etc. to be assessed at non-commercial rates
- Liberal grant of charter
- Exemption of custom duties on import of educational equipment
- Exemption of 50% income tax to private sector institutions for faculty, management, and support staff

The Federal Cabinet on 27 February 2002 approved the following incentives for Private Sector Educational Institutions:

i) The electricity tariff shall be charged at domestic rate. WAPDA has implemented the Cabinet directive & all private educational institutions with load up to 20 KW (inclusive) have been brought under General Supply Tariff A-1. The domestic rates are effective since April 1, 2002.

ii) Provision of land free or on concessional rates in rural areas. In urban areas, respective departments/organizations shall undertake appropriate zoning for educational institutions in the residential areas. CDA is designing rules and criteria for award of land on reserve rates. The Provinces and Districts Government have not yet reported any progress.

iii) Provision of concessional financing for establishing rural schools through respective Education Foundations and credit through Khushali Bank and other such financial institutions. The Khushali Bank has launched the scheme. National/Provincial Education Foundations are negotiating the scheme with other DFIs.
2.2.4 Existing incentives

i) Income of any university or other educational institution established solely for educational purposes and not for the purposes of profit is already exempted from tax under clause (86) of part-I of second schedule to the income tax ordinance, 1979.

ii) Income from running a computer training institution set up between the 1st day of July, 1997 and the 30th day of June, 2005 and duly recognized by a Board of Education or a University Grant Commission is exempted for a period of five years beginning with the month in which the institution is setup (Clause 86-B of Part-I of the second Schedule to the Income Tax Ordinance, 1979 refers).

iii) 50% income tax exemption is available to full time teachers or researchers employed in non-Profit education and research institutions, duly recognized by a Board of Education or a University or the University Grants Commission.

iv) Under SRO 593 (I)/91 read with SRO 1203(I)/91 Income Tax is not withheld under section 50(5) on imports of Educational equipment if it is imported by non-commercial importers whose income is otherwise exempt. Such persons can obtain a certificate from the Commissioner of Income Tax in order to get this exemption. Similarly, where a charitable institution imports any goods which are exempt from customs duty under SRO Nos. 360 (U)/2000, 362(I)/2000 and 363(I)/2000 dated 17.06.2000, income tax is also not withheld at import stage under clause (17C) of Part-IV of second Schedule to the Income Tax Ordinance, 1979.

2.2.5 Other Plans for support of Private Sector Education

- National Education Foundation (NEF) has been restructured as an autonomous body with maximum outreach and National Education Foundation Ordinance 2002 has been promulgated on 17th April 2002.

- NEF is setting up sub offices in FANA, FATA & AJK to support Public Private Partnership in these areas.

- Private sector and NGO institutions are to be integrated in EMIS at national and provincial levels.

- A special cell is to be established at the MoE to facilitate support extended by expatriate Pakistanis.

- Private Sector/NGOs will be encouraged to set up self-financed Private Sector Cells at provincial and/or district levels to facilitate registration, regulation and meeting standards.
The provinces of Sindh and NWFP have instituted regulatory frameworks for private sector functioning to protect public interest. ICT has also drafted the Ordinance.

Simplification of school registration procedures is to be instituted for private sector at district level.

Long leases to private sector will be extended for utilization of vacant unutilized school buildings.

Private sector regulation and monitoring to be conducted by professional private sector groups themselves.

Legal cover and accreditation to be provided to private sector institutions engaged in pre-service and in-service teacher training.

Restructuring and making the Education Foundations effective autonomous bodies for providing support to private sector and effective outreach.

Extension of matching grants by the Education Foundations for establishing rural schools.

Adoption of dysfunctional public sector schools by the private sector as co-managers is to be facilitated.

Improvement and strengthening the management and utilization of public sector institutions in partnership with the private sector will be undertaken.

Introduction of Computer Studies in all government high schools/colleges with public-private partnership. In Punjab, Intermediate in Computer Science (ICS) has been introduced in 312 colleges with Public - Private Sector collaboration.

**2.2.6 Good Governance and Devolution**

The Education Sector Reforms Action Plan 2001-2005 is located within the macro level initiative towards devolution and an inclusive position for mobilizing all partners to meet ESR targets. The interpretation of decentralization spans delegation; decentralization; devolution and privatization. Devolution and privatization have been accommodated within the ESR to take account of the nation-wide institutional-legal shift towards local governance and mobilization of Public Private Partnerships (PPP) for improved service delivery.

Institutional arrangements for implementation of the ESR thrust areas have to be negotiated within the recently installed Devolution Plan. District governments have been in operation since August 14, 2001 and are currently undergoing a transition phase, adjusting to new and emerging rules of business for provincial, district, tehsil and union council’s tiers. The Local Government Plan 2000 is a design to address issues of good governance at a systemic level. It addresses five fundamentals viz. devolution of political power, decentralization of administrative authority, decentralization of management functions, diffusion of power-authority nexus and distribution of resources to the district level. A coherent integration of
these principles and application in various sectors is a major challenge (Local Government Plan, 2000).

In all provinces, education up to the higher secondary level has been devolved to the district level. In the case of NWFP and Punjab, this has been extended to the degree colleges level. ESR Programs pertaining to sub-sectors up to higher secondary and college level have to be finalized through district government mechanisms. This is a radical shift from the previous arrangements, which had become increasingly centralized at the provincial headquarters. The implications for building skills for taking decisions at district and sub-district levels through an informed and logical process are immense. Within the ESR an innovative project on Good Governance and Decentralization in Education has been included for this purpose to reflect government’s commitment to this key activity in the post devolution period.

The MoE, cognizant of the critical need to decentralize education, approached the National Reconstruction Bureau (NRB) in December 2000 to discuss implications of devolution for education in general, and for ESR Action Plan, in particular. It is well known that in the education sector, over 75% of the people use government facilities as that is the only affordable option, compared to health where, only 30 % use public sector options. Six workshops on devolution were held at the provincial and federal levels to work out administrative options under the new system.

Governance and management issues in education are to be addressed through:

- Initiating programs for decentralization of education at the district level
- Redefining the role of federal, provincial, district and local level education structures for learner-centered, rights-based and service oriented systems.
- Ensure community participation through effective PTA, SMCs and local School Board programs with a legal backing
- Capacity building at all levels
- Adequate institutional mechanisms for ensuring resource availability at local levels
- Setting up an independent monitoring and research programs to track decentralization for policy formulation and practice
- Efficient and timely fiscal transfer mechanisms from federal to provincial and district levels to ensure resource availability at local levels
- Provide block grants for capacity building in planning and systems development, to lead districts implementing decentralization and / or devolution
2.2.7 Poverty Reduction Strategies in the Education Sector

The Education Sector Reforms recognize the close linkages between poverty and illiteracy and are a response to the principle of Equity as Entitlements. The ESR Action Plan has been integrated into the Interim-Poverty Reduction Strategy Paper (2001-2005) under the section of 'Improving Human Development', whereby all the targets and benchmarks have been included for monitoring and financing.

Poverty is multi-dimensional in nature. Poverty is strongly related to lack of basic needs, especially the education. The I-PRSP also endorses that ‘Education is the most important factor which distinguishes the poor from the non-poor. The percentage of literate household heads is 27 in poor households, while for non-poor households it is 52’ (I-PRSP: 6). In addition to integrating ESR components covering literacy, UPE and technical education, the I-PRSP’s social safety net programs for Reducing Vulnerability to Shocks such as Zakat for student stipends and rehabilitation of schools under the Khushal Pakistan Program fall under ESR areas.

The sector wide approach has been further strengthened through linkages with broader country initiatives on poverty alleviation. This has been achieved through a process of collaborative planning between the Ministry of Finance, Planning Commission and the Ministry of Education, integrating education targets with the country poverty reduction strategies.

The reforms acknowledge the responsibility of the state to reach out where private sector options are inaccessible to the poor and that public sector provision must not be conceived as just opportunities for access but more importantly, quality Education For All (EFA) as a fundamental human right. The Compulsory Primary Education Ordinance promulgated in ICT and Sindh will also address socio-economic problems of poor students and school dropouts. A package will be prepared in consultation with Pakistan Poverty Alleviation Fund to meet the educational needs of poor students in terms of free text books, uniforms and vouchers etc.

In the spirit of the Dakar Declaration 2000 the ESR aims to:

“Promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies”

Thus, each sub-sector targets the socially excluded groups through:

- Integrated non-formal education provision to different age groups where there is no education provision: sensitive to gender and development approaches for disadvantaged girls and boys, women and men (includes child labour).
- Non-formal Programs to target nomads, riverine communities and women and children in prison and darul amans.
- Early childhood provision in targeted schools for improved “katchi” programs.
- Shelter less schools given buildings at elementary level.
Primary schools upgraded to elementary level first especially for girls in far-flung areas and under-developed districts.

Incentives to be provided such as free textbooks, school nutrition, scholarships and loans to students in both government and NGO institutions.

Skill training of out of school youth in the evening and secondary schools.

Linkages of technical stream and model technical high schools to micro-credit and poverty alleviation programs.

Linkages of women’s literacy programs and technical high schools to micro-credit and poverty alleviation programs.

Grant of charter to private universities made conditional to award of scholarships to meritorious needy students.

Public sector higher institutions to become equitable in their fee schedules.

2.2.8 Education For All (EFA)

The Government of Pakistan is signatory to the Dakar Framework for Action (April 2000) for steering the Education For All agenda forward. Pakistan has steadily moved forward at national and regional levels to form alliances for EFA to accelerate implementation towards its targets. As a member of the E-9 High Population Countries and the South Asia EFA Forum it has participated in strategic consultations. Pakistan will be hosting a high level meeting for the South Asia EFA Forum in January 2003 focusing on finance and quality.

The Ordinance for Compulsory Primary Education has been promulgated in ICT. The Province of Sindh has launched implementation of Compulsory Primary Education in a phased manner since April 2002. The other provinces are proceeding with finalization of the Ordinance and implementation mechanisms as per their requirements. Strategies for implementation of the EFA component of the Education Sector Reforms include:

- Enforcement of Compulsory Primary Education where facilities are available (public and private) as a deterrence and not as a punitive instrument
- Development of National and Provincial/ District Plans of Action (NPA) for Education for All (EFA). The Draft National Plan of Action has been prepared and presented at national and global forums.
- Setting up of National and Provincial EFA Units to support and implement NPA
- Specific time bound targets for EFA goals for Primary education, literacy and early childhood education at provincial and district levels
- Achieving targets of EFA through quality formal and non-formal programs for different age groups
Introducing early childhood education in selected schools
- Mainstreaming special education programs for children through early detection in schools
- Improvement and rehabilitation of existing schools and new primary/elementary school buildings only in under-served areas subject to resource availability over a period of three years
- Co-education up to all feasible Levels
- Up-gradation of primary to elementary schools
- Merger of male and female elementary managers at the district level
- Exemption of age limit for qualified female teachers
- Review policy on Casual Leave of school staff to reduce from 2 to 1 day per month and make it lapsable within the month
- Designation of Head Teachers with financial authority in all primary schools
- School Management Committees (SMCs)/Parent-Teacher Associations (PTAs) are eligible to be registered as CCBs under Local Government Plan and made legal entities for effective schooling.
- Mainstreaming religious education institutions with provision of elementary education and support to IT initiatives in targeted model Madaris.

While addressing the High Level Group Meeting on Education For All (29-30 October, 2001) at Paris, the Federal Education Minister highlighted the process towards EFA in local, national and regional contexts. The key elements were:

- Macro level initiatives: Poverty Reduction Strategy; Devolution and Good Governance
- Journey towards the National Plan of Action (NPA) & its financing
- Regional Alliances
- The Afghan crisis and education for reconstruction
- Recommendations for the future

EFA Action Plan (2000-2015) has been prepared at estimated cost of Rs. 430 billion. Sector wide estimated cost is Rs. 202 billion for Primary Education, Rs. 180 billion for Adult Literacy and Rs. 48 billion for Early Childhood Education.

Table 2.1: Total Public Sector Cost Estimates of NPA
### Key Features and Implementation Strategic of the Education Sector Reforms

#### 2.2.8.1 Fast Track Financing of EFA

1. The G-8 Summit in Kananaskis, Canada, considered pledging resources for EFA. 23 countries have been named by the World Bank as candidates for inclusion in the "Fast Track" scheme, which would deliver additional resources to countries with sound education policies:

2. Of the 23 countries, 18 are on ‘Fast Track Financing’, and 5 are categorized as ‘intensified analytical support’ pending resolution of pre-requisite criteria. The five countries which have been identified for intensified analytical support are: Pakistan, Bangladesh, India, Democratic Republic of Congo and Nigeria.

3. The five countries may qualify for Fast Track Financing if they have:
   
a) A full Poverty Reduction Strategy Paper (PRSP) in place, &
   
b) Costing exercise of sector wide plan has been conducted for effective implementation ensuring priority investments, expenditures, and system expansion targets have been carefully appraised.

4. The World Bank has pledged intensified analytical support and advisory services to help the five countries get ready for ‘Fast Track Financing’. These services will be offered as a grant to address policy, capacity, data, and financing constraints currently hindering progress on EFA.

---

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Development</td>
<td>56.90</td>
<td>30.05</td>
<td>39.15</td>
<td>126.10</td>
</tr>
<tr>
<td>Recurring</td>
<td>62.84</td>
<td>104.43</td>
<td>136.52</td>
<td>303.79</td>
</tr>
<tr>
<td>Total</td>
<td>119.74</td>
<td>134.48</td>
<td>175.67</td>
<td>429.89</td>
</tr>
</tbody>
</table>

*Source: EFA Wing, Ministry of Education*
Broadly, under the EFA "indicative framework," each participating country will need to reach agreement on targets for the following:

- Government spending on education
- Share of spending on primary education
- Teacher salary levels
- Pupil-teacher ratios
- Non-salary recurrent spending average repetition rates

**Key Outcomes**

- Harmonizing financing / phasing estimates of EFA, ESR, PRSP, PRSF and Perspective Plan.
- Primary completion rate for girls and boys (separate)
- Net intake rate into first grade for girls
- Quality of learning outcomes

5. In Pakistan, whilst the policy framework and commitment is in place (75% of additional budgets are for EFA goals and basic education), the financing estimates; statistics; and phasing need to be fully harmonized in key policy documents eg. ESR (2001-2005), EFA, (2000-2015), PRSP (2001-2005), 10 Year Perspective Plan (2001-2011). The full PRSP is expected to be completed by December 2002.

6. Pakistan’s development partners are fully behind this development. DFID, CIDA, European Union, the World Bank, UNICEF and UNESCO supported by UNFPA and UNDP are extending all cooperation for EFA. International NGOs like the Action Aid, Save the Children (UK) and Oxfam as partners of the Global Campaign for Education (GCE) an advocacy arm of EFA are urging the developed countries to unequivocally commit to education investment for global well-being, peace and development.

7. The Federal Minister for Education, Mrs. Zubaida Jalal, wrote to Mr. Jean Chretien, Prime Minister of Canada and Chairperson of the G-8, urging honoring of the commitment made at Dakar. Canada has agreed to support Pakistan’s effort on Fast Track Financing –for EFA. They may consider
offering a grant for this work to be undertaken collaboratively with the World Bank.

8. Finance and Planning Divisions have been requested to assist Ministry of Education in harmonizing the key areas of policy, financing, phasing and outcome targets by end of October 2002 or coinciding with full PRSP.

9. In light of the global directions for National Plans of Action for which G-8 are willing to finance EFA, it is most gratifying that the Government of Pakistan had already earmarked a strategic sector wide approach under ESR through nation wide consultations. Since 2000 efforts have been made to include all sub-sectors of education, but with basic education as a focus to achieve UPE, Equity & Quality.

10. It has therefore become possible for EFA, under the new guidelines for NPA to merger with ESR Action Plan with full legitimacy and backing both nationally and internationally.

11. Each province and district may identify its own targeted action plan for education within the scope of ESR/EFA ensuring maximum outreach to basic education and optimum planning for transition of learners from basic to secondary (all streams) and higher education options.

12. Criteria for the Assessment of National EFA Plans Qualifying for Fast Track Financing

- Political commitment by government as a whole
- Engagement of all stakeholders in its preparations, particularly civil society representatives, and resulting in collective ownership of the plan
- Attention to all six Dakar Goals
- Sustainable monitoring & evaluation procedures, including performance indicators.
- A thorough analysis of the present situation (recent data and studies)
- Links to other development planning processes
- Sector-wide planning, linking EFA to all levels of education
Key Features and Implementation Strategic of the Education Sector Reforms

- An appropriate policy framework
- Building a sustainable institutional framework
- Detailed budgeting of financial resources and resulting identification of gaps.

(April 2000: Netherlands)

2.2.8.2 Redefining the Role of the Federal Ministry of Education

The Ministry of Education is in the process of redefining its role under the Devolution Plan. The major areas of work are:

i) Policy towards Education for All and Sector Wide Reforms
ii) Quality Assurance
iii) Advocacy, Facilitation & Coordination
iv) Mobilization of Resources

2.2.8.3 Policy towards Education For All and Sector Wide Reforms

- PLC has been abolished and replaced by a Literacy Cell within the EFA Wing as a support organization with selective monitoring for standard setting.
- NEF has been restructured as an autonomous body with maximum outreach.

2.2.8.4 Quality Assurance

Strengthening Curriculum Wing for Quality Education with linkages to professional institutions in the areas of curriculum development, teacher training and assessment/examination reforms. Other areas are being addressed in the restructuring process responding to emergent needs for decentralization:

- Multiple textbooks and deregulation of textbooks.
- Independent Private Sector Examination Board.
- Mainstreaming the Inter-Board Committee of Chairmen (IBCC) within the Curriculum Wing.
- Providing equivalency to private sector institutions imparting international education.
- Curriculum reforms through provincial initiatives and consensus.
- Quality Assurance in all key areas.
- Strengthening of NISTE and networking with Curriculum Wing.
2.2.8.5. Advocacy, Facilitation & Coordination

The Ministry of Education has restructured Planning & Development Wing with a sharper focus on policy, perspective planning, advocacy, coordination, facilitation and resource mobilization. The Ministry of Education proactively initiated a series of workshops in 2001 on Devolution and Implications for Decentralization in education, to consider new roles and responsibilities at the federal, provincial and district levels to optimally achieve ESR targets.

A project has been launched by Ministry of Education to facilitate, coordinate and monitor ESR implementation in Provinces and Federal Area. A strategic objective grant agreement has also been signed between Government of Pakistan and US Aid on 9th August 2002 to provide the knowledge, training, and infrastructure necessary to help officials and citizens develop high education program for girls and boys throughout Pakistan. The agreement also provides funds to assist GOP and the provinces to strengthen the national and local capacity to use experiences gained in Pakistan and other countries to improve education sector reforms policies and plan and implement better primary education programs of poverty reduction.

This intervention would involve helping the GOP to improve the content and implementation of Government policies and planning for primary education (with particular emphasis on expanding access to education for girls), as well as early childhood education for the very young and literacy for adults (especially women) and out of school youth. Other areas of cooperation includes:

- Improve teachers training, and curriculum and the ability to deliver quality education.
- Improve education administration.
- Expand public private partnership to improve access and delivery of education services.
- Improve youth and adult literacy.

Higher Education Commission has been set up as an autonomous body and Higher Education & Learned Bodies (LB) Wing is being right-sized.

2.2.8.6 Mobilization of Resources

The Vision for ESR cannot be achieved without creative and multi-level strategies for Resource Mobilization. There is a pressing constraint on allocation for education from the public exchequer but the low rate of releases and utilization of the allocated funds over the past many years is a poor reflection on the budgeting process. The private sector has also been hesitating in investing in infrastructures due to lack of support and adverse lessons from the nationalization policy of early 1970s.
The trends of allocations to education illustrate a downward curve from 1997 to 2000. This trend has been successfully reversed in year 2001-02 by allocating Rs. 3.57 billion for ESR Program. Further more 100% allocation were released and transferred to Provinces/Districts and Federal Areas. The utilization rate of over all national budget (Federal and Provincial) increased from 77% in 2000-01 to 95% in 2001-02. The break up of utilization rates (2001-01/2001-02) as estimated in I-PRSP are as under:

Table 2.2. Utilization of National Education Budget 2000-01/2001-02.

<table>
<thead>
<tr>
<th>Province/Area</th>
<th>% Utilization for year 2000-2001</th>
<th>%Utilization for year 2001-2002</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development</td>
<td>Recurring</td>
</tr>
<tr>
<td>Federal</td>
<td>56</td>
<td>77</td>
</tr>
<tr>
<td>Punjab</td>
<td>15</td>
<td>81</td>
</tr>
<tr>
<td>Sindh</td>
<td>15</td>
<td>86</td>
</tr>
<tr>
<td>N.W.F.P.</td>
<td>38</td>
<td>80</td>
</tr>
<tr>
<td>Baluchistan</td>
<td>34</td>
<td>74</td>
</tr>
<tr>
<td>Over all %</td>
<td>31</td>
<td>81</td>
</tr>
</tbody>
</table>

Source PRSP Secretariat. Ministry of Finance

Performance based and enabling education systems require a commitment reflected through consistent and enhanced resource allocations and timely releases of funds during the start of financial year. The current net allocations, hovering around 1.9 to 2.3 percent of GNP, cannot meet the requirements of the VISION and the NEW EDUCATION CONSENSUS that has been mobilized over the past 20 months. Considerable delay occurred in releases of ESR funds from federal to provincial/Area Governments and then to districts governments. The statement showing the position of releases of ESR funds is given in Annex III.

Allocations for education must be viewed as the underpinning to all sectors. It is therefore essential that there are conscious efforts towards:

- Rethinking resources for education as an investment
- Repositioning education resources, not as sectoral, but cross-sectoral provision from health, labor, social welfare, commerce, industry, and Zakaat.
- Perceiving education as an underpinning for improved performance in all sectors
- Linking education entitlements with poverty reduction programs and support frameworks
- Creatively exploring resource alternatives such as, Education for Debt Swaps - writing off debt against government investment in education
2.2.9 **Budgetary Implications**

- Education as a priority must be reflected through increased budget allocations at the federal, provincial and district levels and allocations to Education Sector is made non-lapsable.
- There is a general agreement to use existing facilities optimally
- Build new facilities where there is need and capacity
- Allocations on the basis of institutional need and equity
- Introduce double shifts, especially in middle and high schools so that girls may use the facility in the morning shifts
- Rethink the inadequate low-quality ‘blue-print of two room two teacher school’ to one which ensures quality EFA through school based and student based budgeting.
- Upgrade primary to middle schools on the basis of need and subject to resource availability and cost shifting exercises.