

June 2011

Pakistan and Commitments to Education

Implementing the internationally agreed goals and commitments to education

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

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

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Executive Summary

The attainment of the EFA goals and education related MDGs is foremost on the country's education policy agenda. The Constitution of Pakistan, the development Vision 2030 as well as the National Education Policies (1998-2010 and 2009) reflect and reaffirm determination of the country to expand access to and quality of education. Recently, the right to free and compulsory education for all children of age 5 to 16 years has been recognized as a fundamental right.

Since 2000, Pakistan has accelerated its efforts towards improving its education indicators with a view to fulfill its commitments for MDGs and Dakar Framework of Action. Although, numerous inhibiting factors including structural and other systemic challenges have affected the pace, nonetheless, Pakistan has successfully introduced policy reforms and launched key initiatives to achieve internationally agreed goals in the sector of education.

While policy commitment for education is strong at the highest level, implementation is hampered by number of bottlenecks, linked with internal and external dynamics. Pakistan faces several key challenges in education: a large stock of out-of-school children and illiterate adults; insufficient physical facilities in certain areas and consequent low quality of education, and bottlenecks due to inadequate domestic and donor funds.

As a result of 18th Constitutional Amendment, the provincial governments will now enjoy increased autonomy with respect to planning and management of education. At the same time, they will have to cope with emerging needs of capacity development to efficiently respond to their new responsibilities.

International development partners have been supporting Pakistan's education sector, however, assistance has not been proportionate to the needs in the country. Political will for achievement of MDGs and EFA Goals is strong, but the economic constraints and security related compulsions reduce fiscal space for investment in the social sector in Pakistan. Progress towards the MDGs and EFA goals can be expedited with the availability of required financial resources.

Given the fast approaching deadline of 2015 for meeting the internationally agreed goals and commitments, the international development partners should come forward and generously support educational development in Pakistan. Investment in education sector will help improve quality of life of the people, widen their world view, and lead to the creation of a literate, tolerant, and development oriented society in Pakistan.

INTRODUCTION

Pakistan, with a population of 177.1¹ million has recorded an average annual economic growth of about 5% over the past decade. However, during the past few years, Pakistan has faced serious challenges to its development, which severely adversely impacted the progress towards meeting the EFA goals and MDGs.

In late 2005, a severe earthquake in the northern and north western parts of the country destroyed a large number of schools, hospitals, roads and other infrastructure. This was followed by an economic meltdown internationally while a period of political instability at home in 2007 and 2008 further restrained economic and social development. For the past two years, however, economic growth has drastically slipped due to law and order situation, intensification of the war on terror, acute energy shortages and high inflation. Devastating floods in the summer of 2010 rendered millions homeless and caused massive damage to public and private assets and infrastructure estimated around \$ 10 billion by the World Bank and Asian Development Bank. As a result, GDP growth rate slumped from 6.8% in 2006/07 to 2.4% in 2010/11 while net primary enrolment rates stagnated at 56%; completion/survival rates remained at 54.6%, literacy rates marginally rose from 55% to 57%; and gender parity indices in primary and secondary education barely moved.

Pakistan's Development Perspective

Despite the recent series of adverse international, domestic and natural forces, Pakistan resolves to move ahead in its development. For direction, it follows the Vision 2030 which outlines its growth trajectory and path to just and sustainable progress. The National Economic Council has recently approved the New Growth Framework that would provide overarching policy structure as soon as sectoral plans are ready.

Vision 2030

"Developed, industrialized, just and prosperous Pakistan through rapid and sustainable development in a resource constrained economy by developing knowledge inputs"

The Vision 2030 for Pakistan, prepared after a consultative process spanning two years, presents a strategic framework for overcoming obstacles and challenges standing in the way of the referred future chosen by the people of Pakistan. The Vision aims at a high quality of life, providing equal opportunities to its citizens to reach their true potential. It is based on a plan to meet contemporary and future challenges by deploying knowledge inputs and developing human capital. Besides sustaining high growth rates, benefits of growth are planned to be equitably distributed, and poverty to be largely eliminated.

¹ National Institute of Population Studies (NIPS) 2011

PART A: POLICY INTERVENTIONS, CHALLENGES and ROLE OF DONORS

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

The Constitution of Pakistan framed in 1973 promised to its citizens in Article 37 (b) & (c) that "the State shall remove illiteracy and provide free and compulsory secondary education within the minimum possible period; make technical and professional education generally available and higher education equally accessible to all on the basis of merit".

Section 9 of the Constitution (Eighteenth Amendment) Act, 2010 inserted a new Article .25a in the Constitution, with effect from. April 19, 2010. It says:

“Right to education ---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”.

In 2000, Pakistan committed to the achievement, by 2015, of a set of six Education for All (EFA) goals and also to meet the Millennium Development Goals (MDGs) of which two goals (Goal 2 and 3) specified targets for education.

What are the major policy interventions in education that have helped advance progress on the development goals? How were these devised?

During the past decade, there were two major education policy interventions- the National Education Policy 1998-2010; and the National Education Policy 2009. Both policies, the first one indirectly (as it was formulated before the EFA goals and MDGs) and the second one explicitly addressed the key issues included in the international goals: universal primary education; completion/survival rates till grade V; quality of education; adult literacy; and cross cutting aspects such as gender parity and good governance. A wide group of stakeholders i.e., federal and provincial government educational officials, education experts, academia, private organizations, non government organizations and international development partners helped in formulating these policies.

The key lesson learned was that by involving various stakeholders, a larger set of ideas and helpful suggestions are highlighted. Further, by involving provincial officials and experts, there is a higher degree of ownership in the provinces which is very essential for effective implementation as education is a provincial subject in Pakistan.

The National Education Policy (1998-2010)

The National Education Policy (1998-2010) emphasized increased enrolments in public sector schools and higher budgetary allocations to education. It advocated the removal of urban- rural and gender imbalances, improving the quality of education at all levels particularly through curriculum reform, strengthening education facilities, encouraging private sector participation and effective community involvement. It specifically addressed the issue of out of school children and expansion of non formal

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

In light of the National Education Policy 1998-2010, the Education Sector Reforms (ESR: 2001-06), focusing on literacy, universal primary education of good quality, enhanced budgetary allocations (to 3% of GNP), improved technical and higher education, and greater public-private partnership, was developed with all the principal actors of EFA and other stakeholders. The consultation process lasted for more than six months. The organizations which participated included the education departments of all provincial and federating units, non-governments organizations, private sector, UN agencies and bilateral and multilateral donor agencies. In this context, a National Conference on Education for All was held with the objective to launch EFA movement, share EFA goals and strategies with stakeholders and prepare a framework for the national and provincial plans of action. This was followed by a series of discussions and workshops to develop action plans, each based on active participation by all stakeholders i.e., government officials, education experts, NGOs, private sector, and international development partners.

The EFA National Plan of Action (2001-15) was prepared and endorsed by the first Poverty Reduction Strategy Paper (PRSP I 2003-06) but could never be implemented due to lack of financial support, both domestic and external.

The National Education Policy (2009)

The current National Education Policy (NEP 2009), developed after several rounds of deliberations with relevant stakeholders, addresses all the dimensions of Pakistan's education sector. It was prepared with the advice and input of the governments of all the federating units as well as members of civil society, universities, federal government officials & provincial/area education departments, education experts and managers, specialists, academia, teachers, students, parents, and a host of other stakeholders including line ministries, Higher Education Commission (HEC), National Vocational and Technical Education Commission (NAVTEC), Institute for Educational Development- Aga Khan University (IED-AKU), Academy of Educational Planning and Management (AEPAM), Pakistan Medical and Dental Council (PM&DC) and Pakistan Engineering Council (PEC).

The NEP (2009) recognizes that there are close links between equity in educational opportunities and equitable income distribution and income growth. If the education system is constructed on a divisive basis, the divisions it creates can endanger long run economic growth as well as stability of society.

Affirmation of commitment to Pakistan's egalitarian education vision in the service of all citizens and as a driver of economic and social development can help produce a virtuous circle of high level of human and social capital leading to equitable economic growth and social advancement.

The reaffirmation of educational vision requires a change of mindset that would permit development of goals, policies and programmes in support of the vision. The Planning Commission's 'Vision 2030' also argues for such change of the mindset, which commits to a new set of societal goals. Accordingly, the Ministry of Education too has adopted the following vision:

"Our education system must provide quality education to our children and youth to enable them to realize their individual potential and contribute to development of society and nation, creating a sense of Pakistani nationhood, the concepts of tolerance, social justice, democracy, their regional and local culture and history based on the basic ideology enunciated in the Constitution of the Islamic Republic of Pakistan." NEP (2009); Chapter 2; Section 2; Item 52; page 10

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

- To promote social and cultural harmony through the conscious use of the educational process;
- to provide and ensure equal educational opportunities to all citizens of Pakistan and to provide minorities with adequate facilities for their cultural and religious development, enabling them to participate effectively in the overall national effort;
- to revive confidence in public sector education system by raising the quality of education provided in government owned institutions through setting standards for educational inputs, processes and outputs and institutionalizing the process of monitoring and evaluation from the lowest to the highest levels.
- to improve service delivery through political commitment and strengthening education governance and management;
- to widen access to education for all and to improve the quality of education, particularly in its dimension of being relevant to the needs of the economy;
- to equalize access to education through provision of basic facilities for girls and boys alike, under-privileged/marginalized groups and special children and adults;
- to eradicate illiteracy within the shortest possible time through universalizing of quality elementary education coupled with institutionalized adult literacy programmes;
- to organize a national process for educational development that will reduce disparities across provinces and areas and support coordination and sharing of experiences; and
- **to enable Pakistan to fulfill its commitments to achieve Dakar Framework of Action, Education For All goals and Millennium Development Goals relating to education.**

Achieving the national education policy objectives will move Pakistan closer towards the achievement of EFA goals and MDGs as these are embedded in the policy agenda, both under

A key policy action, “*To achieve the commitments of Government of Pakistan towards Education for All (EFA) and the MDGs, inclusive and child-friendly education shall be promoted*” displays a strengthened resolve to meet the EFA goals and MDGs.

Key Challenges faced in Education? How can these challenges be overcome? Specific ideas? How can international development partners assist in overcoming these challenges?

Besides the series of political, economic and military challenges and the brunt of natural disasters, Pakistan faces multiple inter-related challenges in the education sector. Every province faces almost all the key challenges, with some degree of variance. The common challenges are as follows:

1. Large stock of out of school children and illiterate adults and Poor Quality of Education

With over 7 million out of school children, mostly girls, high dropout rates and almost one-half of its adult population illiterate, the country has an immense challenge on its hands. Poor quality of education due to teacher absenteeism, untrained teachers, non availability of textbooks and other teaching and learning aids, outdated curriculum and lack of community involvement has led to large dropout rates, especially at the primary level.

There are wide discrepancies in primary enrolments across provinces, gender and location i.e. urban and rural areas². Gross formal primary enrolment rates are high, with an overall rate of 91%, with 99% for

² Refer to Annex B Table 2.4

boys and 83% for girls. However, gross enrolment rate in urban areas (106%) is much above that in rural schools (85%). However, net enrolment rates at 57% are far below than the gross enrolment rates, ranging between 62% in Punjab and 44% in Balochistan. In Balochistan, particularly, where schools are not located nearby, rural girls' net enrolment is much lower (31%) than of girls (55%) in rural Punjab. Besides investment in formal schooling, there is also a need to expand the non formal education sub-sector to reach children in remote areas, with participation of the private and non government organizations.

2. Financial constraints & Resource Requirement

A low budgetary allocation (2.6% of GDP) to education with even lower rate of actual expenditure (2% of GDP), as a result of diverting major resources towards war on terror and mitigating the impact of major natural disasters such as earthquake and floods, is not helping progress in access to, or in quality of, education. Rough estimates³ indicate that attaining the net enrolment rate of 100% by 2015/16 would require, besides massive improvements in governance and implementation, a fund of over Rs. 1,000 billion⁴; in the context of literacy, making 36 million people literate in the next five years would require Rs 178 billion. This resource constraint is a major challenge which restricts improvement in education indicators.

3. The Eighteenth Constitutional Amendment and Devolution of the Ministry of Education

Although education had largely been a provincial subject, the Federal Ministry of Education played not only a coordinating role but also used to formulate the education policy and determine the curricula. In accordance with the recent 18th Amendment of the Constitution, the functions of education ministry (along with those of seventeen other ministries) have been devolved to the provinces. Undertaken with the purpose of striking a balance between fiscal resources and expenditure responsibility after the Seventh National Finance Commission (NFC) Award, which gave a significantly higher share in the divisible pool of revenues to the provinces, Rs 350 billion additional over the last year.

It is expected that, in the initial phase, some adjustment issues would pose a major challenge to the provinces, given their relatively low capacity as well as lack of experience especially in matters related to policy formulation, planning and management of programmes, particularly in tertiary education. This may imply that some education services may be adversely affected in the immediate run, however, with provinces developing the necessary skills and capacity these services are likely to improve within the next two to three years with higher resources invested in education

4. Weak coordination among international development partners

Donor coordination in the education sector of Pakistan has been weak. Though in line with national policy and goals, each donor focuses on a particular geographical area or sub-sector e.g., most donors are involved in primary education with only one or two agencies interested in literacy or higher education. This reflects duplication of effort, with more than one donor implementing projects in the same geographical area. However, despite some limitations, the One UN Reform Programme has displayed some achievements.⁵ The Economic Affairs Division (EAD) is now holding regular meetings of D-10, a platform for major donors, to thrash out issues of duplication. The EAD is also holding deliberations with

³ Studies undertaken by UNESCO, Islamabad

⁴ This amount is the total for currently enrolled as well as additional students

⁵ For details, refer to Box 2.

major donors to develop the concept of lead donor on each of the main sectors such as education, health, energy, infrastructure, etc. to achieve the goals of aid effectiveness.

5. *Building institutional capacity in provincial education departments*

Education departments in the provinces are building institutional capacity to design, plan, manage and implement programmes and projects as it is weak in some provinces. Now with the devolution of education to the provinces and without the presence of the federal coordinating ministry, the burden of responsibility on the provincial managers has greatly enhanced. Provincial officials, therefore, would need guidance and assistance in technical dimensions as well in resolving governance issues.

6. *Lack of supervision and monitoring*

Supervision and monitoring is an expensive exercise, requiring the recruitment of a large force of staff with good quality training and ability and energy to travel regularly in difficult terrain. This aspect, though better during the district devolution period, was fully effective, especially in checking teacher absenteeism and the delay in provision of textbooks and other teaching and learning aids.

7. *No effective public-private partnership*

Given the huge stock of out of school children and illiterate adults, public sector cannot solely carry out the responsibility of providing quality education to them as it neither has the financial and human resources nor the capacity to implement a comprehensive countrywide programme with good governance. The private sector and the non government sector, though contributing one third (one-half in Punjab) to total enrolments, need to further expand and more importantly, as public-private partnerships. Lessons learned from public-private partnership experiences show that it produces better quality education at lower cost with improved management and greater coordination between parents and teachers.

8. *Lack of community participation*

For improving quality of education and retaining students in school, community participation is very essential. In this context, school management committees (SMCs) and parents teacher associations (PTAs) were established in many schools but most of these bodies remained disorganized and ineffective. There is, therefore, a need to strengthen and encourage the SMCs and PTAs to play their due role in education.

Box 1: Role of Donors

In light of the forthcoming devolution of education to the provinces and in the absence of the federal ministry of education, the role of international development partners will become even more important as each province has its own set of challenges, requirements, finances and capacity.

Given a huge backlog of out of school children and illiterate adults; financial constraints; weak coordination among the provinces; weak institutional capacity in some of the provincial departments; the international partners will be required to coordinate their efforts for better results. The foremost issue is the financial bottleneck. Given a large debt and interest burden, huge security requirements as a result of war on terror and inflationary pressures, the Government of Pakistan does not seem to have the fiscal space to support increase budgetary allocations to education to the extent required.

International development partners have been supporting Pakistan's education sector, however, assistance has not been proportionate to the needs in the country. These partners have not been able to fulfill their international

commitments made at different forums and envisaged in numerous declarations. Also, often donor assistance is not in line with national priorities.

In such circumstances, the donor community will have to carefully analyze the situation in each province and, although the challenges are inter-related, prioritize its areas of intervention in line with national priorities. Achieving universal primary education is the prime objective, and as such the donors should focus on increasing financial allocations and technical support to this area. Quality of education will need attention to halt drop out rates. However, without good governance, increased funds would be wasted. Although over the past decade, the donors have gained considerable experience in negotiating programmes and projects directly with the provinces but without the federal ministry, this burden of coordinating ideas, information and efforts would increase manifold. Donors may no more be able to select one/two provinces for operations- they will need a cell/unit for every province to monitor the overall progress of education indicators and policy targets, separately for each province. Pakistan recognizes the initiative of DFID in the area of education announcing 650 sterling pound over five years supplemented by USAID, Germany, and other bilateral donors. The World Bank is already financing Education Sector Reform Programs in Sindh and Punjab.

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

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

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

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

For the preparation of a coherent policy document, the provincial governments should follow the federal model of policy development. For this, each province should:

- Invite all relevant stakeholders, including representatives from other line departments in the policy preparation process and attempt to achieve a consensus on major measures;
- Network with other provinces and share experiences as well as expertise in policy making;
- Coordinate with international development partners to provide technical assistance and lessons learned from international experiences.

Therefore, in the absence of a federal coordinating unit, international development partners will need to support the provinces in further improving their capacity to plan, manage and implement policy measures in collaboration with the Planning Commission and Economic Affairs Division. While almost all donors over the past decade have negotiated programmes and projects with provincial authorities through EAD, institutional capacity building is one area which requires more assistance.

Programme and Project Implementation

Though Pakistan still lags far behind the desired levels of adult literacy, primary enrolments and Education expenditures, there were several efforts made with varying levels of success.(see Box 2).

Box 2: Pakistan: Efforts in Education

Over the past decade, Pakistan implemented several education programmes and projects, with varying levels of success. During the mid-2000s, the Education Sector Reforms Programmes were implemented in Punjab, Sindh and KP, providing missing school facilities (such as toilets, boundary walls), free textbooks and student stipends and effectively checking teacher absenteeism. To improve quality of education, the Punjab Examination Commission has been set up and management cadre in KP has been separated and selected through the Public Service Commission. This greatly enhanced enrolments and reduced drop out rates, especially of girls in middle school where a stipend of Rs 200 per girl was introduced for students of Class VI-VIII. This stipend is now increased to Rs 300 and extended for classes IX and X as well.

The national Child Friendly School programme supported model based on effective learning has been expanded to almost 2,700 schools in the country, though mainly concentrated in Punjab and Balochistan and to a lesser extent in Gilgit-Baltistan and KP. The Gender and Education Policy Support Project, with funding from DFID and technical assistance from UNICEF was implemented by the Ministry of Education. The edible oil programme of WFP was very effective in retaining girls in primary schools in selected areas.

During this policy period, efforts were also made to expand adult literacy and non formal basic education. The National Commission for Human Development (NCHD) was set up at the federal level with a countrywide network and has now completed 140,000 centres for adult literacy which have produced 3.5 million literates. It also has a system of community feeder schools which provide non-formal basic education to out-of-school children. The National Education Foundation (NEF), another federal organization, is operating and supervising almost 15,000 non-formal primary level basic education schools under its project, "Basic Education Community Schools (BECS) project. It is also operating with about 700 literacy centers and plans to open 1200 literacy and skill development centers in the near future. In addition, the provinces, too, have their own non formal and literacy programmes run by their respective departments of mass literacy and non formal education. ILO, too, supports various initiatives of non formal basic education for child workers. The Ministry of Social Welfare under their Pakistan Bait-ul-Maal (PBM) programme is running 158 Non-Formal Education Centers for the child laborers, across Pakistan. Presently, they have 18,000 former child labourers enrolled in these centers where free primary education is being offered. After completion of the primary education, the PBM will continue to provide financial support as long they wish to pursue their education.

The One UN Programme, designed by high level group of technical experts to achieve the EFA goals and MDGs, despite some limitations, has achieved the following⁶: (i) joint implementation of many activities under ECE, Advocacy and emerging requirements under 18th amendments; (ii) strengthened coordination at national and provincial levels with the stakeholders, improving governance, capacity building for education managers and organization of training courses, improving physical facilities in schools, education in emergencies-DRR and DRM, and Literacy and NFBE education centers; (iii) joint work planning in 2010 which was then approved by stakeholders like EAD, MoE and provincial educational departments and now drafting a joint multiyear work plan for 2011-12 in consultation with national and provincial education departments; and (iv) joint reporting for all four joint programme components.

While several international development partners have supported Pakistan's education sector for decades, major donors now include World Bank, Department for International Development (DfID), USAID, Canadian International Development Agency (CIDA), Germany, UN organizations such as UNESCO, UNICEF.

⁶ Reported by the Office of One UN, UNRC

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

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

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

- (i) the nature of policy commitment to EFA Goals and education MDGs;
- (ii) the degree of progress achieved so far in the relevant indicators; and
- (iii) the future path of action adopted towards achieving these goals⁷.

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

The political commitment to EFA and education MDGs is clearly evident. The Constitution of Pakistan is committed to the State’s responsibility of removing illiteracy and providing free and compulsory education to all children between 5- 16 years of age. Also, the achievement of these goals is not only explicitly stated in the National Education Policy 2009 (reference Objective 13) and Policy Actions (reference Action 4) but each goal is also addressed individually as a policy objective/action.

As an example⁸, the analysis below reflects the strong correlation present between the international education goals and the National Education Policy’s objectives and actions (Table 4).

Table 4: Correlation between NEP 2009 and EFA Goals and Education MDGs

EFA Goals	MDGs	NEP 2009 Objectives	NEP 2009 Policy Actions
		13. To enable Pakistan to fulfill its commitments to achieve Dakar Framework of Action, Education For All goals and Millennium Development Goals relating to education	4. To achieve the commitments of Government of Pakistan towards Education for All (EFA) and the MDGs, inclusive and child-friendly education shall be promoted.
1. Expanding and improving comprehensive <u>early childhood care and education</u> , especially for the most vulnerable and disadvantaged children.			Further action is required in three areas to improve provision of ECE across the country: (i) wider participation; (ii) better quality; and (iii) improved governance. <i>NEP 2009; Chp 5; Section 1; Item 91; page 27</i>

⁷ This aspect is discussed in Section IV

⁸ For a complete analysis of correlation between EFA Goals/MDGs and the NEP 2009 Objectives and Policy Actions, refer to Annex A

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

The present status of Pakistan in the EFA Development Index⁹ (EFI: 2008) is not very encouraging. Of the 127 countries assessed, Pakistan has a rank of 119, with only eight countries below it. In particular, it falls very low (ranked 123) in net primary enrolment rate (Table 5).

Table 5: Ranking of Selected Countries on the EFA Development Index

	EDI	Net Enrolment Rate	Adult Literacy	Gender-specific EFA Index (GEI)	Survival rate till Grade 5.
Bangladesh	112	100	115	95	121
India	107	61	111	108	114
Pakistan	119	123	118	119	111
Japan	1	1	28	1	19
Switzerland	7	21	1	36	19
UAE	46	27	76	25	1

Note: Countries with top ranking in various EDI indicators appear in shaded area

Source: EFA Global Monitoring Report 2011; UNESCO

Given the high level of similarity between the EFA goals and education MDGs - in fact, EFA goals can be termed as a sub-set of MDGs (as MDGs represent a broader spectrum including poverty, employment, health, environment, etc.), the progress so far achieved in implementing the international commitments to education can be assessed by reviewing the change which may have taken place in a set of common indicators.

According to popular literature on the EFA¹⁰ and MDGs¹¹, the set of common indicators includes:

- (a) Net primary enrolment rates - to reflect move towards Universal Primary Education;
- (b) Completion/survival rates till grade V - as proxy for quality of education;
- (c) Adult literacy rates;
- (d) Gender Parity in primary education;
- (e) Gender parity in secondary education;
- (f) Youth (15-24 years old) literacy gender parity.

A discussion on the trends¹² in the above indicators is as follows:

⁹ EFA Development Index (EDI) is based on UPE; Adult Literacy; Gender specific EDI; and Completion rates as proxy for quality of education

¹⁰ EFA Development Index (EDI) is based on UPE; Adult Literacy; Gender specific EDI; and Completion rates as proxy for quality of education

¹¹ MDG Reports typically base their analyses on net primary enrolment rates; completion/survival rates; adult literacy rates; and gender parity in primary & secondary enrolments and in youth literacy.

¹² Cited in Pakistan Millennium Development Goals Report 2010 "Development Amidst Crisis"; Centre for Poverty Reduction and Social Policy Development; Planning Commission, Govt. of Pakistan; Sept. 2010.

(i) Net primary enrolment rates¹³

Progress in net primary enrolments during the first five years of the decade was almost 2% per annum. It was only after the massive earthquake in 2005/06 and the series of political and economic crises that the net enrolment rates stagnated (Table 6). At a slightly higher pace, unless massive changes take place in the education sector, the net enrolment rate is not expected to exceed 70% - even lower than what was targeted for 2010 by the MTDF. However, for the age group 6-10 years, the net enrolment rate was reported to be 67% in 2008/09.

Table 6: Net Primary Enrolment Rates (5-9 years age group) 2001/02-2008/09*

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Net Primary Enrolment (%)	42	52	53	56	55	57	77	100

**For age group 6-10 years, the net primary enrolment rate was 67% in 2008/09.*

Source: PSLMS 2008/09

(ii) Completion/Survival Rate till Grade V

Completion/survival rates to Grade V increased remarkably during the first five years of the decade i.e., increased by almost 3% per annum; however, like enrolment rates, these too slipped after 2005/06, from 72% to 55% (Table 7). With some improvements in poverty levels and assuming that huge investments in good quality education take place in the very near future, this can be expected to rise, at least to 80% - the MTDF target for 2010.

Table 7: Completion/Survival Rates till Grade V: 2001/02-2008/09

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Completion/Survival rate till Grade V	57.3	67.1	72.1	54.7	52.3	54.6	80	100

Source: PIHS 2001/02; and PSLMS various issues

(iii) Adult Literacy Rates

Similar to net primary enrolment rates, adult literacy rates (for 10+ years old) moved at a fast pace during the first five years of the decade but stagnated during the last half of the decade (Table 8). At this rate, with more efforts, it is expected to reach a level of not higher than 65%, even below the MTDF 2010 target of 77%.

¹³ For a complete Situation Analysis of Pakistan's Education Sector & Path to Achieving MDG Targets, refer to Annex B

Table 8: Adult Literacy Rates: 2001/02-2008/09

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Adult (10+years) Literacy Rate	45	53	54	55	56	57	77	86

Source: PIHS 2001/02; and PSLMS various issues

(iv) Gender Parity in Primary Education

At a value of 0.84, gender parity index for primary education has hardly moved over the past five years (Table 9). Though fairly close to the target, this index may reach its target by 2015 – irrespective that the primary enrolment rates may remain fairly low e.g. in KPk, net enrolment rates of only 58% for boys and 45% for girls yields a gender parity index for primary education of about 0.8.

Table 9: Gender Parity Index (GPI) Primary Education: 2001/02-2008/09

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Gender Parity Index (GPI) in Primary Education	0.82	0.85	0.85	0.81	0.85	0.84	0.94	1

Source: PIHS 2001/02; and PSLMS various issues

(v) Gender Parity in Secondary Education;

Similar to the gender parity index for primary education, the gender index for secondary education has not changed during the past five years (Table 10). With its level fairly close to the target, it is possible that the target may be achieved by 2015.

Table 11: Gender Parity Index (GPI) Secondary Education: 2001/02-2008/09

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Gender Parity Index (GPI) in Secondary Education	0.75	0.83	0.84	0.8	0.8	0.8	0.9	0.94

Source: PIHS 2001/02; and PSLMS various issues

(vi) Youth (15-24 years old) Literacy Gender Parity

The gender parity index for youth literacy has advanced steadily over the past five years (Table 11). It has, undoubtedly, achieved the MTFD 2010 target of 0.8 and as such may progress satisfactorily towards its MDG target in the next five years.

Table 11: Gender Parity Index (GPI) in Youth Literacy: 2001/02-2008/09

	2001/02	2004/05	2005/06	2006/07	2007/08	2008/09	MTDF Target 2010	MDG Target 2015
Youth Literacy Gender Parity Index	0.64	0.68	0.74	0.75	0.78	0.78	0.8	1

Summary of Progress

	Will Target be Reached?			State of Supportive Environment		
	Definitely	Probably	Unlikely	Strong	Fair	Weak
Achieve Universal Primary Enrolment by 2015			*		*	
Completion/Survival Rate to Grade V			*		*	
Adult Literacy			*		*	
Gender Parity in Primary Education		*			*	
Gender Parity in Secondary Education		*			*	
Gender Parity in Youth Literacy		*			*	

Section IV: Future Path for Implementing the International Commitments

The analysis of the nature of political commitment and the degree of progress achieved so far in meeting the international commitments to education demonstrates that while there is a strong and clear policy commitment but implementation of policy has been very weak and hence progress remained restrained. This is partly due to the adverse external and domestic forces outside the education sector and partly due to challenges within the education sector as well.

Key challenges within the education sector include a large stock of out-of-school children and illiterate adults; poor quality of education which does not allow retention of enrolled students; and bottlenecks due to inadequate domestic and donor funds. Most importantly, under the 18th Amendment, the provincial governments will face challenges in the next couple of years in the terms of inefficiencies in planning,

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

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

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

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

(i) Access to Education:

Low school enrolment rates are an outcome of poor access to education. Given a low budgetary allocation to education, there is an acute shortage of public schools, especially within close proximity of communities and in far flung remote areas of the country, particularly in mountainous and tribal regions. Besides poverty, teacher absenteeism and cultural barriers to girls' education have resulted in low enrolments. In addition, there is a large drop out rate from primary classes due to the poor conditions of schools e.g., with missing facilities such as roofs, toilets, etc., non-availability of teachers, textbooks and learning materials, and a general disinterest on the parts of the parents who are unaware of the value of education. Gradually, over the years, this has resulted in piling up a large stock i.e., almost 7 million, out-of-school primary aged children.

For improving access to education, each provincial government will have to urgently address the issue through increasing their budgetary allocation to education for providing free education to all children. This will require building more schools with all appropriate facilities in all communities, hiring and training of teachers, especially female teachers to encourage enrolment of girls, and providing the necessary learning materials. Non-formal basic education should be strengthened through more "home schools" and the private sector should be encouraged to assist the public efforts through effective public-private partnerships.

Efforts should also be made to improve adult literacy rates in the country, especially for youth in less developed provinces and for women, especially in rural areas. Literacy programmes should be designed and implemented with the support of civil society organizations with outreach to the grassroots.

With huge transfer of additional resources to the provinces through the 7th National Finance Commission Award, the Provinces will be in a much better position to allocate enhanced resources to education.

(ii) Low Quality of Education

In several areas where access to education is not a problem, the quality of education is a serious challenge. With poorly qualified and untrained teachers, irrelevant curriculum, non-availability of textbooks and shortage of other learning materials, learning levels are low. Lack of regular supervision and monitoring has failed to check teacher absenteeism and misuse of resources.

Quality of education can be improved by regular training of teachers, timely provision of textbooks, and effective monitoring and supervision. Besides, undertaking more public-private partnerships, involvement of the community and participation of parents in school matters (through school management committees) should be encouraged. Lessons learned from public-private partnership experiences show that it produces better quality education at lower cost with improved management and greater coordination between parents and teachers.

On their end, provinces will need to make higher financial allocations to education, both formal and non formal and literacy; strengthen their capacities to design and implement education policy and programmes; and develop a strong field force of supervisors and monitors for tracking progress (or lack of it) in the education sector.

International development partners can assist Pakistan in its efforts to meet the international commitments. They can assist in:

1. Development of a well organized consultative process among different stakeholders in education;
2. Establishment of a Consortium of Sponsors to Education in Pakistan;
3. Simplify the procedures required for approval of project/programme.

Given the fast approaching deadline of 2015 for meeting the internationally agreed goals and commitments, the international development partners should come forward and generously support educational development in Pakistan, strictly in line with national priorities. Investment in education sector will help improve quality of life of the people through improved awareness and lead to the creation of a literate, tolerant, and development oriented society in Pakistan.

ANNEXES

ANNEX A: NEP 2009 and EFA Goals and Education MDGs

Strong Correlation between NEP 2009 and EFA Goals and Education MDGs

EFA Goals	MDGs	NEP 2009 Objectives	NEP 2009 Policy Actions
		13. To enable Pakistan to fulfill its commitments to achieve Dakar Framework of Action, Education For All goals and Millennium Development Goals relating to education	4. To achieve the commitments of Government of Pakistan towards Education for All (EFA) and the MDGs, inclusive and child-friendly education shall be promoted.
1. Expanding and improving comprehensive <u>early childhood care and education</u> , especially for the most vulnerable and disadvantaged children.			Further action is required in three areas to improve provision of ECE across the country: (i) wider participation; (ii) better quality; and (iii) improved governance. <i>NEP 2009; Chp 5; Section 1; Item 91; page 27</i>
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory <u>primary education</u> of good quality.	<p>Goal 2: Achieve universal primary education</p> <p>Target 3: Ensure that all boys and girls complete a full course of primary schooling</p> <p>Indicator 3.1 Net enrolment ratio in primary education</p> <p>Indicator 3.2 Proportion of pupils starting grade 1 who reach last grade of primary</p>	<p>6. To provide and ensure equal educational opportunities to all citizens of Pakistan and to provide minorities with adequate facilities for their cultural and religious development, enabling them to participate effectively in the overall national effort</p> <p>14. To widen access to education for all and to improve the quality of education, particularly in its dimension of being relevant to the needs of the economy.</p> <p>15. To equalize access to education through provision of basic facilities for girls and boys alike, under-privileged/marginalized groups and special children and adults</p>	<p>1. Provinces and Area Governments shall affirm the goal of achieving universal and free primary education by 2015 and up to class 10 by 2025.</p> <p>2. Provincial and Area Governments shall develop plans for achieving these targets, including intermediate enrolment targets and estimates of the required financial, technical, human and organizational resources</p> <p>3. The plans shall also promote equity in education with the aim of eliminating social exclusion and promoting national cohesion. Greater opportunities shall be provided to marginalised groups of society, particularly girls.</p>
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate <u>learning and life skills</u> programmes.		14. To widen access to education for all and to improve the quality of education, particularly in its dimension of being relevant to the needs of the economy.	

EFA Goals	MDGs	NEP 2009 Objectives	NEP 2009 Policy Actions
4. Achieving a 50 per cent improvement in levels of adult <u>literacy</u> by 2015, especially for women, and equitable access to basic and continuing education for all adults.	Indicator 3.3 Adult Literacy Rate & Indicator 4.2 Youth (15-24 years old) Literacy rate	16. To eradicate illiteracy within the shortest possible time through universalizing of quality elementary education coupled with institutionalized adult literacy programmes	5. Special measures shall be adopted to ensure inclusion of special persons in mainstream education as well as in literacy and Technical and Vocational Education (TVE) programmes Literacy shall be increased upto 86% by 2015 through upscaling of ongoing programmes of adult literacy and non formal basic education in the country. <i>NEP 2009; Chapter 5; Section 4.Item 1; page 30</i>
5. Eliminating <u>gender</u> disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.	Goal 3: Promote gender equality and empower women Target 4.: Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015 Indicator 4.1 Ratios of girls to boys in primary, secondary and tertiary education	15. To equalize access to education through provision of basic facilities for girls and boys alike, under-privileged/marginalized groups and special children and adults.	3. The plans shall also promote equity in education with the aim of eliminating social exclusion and promoting national cohesion. Greater opportunities shall be provided to marginalised groups of society, particularly girls.
6. Improving all aspects of the <u>quality of education</u> and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skill		10. To revive confidence in public sector education system by raising the quality of education provided in government owned institutions through setting standards for educational inputs, processes and outputs and institutionalizing the process of monitoring and evaluation from the lowest to the highest levels. 17. To enable an individual to earn his/her livelihood honestly through skills that contribute to the national economy and enables him/her to make informed choices in life.	6. Governments shall improve quality of educational provision at all levels of education. 7. National Standards for educational inputs, processes and outputs shall be determined. A National Authority for Standards of Education shall be established. The standards shall not debar a provincial and area government or organization from having its own standards higher than the prescribed minimum.. 8. Provincial and district governments shall establish monitoring and inspection systems to ensure quality education service delivery in all institutions

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

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

Literacy

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

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

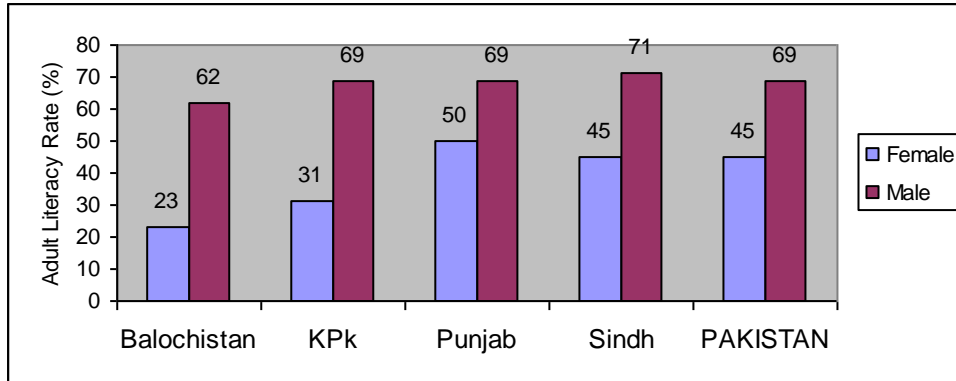
	Total	Male	Female
Bangladesh	55	60	50
India	63	75	51
Nepal	58	71	45
Pakistan	54	67	40
Sri Lanka	91	92	89

Source: EFA Global Monitoring Report 2011; UNESCO

Recent national statistics display that Pakistan has an overall literacy rate of 57% i.e. almost one-half of its population is unable to read or write. Statistics on literacy reveal wide discrepancy across provinces, gender and location (urban vs. rural).

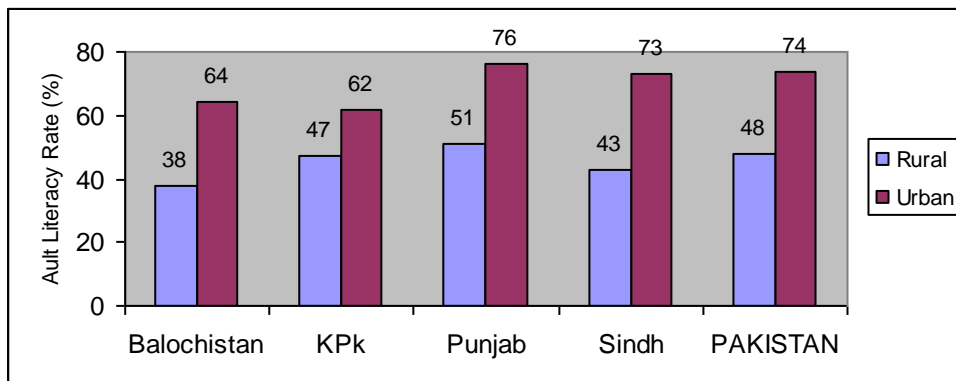
Provincial statistics show that literacy rates range between 59% for Punjab and Sindh to 45% in Balochistan, with KPk at 50% (Figure 1a). Wide gender disparities are evident, with male literacy rate at 69% and 45% for females and only 16% for rural females in Balochistan.

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



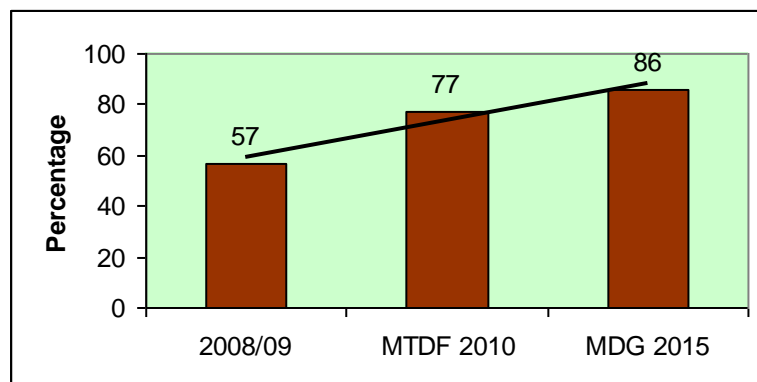
Adult literacy rates in urban areas are much higher than those in rural areas. For instance, these are 76% in urban areas of Punjab but only 38% in rural areas of Balochistan (Figure 1b).

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



In meeting the MDG target of 86%, Pakistan has a steep path to follow (Figure 1c).

Figure 1c: Adult Literacy Rate (10+ years): Path to Meeting EFA and MDG



School Education

In primary school indicators, Pakistan lags considerably behind other South Asian countries (Table 2.2). With lowest primary net enrolment rates, especially for girls, largest stock of out-of-school children, highest drop out rates and lowest percentage of children moving from primary to secondary school, Pakistan need much more effort and resources to meet the EFA and education targets outlined by MDGs.

Table 2.2: Primary School Indicators for Selected countries in South Asia

	Net Primary Enrolment Rate (%) year ending 2008			# of out-of-school children (000) (2007)	Drop out rate (2007)	Transition from primary to secondary (%)- (2007)
	Total	Male	Female			
Bangladesh	85	85	86	2,024	45	97
India	90	91	88	5,564	34	85
Nepal					38	81
Pakistan	66*	72	60	7,261	43**	73
Sri Lanka	99	99	100	8	2	98

* This differs from the national survey, PSLMS 2008/09 estimate of 57%, perhaps due to difference in methodology

**NEMIS 2008/09

Source: EFA Global Monitoring Report 2011; UNESCO

There are a total of over 210,000 schools in Pakistan, offering education till Class X. Of these, an overwhelming majority (76%) are primary schools enrolling 70% of all school students (Table 2.3). Although there are more privately owned middle and high schools, but 89% of primary schools are run by the government accommodating 71% of total primary enrolment. There are no

separate pre-primary public schools but there are “katchi” (pre-primary) classes conducted in all government schools, though without separate classrooms or specific faculty. Total enrolment in pre-primary classes is about 7.8 million children, well above gross enrolment of 50% .

Table 2.3: Number of Education Institutions, Student Enrolment and Teachers 2008/09

	#Institutions			#Enrolment (in million)			#Teachers		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Pre-Primary	-	827	827			7.8	467	3,048	3,515
<i>Boys</i>						4.3			
<i>Girls</i>						3.5			
Primary	138,315	17,512	155,827	12.07	5.14	17.2	345,242	89,335	434,577
<i>Boys</i>						9.6			
<i>Girls</i>						7.6			
Middle	15,693	25,224	40,917	3.66	1.69	5.35	122,100	201,835	323,935
<i>Boys</i>						3.07			
<i>Girls</i>						2.28			
Secondary/High	10,056	14,266	24,322	1.78	0.71	2.49	178,401	201,667	380,068
<i>Male</i>						1.45			
<i>Female</i>						1.04			

Source: Pakistan Education Statistics 2008/09

Besides the formal schools, primary education is also imparted through 14,000 “home schools” run by the government through the National Education Foundation (NEF) under the Non Formal Basic Education (NFBE) project. In addition, there are several non government organizations which offer primary education through their own schools. Over a million students also benefit from basic education being offered by the religious schools (*madrassahs*).

Gross formal primary enrolment rates are high, with an overall rate of 91%, with 99% for boys and 83% for girls (Table 2.4). However, gross enrolment rate in urban areas (106%) is much above that in rural schools (85%). However, net enrolment rates at 57% are far below than the gross enrolment rates, ranging between 62% in Punjab and 44% in Balochistan. This is largely due to children beginning school late, failing or repeating classes.

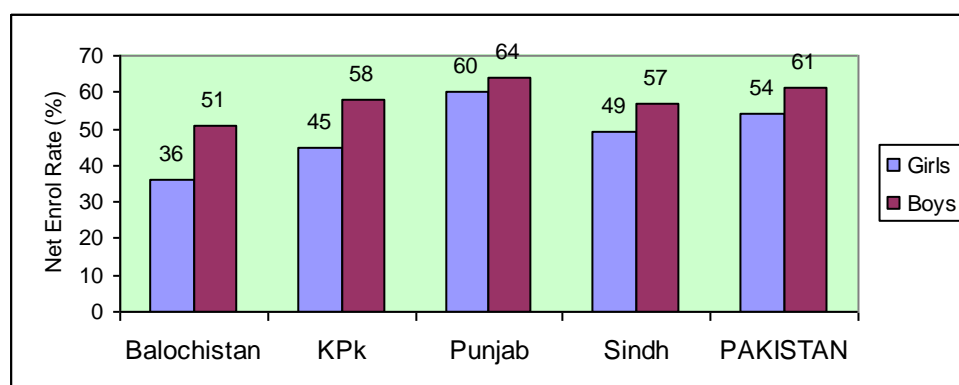
Table 2.4 Gross and Net Primary Enrolment Rates (5-9 years)* by Provinces, Gender and Location (2008/09)

	Balochistan	KPK	Punjab	Sindh	PAKISTAN
GROSS PRIMARY ENROLMENT RATE					
Urban	100	97	110	103	106
Male	109	101	110	107	108
Female	91	92	110	99	104
Rural	68	85	93	72	85
Male	89	102	99	83	95
Female	45	67	86	57	74
All	75	87	97	84	91
Male	93	102	102	93	99
Female	54	70	92	75	83
NET PRIMARY ENROLMENT RATE					
Urban	59	61	72	63	68
Male	61	65	72	64	68
Female	56	56	72	62	67
Rural	40	50	58	47	53
Male	49	57	61	53	58
Female	31	43	55	40	48
All	44	52	62	54	57
Male	51	58	64	57	61
Female	36	45	60	49	54

*For age group 6-10 years, the net primary enrolment rate is 67%

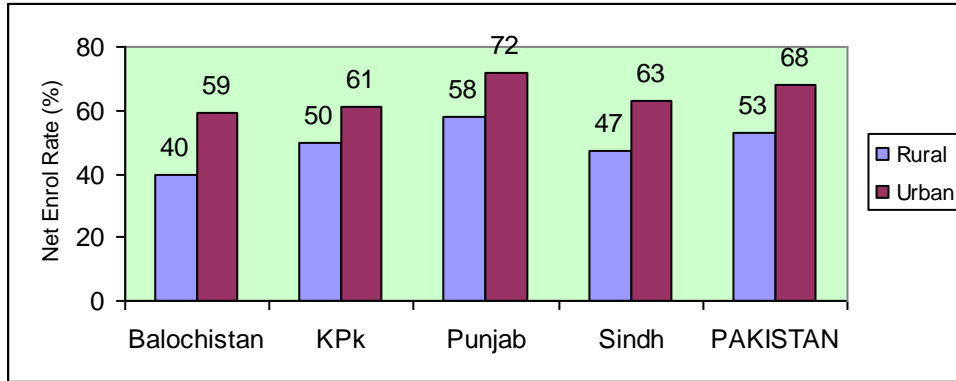
Source: PSLMS 2008/09

Figure 2a: Net Primary Enrolments by Provinces and Gender



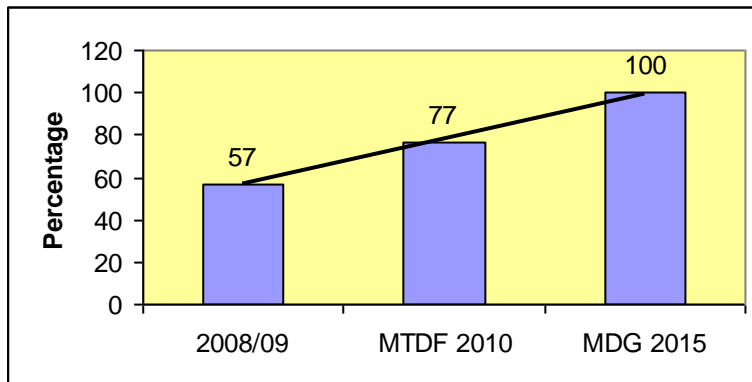
Large urban-rural gaps are also evident, with 72% in Punjab’s urban areas to only 40% in Balochistan’s rural sector (Figure 2b).

Figure 2b: Net Primary Enrolments by Provinces and Location



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

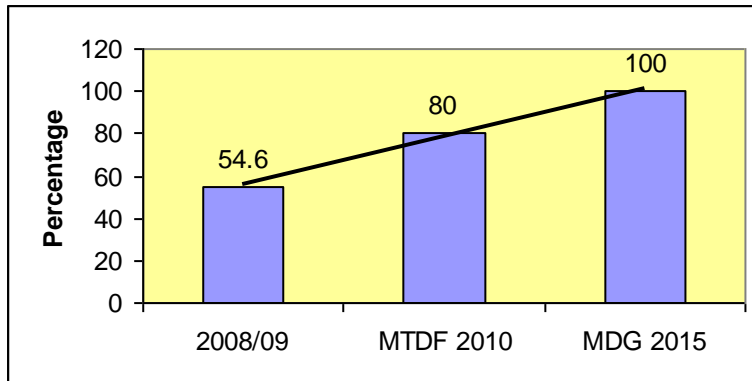
Figure 2c: Universal Primary Education (UPE): NER Path to Meeting EFA and MDG



Completion/Survival Rates upto Grade V

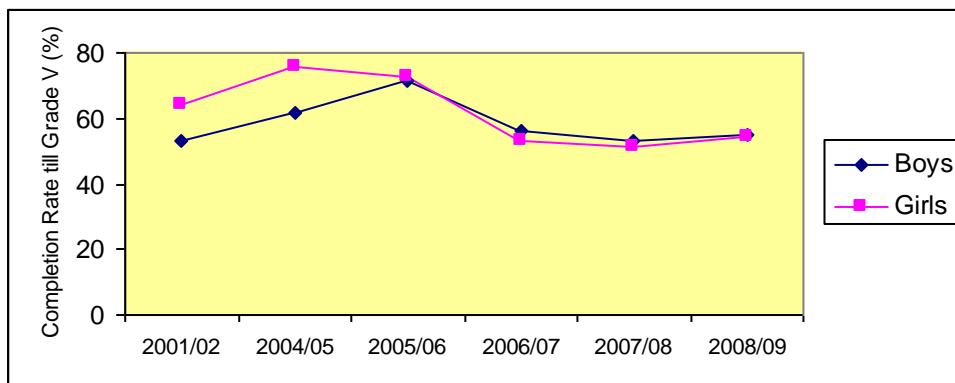
Survival rate in primary schools was only 54.6% in 2008/09. The MDG target of 100% survival/completion rate seems too difficult to achieve by 2015 (Figure 3a).

Figure 3a: Completion/Survival Rate upto Grade V: Path to Meeting EFA and MDG



In 2008/09, statistics reveal equal completion/survival rates for both boys and girls (Figure 3b). In 2001/02 and till 2005/06, the completion/survival rates for girls were higher than those for boys (Figure 3b).

Figure 3b: Completion/Survival Rate upto Grade V by Gender



Contrary to the literacy, enrolment and survival rates, the gender parity indices in primary and secondary education and youth literacy offer hope of achieving their respective targets (Figures 5a and 5b & 6).

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

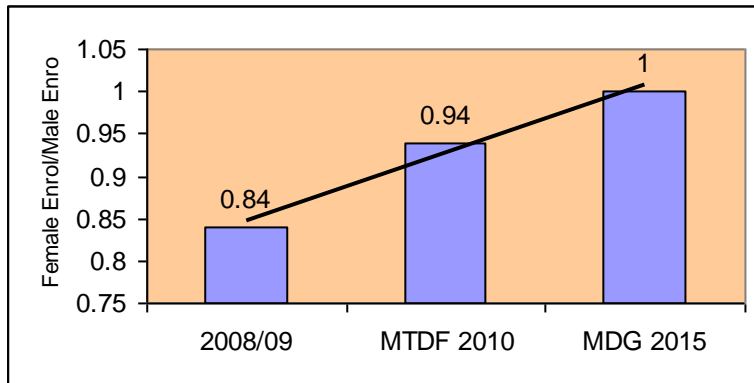


Figure 5b: GPI Secondary Education: Path to Meeting EFA and MDG

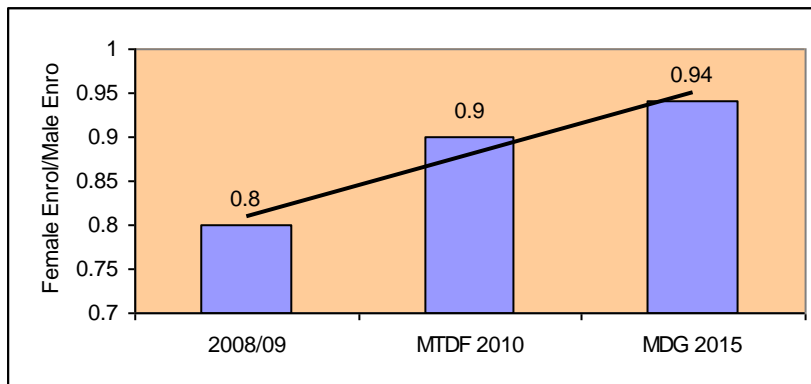
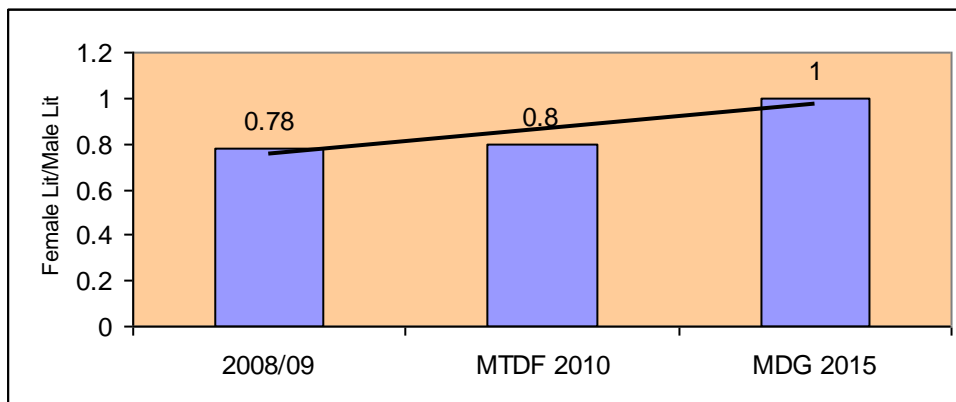


Figure 6: Youth Literacy Gender Parity Index: Path to Meeting MDG



Financial Resources to Education

Statistics for actual expenditures (including district expenditures) are available for the period 2000/01 to 2009/10 (Table 3a). The pattern of education expenditures as percentage of total expenditures shows a rising trend till 2004/05, reaching a maximum at 10.5%. It then begins to fall till the most recent percentage of 8.6% in 2009/10.

Table 3a. Trends in education expenditure as percentage of total expenditure

	2000/01	2002/03	2003/04	2004/05	2006/07	2007/08	2008/09	2009/10
Education Expenditure (Pakistani Rupees, millions)	56506	78447	97697	116873	162084	187656	240378	259525
Total Expenditure (PKR, millions)	717900	898200	956000	1116981	1799968	2276549	2531308	3007225
Educ. Exp as % of Total Expenditure	7.9%	8.7%	10.2%	10.5%	9.0%	8.0%	7.4%	8.6%

Sources: Ministry of Finance; 2010/11

As percentage of GDP and GNP, education expenditures have slipped significantly during the past three years i.e., from 1.86% and 1.82% respectively to about 1.4% (Table 3b).

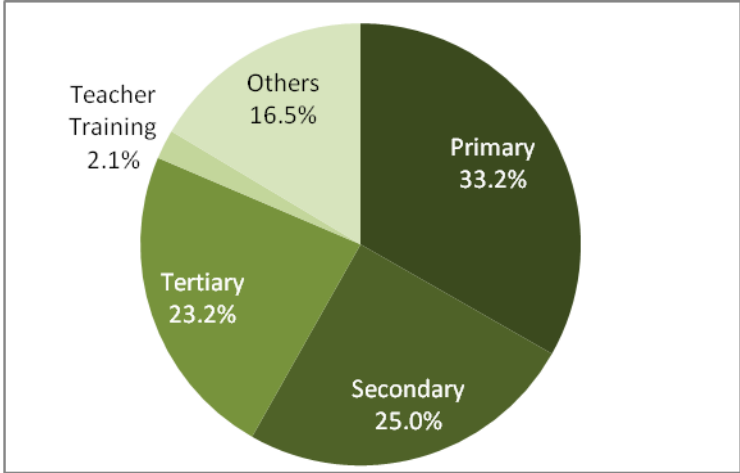
Table 3b. Trends in education expenditure as percentage of GDP and GNP

	2000/01	2002/03	2003/04	2004/05	2006/07	2007/08	2008/09	2009/10
Education Expenditure (Rs m)	56506	78447	97697	116873	162084	187656	240378	259525
GDP (Rs m)	4209873	4875648	5640580	6499782	8673007	10284380	13095039	14466840
Educ. Exp. as % of GDP	1.34%	1.61%	1.73%	1.80%	1.87%	1.78%	1.43%	1.8%
GNP (Rs m)	4155391	5027460	5765058	6634243	8830638	10494181	13502906	15239043
Educ. Exp. as % of GNP	1.36%	1.56%	1.69%	1.76%	1.84%	1.74%	1.39%	1.7%

Sources: For Education Expenditure: Government Accounts (AGPR's Office); For GDP and GNP: Economic Survey (2009/10);

Distribution of actual education expenditure shows that primary education spends 33%, closely followed by the secondary education sub-sector (25%) with tertiary education spending a marginally lower share i.e., 23.2% of the total education expenditure (Figure 7).

Figure 7: Distribution of Education Expenditures among sub-sectors (2009/10)



Source: Ministry of Finance; Govt. of Pakistan