

Chapter # 2

**EDUCATION SECTOR REFORMS (ESR)**

## Education Sector Reforms (ESR)

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The ESR is based on long-term framework linked to EFA goals by 2015. The main features include (a) sector-wide approach for reinforcement of linkages between sub-sectors (primary, elementary, secondary, technical, higher education, non-formal literacy, madrassah education) to eliminate gender and access gaps and ensure optimum utilization of facilities; (b) macro-level reforms in planning and procedures; (c) institutional reforms at all tiers of the government engaged in planning and service delivery; (d) commencement of vocational/technical education stream at secondary level; (e) quality assurance; (f) public private partnerships. The ESR is fully integrated with relevant Millennium Development Goals (MDGs) It aims at achieving the sub-sector targets by 2005-06: Literacy from 49 per cent in 2000-01 to 60 percent by 2005-06, gross primary enrolment rate from 83 to 100 percent, net primary enrolment rate from 66 to 76 percent, middle school gross enrolment rate from 47.5 to 55 percent, secondary school enrolment from 29.5 to 40 percent; and higher education enrolment from 2.6 to 5 percent.

### 2.1. *Mission Statement:*

- Developing human resources in Pakistan is a pre-requisite for global peace, progress, and prosperity.

### 2.2. *Vision:*

- Quality education enabling all citizens to reach their maximum potentials;
- Produce responsible, enlightened, and skilled citizens;
- Integrate Pakistan into the global framework of human-centered economic development.

### 2.3. *Objectives:*

- Universalization of primary education and adult literacy.
- Mainstreaming *Madaris* for diversifying employment opportunities for their graduates.
- Improvement in the quality of education at all levels through better teachers, upgraded training options, curriculum & textbook reforms, and competency based examination system for promoting Pakistan as a knowledge-based society.
- Introducing a third stream of gender and area specific technical and vocational education at secondary level with innovative approaches for students' counseling.
- Empowerment to district education authorities
- Promote Public Private-Partnerships.
- Diversification of General Education.

## 2.4. Targets:

The ESR Action Plan targets are iterative and incremental aligned to emerging national reforms and priorities. The seven thrust areas have been indemnified for their improvements. The ESR targets for each Sub-Sector 2001-02 - 2005-06 are given below:

<b>Sub-Sector Bench Mark 2002 Target 2006</b>			
Literacy	from	49 %	to 60 %
Gross Primary Enrolment	from	83 %	to 100 %
Net Primary Enrolment	from	66 %	to 76 %
Middle School Enrolment	from	47.5 %	to 55 %
Secondary School Enrolment	from	29.5 %	to 40 %
Technical Stream Schools	from	100	to 1100
Polytechnics/mono-technics	from	77	to 160
Madaris Mainstreaming	from	148	to 8000
Public-Private Partnerships	from	200	to 26000
Higher Education Enrolment	from	2.6 %	to 05 %
Quality Assurance equivalence of all sub-sectors to international levels			

***ESR Action Plan has been designed and updated through a process approach encompassing recent developments in macro reforms and planning. ESR Action Plan represents a rethinking of education in Pakistan in terms of scope, focus, resources and delivery options. ESR has created a basis for six paradigm shifts in education:***

- i. From primary to sector wide approaches encouraging the formulation and implementation of higher education reforms through the newly established Higher Education Commission (HEC)
- ii. From low resource allocation to 150% increase in development budget 2001-2002 sustained through 2002-2003.  
From a low of 1.6% GNP for Education in 2000-2001 to 2.2% GNP in 2002-2003, Rs. 9.2 billion of PSDP from Education Ministry and Provincial Education Departments and Rs. 6.11 billion from the other Divisions for education and training (MoST, MoD, MoL, MSWD, MRA, etc.). This has increased development expenditures to Rs. 15.31 billion. The figure does not include private sector provision
- iii. From one dimensional financial planning to multi-level financing mobilized through:
  - Federal, Provincial and District budgets

- Other Divisions of Government including new programs eg. KPP and MNA/MPA Funds, Zakaat Stipends
  - Private Sector, philanthropists, communities
  - Grants from donors and expatriate Pakistanis
  - Loans from donors (soft loans)
  - One billion US dollars committed up to 2005/6 in the past two years. This is a conservative estimate as technical assistance grants are not fully accounted for. The challenge is optimal and effective spending to reach our collective national targets.
- iv. From public sector as provider to public sector as arranger of services – a three pronged approach to service delivery - public, private and NGO sectors all partners for improved and quality Education For All Incentives for private sector, liberalization processes and restructuring of the Education Foundations.
- v. From theories of trickle down to targeting the disadvantaged through the national and Provincial Poverty Reduction Strategy Papers (PRSPs) as an outcomes based framework for – **Investing in Human Development**
- vi. From centralized planning and implementation to district based systems spurred by the Devolution Plan

### 2.5. ESR Action Plan 2001-02 - 2005-06: Requirements, Allocations and Financing Gap:

Strategies have been designed to achieve the above time bound targets across the education sector. The Government of Pakistan has adopted outcome based planning, budgeting, and auditing for the implementation of ESR program. The requirements of ESR Action Plan have been prioritized in a phased manner and phase one of an ongoing costing exercise has been completed. Innovative approaches like public-private partnership and community participation are being explored to minimize the financing and governance gaps.

Education For All (EFA) is embedded in the ESR Action Plan. EFA- National Plan of Action (NPA) has been developed for the period 2001-15 at an estimated cost of Rs. 430 billion, including Rs. 303.8 billion as recurrent expenditure. Out of Rs. 430 billion, Rs. 178 billion has been estimated to be provided through national resources and international donors are being mobilized to bridge the gap of Rs. 252 billion. The PSDP requirement for phase-I of EFA-NPA (2001-5) is estimated as under:

**Table 2.1: PSDP Requirements for Phase-I of EFA-NPA (2001-5)**

(Billion of Rs)

S.No	Sub-Sectors of EFA (Priority wise)	PSDP Estimates	Percentage of Total
1	Primary Education	37.87	66.56
2	Adult Literacy	16.58	29.14
3	Early Childhood	2.45	4.30
<b>Total:</b>		<b>56.90</b>	<b>100.00</b>

Source: EFA-NPA 2001-2015

## 2.6. ESR Financial Requirements for 2001-02 - 2005-06:

The original ESR package was prepared at a cost of Rs. 55.5 billion for the years 2001-2004. The duration of this package has been extended to 2001-02 - 2005-06 due to non-availability of required resources and to accommodate the President's Program of missing facilities and decentralized training facilities, *Mainstreaming of Madaris* and setting up of *Polytechnics at Tehsil level*. The cost estimates have thus increased to Rs. 100 billion.

This estimate, however, does not include recurrent expenditure of ESR Program, whilst under EFA costing both recurrent and development estimates are included. The Districts and Provincial/ Area governments are reviewing and assessing their own requirements to adjust the non-development budgets. According to estimates of the Government of Punjab, for instance, there is a shortage of 60,000 teachers. Provision for non- salary budget is also a requirement to maintain the school as an effective service delivery outpost. Up-gradation of primary schools to middle/ secondary level is being encouraged through public-private partnerships and optimal utilization of facilities to economize public sector expenditure.

**Table 2.2: Financial Requirements for ESR Action Plan 2001-02 - 2005-06**

(Rs. in Billion)

Programs	2001-02	2002-03	2003-04	2004-05	2005-06	Total	%
Elementary Education	2.300	0.398	0.450	15.45	15.450	34.0	34.0
Literacy Campaign	0.200	0.130	0.100	3.935	3.935	8.3	8.3
Mainstreaming Madaris	-	0.225	0.375	6.700	6.700	14.0	14.0
Secondary Education	0.100	0.225	-	4.837	4.837	10.0	10.0
Technical Education	0.400	0.222	0.300	7.039	7.039	15.0	15.0
College/Higher Education	-	0.006	-	4.997	4.997	10.0	10.0
Quality Assurance	0.350	0.019	0.100	3.765	3.765	8.0	8.0
Public-Private Partnership	0.074	-	-	0.346	0.349	0.7	0.7
<b>Total</b>	<b>3.424</b>	<b>1.225</b>	<b>1.325</b>	<b>47.069</b>	<b>47.069</b>	<b>100*</b>	<b>100</b>

\* Figure has been rounded

Technical assistance is required for ESR Action Plan for its iterative policy formulation/adjustments, implementation, critical analyses, budgeting. and mid-course corrections. Therefore, the development partners may provide much needed technical assistance. Nevertheless, exact quantum of required technical assistance for quality assurance components of ESR has not been assessed so far, which would be above the proposed overall ESR allocations.

## 2.7. Financing of ESR:

Five categories of financial support to ESR Action Plan 2001-02 - 2005-06 are as follows:

- i) Federal, Provincial, District, and Area Governments development budgets / PSDP for ESR Program, and appropriate integration of recurrent and development budget at all levels to create additional resources and ensure optimal utilization of existing resources. Various programs of different Ministries or Divisions etc that are focused on education should be integrated

into ESR Program. For instance, PSDP allocations of the Ministry of Science and Technology; (Research and Development / IT Programs), Ministry of Health and Ministry of Women Development, (Nutrition Program), Ministry of Labour and Manpower (Vocational Training & Elimination of Child Labour Programs), Ministry of Defence (Educational Institutions in Cantt & Garrisons), and Khushhaal Pakistan Program (Rehabilitation of School Infrastructures) etc shall be estimated and integrated into ESR Program.

- ii) MoE provided Rs.3.574 billion in PSDP 2001-02 for implementation of ESR Program in Provinces / Federal Areas without any contribution from provincial PSDPs for these programs. The declining trend of budget allocations for education sector during the last several years has been reversed due to effective intervention through ESR. The national consolidated expenditure for education had been Rs 1.966 billion for 2000-01. However, expenditure on ESR program alone accounts for 100 per cent increase during 2001-02. Furthermore, provincial allocation for education has also increased during the year 2002-03 and the national PSDP for education has increased to Rs. 9.161 billion from what (Table 1.7).
- iii) Grants and Debt Swap for education from Development Partners, UN Agencies, Bilateral Agencies (such as US AID, DFID, CIDA, JICA, EU and G8 Fast Track Financing for EFA), International NGOs, and Expatriate Pakistanis. Strategic Objective Grant Agreement for Education Sector Reform Support Program (US\$ 100 million for 2001-2006) has been signed between EAD and US AID on 9 August 2002.
- iv) Loans from Development Partners (World Bank, and Asian Development Bank).
- v) Public-Private Partnership - support to and from Private Sector; Education Foundations, NGOs, and Communities. It has been estimated that private sector is contributing 0.7 per cent of GNP in education. Government is thus encouraging the role of private sector in education and providing them with a package of incentives and support.

## **2.8. Characteristics of ESR:**

Education Sector Reforms (ESR) is a long-term framework with an action plan. The main features of the reform agenda are:

1. Macro level reforms in planning, procedures, resource mobilization and output-based utilization of funds.
2. 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.

3. Internally driven strategies and internally developed milestones for implementation of the ESR. The executing agencies own the programme and shall be accountable for implementation.
4. A holistic basis for planning of human resource development in the country under-girded by the principles of efficiency and equity.
1. Maximizing equal opportunities and reducing the Gender Gap at all levels of education.
2. Education for All is integrated with ESR Action Plan and 77% allocation relates to SAP and all other areas of Education For All (EFA).
3. Institutional reforms at all levels, i.e. federal, provincial and district levels to be triggered by the ESR as an integral part of devolution plan.
4. Literacy through Education For All for a literate Pakistan is ensured by institution of comprehensive programmes supported by the Compulsory Primary Education Ordinance and broad based institutional support for adult literacy initiatives.
5. The Delivery of Quality Education at all levels for improving the quality of social capital through a comprehensive, logical and integrated approach. This is to be achieved by rewarding expertise, transparency and honesty in planning and implementation, providing access to improved teacher training programmes, 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.
6. 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 courses at secondary and higher secondary level through private sector initiatives such as providing the facility of premises of Government schools to private sector for second shift. The IT Division is providing IT labs and IT education to 1100 secondary schools by 2005/6. By 2005/6 over 8000 schools will have access to IT facilities.
7. Poverty Reduction Strategy is integrated with ESR linked through social safety nets, asset creation and by ensuring cost effective provision of basic education needs of the poor.

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