

GENDER-AWARE POLICY APPRAISAL
EDUCATION SECTOR

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FOREWORD

The Government of Pakistan is fully committed for introducing gender responsive budgeting and this has been reflected in the key policy documents which include Poverty Reductions Strategy Paper (PRSP), Medium Term Development Framework (MTDF) and Gender Reform Action Plan (GRAP) which all explicitly advocate for instituting gender responsive budgeting.

The Ministry of Finance, Government of Pakistan with the technical and financial support of UNDP and its cost sharing donors has initiated the 'Gender Responsive Budgeting Initiative' (GRBI) project to promote policy and resource allocation with a gender perspective.

Gender Aware Policy Appraisal is one of the tools of gender responsive budgeting which analyses policies and programmes funded through the budget from a gender perspective by asking whether policies and their associated resource allocations are likely to reduce or increase gender inequalities. The project commissioned three appraisal studies for the sectors of Education, Health and Population Welfare as part of its planned activities. The studies undertook a sector-specific situation analysis to understand the needs and identify gaps from a gender perspective. The draft reports were shared with the departmental focal persons as well as other stakeholders in a workshop and a focus group discussion for feedback and inputs received have been subsequently incorporated in the final report.

The reports were supervised, with valuable inputs, by Ms. Deborah Budlender, founding member of South African Women's Budget and a leading international adviser on gender responsive budgeting.

I would also like to take this opportunity to thank UNDP and its cost sharing donors, namely Swiss Agency for Development and Cooperation and Royal Norwegian Embassy, for their continued support as well as the departmental focal persons, both federal and provincial, for their contribution.

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ACRONYMS

CWIQ	Core Welfare Indicators Questionnaire
ECE	Early Childhood Education
EFA	Education for All
EMIS	Education Management Information System
ESR	Education Sector Reforms
GRBI	Gender Responsive Budgeting Initiative
LUMS	Lahore University of Management Sciences
MDGs	Millennium Development Goals
MICS	Multiple Indicators Cluster Survey
MTBF	Medium Term Budget Framework
MTDF	Medium Term Development Framework
NGO	Non-Government Organization
NPA	National Plan of Action
PESRP	Punjab Education Sector Reforms Programme
PIHS	Pakistan Integrated Household Survey
PMIU	Program Monitoring and Implementation Unit
PRSP	Poverty Reduction Strategy Paper
PSLSMS	Pakistan Social and Living Standards Measurement Survey
SAP	Social Action Programme
SPDC	Social Policy Development Centre
TOP	Terms of Partnership
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

The basic objective of this study is to review the education budget "through a gender lens" - in order to ascertain whether the budget allocations in respect of education in Pakistan are in line with the different gender priorities and needs and to what extent these allocations have contributed towards narrowing the gender gap in education.

In relation to the education targets set by the Millennium Development Goals, as well as the targets of the Medium Term Development Framework (MTDF), the current status of education indicators in Pakistan is far from satisfactory. Over one-half of the population is illiterate of whom most are women, and one-third of primary-aged children are out of school, mostly girls. Wide disparities are evident in adult literacy and school enrollments across gender, provinces and location i.e., urban vs. rural.

Statistical analysis of education indicators reveals; (i) overall low adult literacy rates and low enrollment rates at all levels of education, except at primary level; (ii) wide differences in male/female literacy rates across urban and rural areas; (iii) wide gender disparity in enrollment rates at all levels of education; (iv) higher number of schools for boys than for girls (v) high dropout rates, especially in the rural areas; however, there is no noticeable difference in drop out rates between boys and girls; (vi) although one-third of all primary enrollments are in private schools, it is the public schools which play the dominant role at every level of education, especially in rural areas.

Planners and policy makers are well aware of the above situation. Several past and present policies have explicitly targeted girls' education and some have earmarked significant funds for this purpose. These include the Social Action Program (SAP); Education Sector Reforms (ESR); the National Plan of Action (NPA) for Education for All; and the Poverty Reduction Strategy Paper (PRSP). More recently, the Medium Term Development Framework (MTDF) has very ambitious targets - universal primary enrollment and almost 50% increases in middle and secondary enrollments and literacy rates. The gender gap is expected to narrow for all levels of school education and literacy. At present, however, sharp gender disparities persist.

An analysis of the gender focus of the education budgets reveals that these are basically gender-blind and have not been designed on the basis of gender needs. The initial education budget, similar to that for other sectors, is prepared by the education departments (at the provincial level) and the federal education ministry. The budget is prepared under three distinct heads: (i) the permanent, or continuing expenditures - these are never reviewed for relevance; (ii) the new recurrent expenditures, i.e. the addition to recurrent budget arising from completed development schemes; and (iii) the development budget.

According to the budget preparation process, a large portion of the education allocations flow into the 'existing' system to meet the needs and facilities of the schools which are currently functioning. Thus if the number of boys schools are more than girls' schools then the former will get more funds from the recurrent budget than the latter. Under the present financial processes and budget-making traditions, the gender component of education

policies could, therefore, be addressed mainly through the development program. These budgets tend to address the gender issue mainly through improving girls' access to education. This implies that the gender component of the policy is considered more applicable to new entrants in the education system than on girls already enrolled. It is, therefore not surprising that past policies have not been able to make a major impact on bridging the gender gap, as a large portion of the budget, i.e. the funds for recurrent expenditure, will, by default, continue to have an adverse gender bias. The new education development program, the PESRP in Punjab, has also allocated funds in proportion to the present gender enrollment shares and although this helps to maintain the "status quo" in the gender gap, only additional funds for girls' schemes would narrow the gap.

In education policies and correspondingly, the budgets try to resolve the problem mainly through supply side interventions e.g. provision of more girls or mixed schools; recruitment of more female teachers; etc. In addition to suffering from implementation issues, such as bureaucratic delays; governance problems; and other managerial obstacles, most of these initiatives have ignored the demand side and cultural barriers to girls' education which perhaps are more binding than the supply side constraints. As such, these budget allocations have yielded only limited results in terms of achieving the gender objectives of national policies.

To improve gender outcomes, a gender responsive budget should, therefore, focus on removing both supply and demand side barriers to female education. Investments in the education sector should, for example, consider the following: (i) providing trained female teachers, who are essential for bringing and retaining girls in classrooms as the families discourage their daughters from being taught by male teachers; (ii) arranging for appropriate site selection for girls' schools as often the local culture prohibits girls from walking long distances; (iii) extending adequate facilities, such as boundary wall, toilets, drinking water, etc., especially to all girls' schools; (iv) education budgets should include economic interventions such as the provision of free schooling; free textbooks; stipends; etc. to counter the high opportunity cost of girls' education, especially among the rural poor; and (v) providing some allocation for improving awareness about the value/benefits of female education through media campaigns and/or statements by local influential personalities.

This implies that education budgets need to allocate higher amounts *per capita*¹ to girls' education compared to boys' education if the objective to narrow/close the gender gap is to be achieved.

¹ This applies to the students (boys or girls) enrolled in schools.

1. INTRODUCTION

During the World Educational Forum in Dakar, April 2000, the Secretary General of the United Nations launched the decade of “education for girls”, with UNICEF as the lead agency. The Forum noted that although the Education for All (EFA) 2000 Assessment demonstrated that there had been significant progress in many countries it was unacceptable in the year 2000 that more than 113 million children had no access to primary education, 880 million adults were illiterate and gender discrimination continued to permeate education systems. The assessment also indicated the need to look at girls’ education as a component of the global and national drive for education for all; it was stated that the education of girls must be considered in the general context of “gender equality”, including education for women. The major Dakar goals adopted in the Dakar Framework for Action therefore included the elimination of gender discrimination in education by 2015.

The United Nations Millennium Summit, held in September 2000, adopted the Millennium Declaration which highlights a set of targets with corresponding indicators known as the Millennium Development Goals (MDGs) to be accomplished by 2015. These goals include the attainment of universal primary education and the promotion of gender equality and empowerment of women. Pakistan has adopted the MDGs as its medium-term development targets.

In response to the Dakar Framework for Action and the Millennium Declaration, Pakistan developed the medium-term Education Sector Reforms (ESR: 2001-05) and the long-term National Plan of Action on Education for All (NPA: 2001-15), both focusing on improving the overall education indicators in general and for females in particular. The Poverty Reduction Strategy Paper (PRSP) of 2001, recognizing that women are among the poorest and most vulnerable groups in the country, also includes poverty reduction efforts addressing the gender dimension in order to deal with poverty effectively. Most recently, the Medium Term Development Framework (MTDF: 2005-2010), a five-year plan, has been formulated to help achieve the MDGs.

Besides the National Policy for Development and Empowerment of Women 2002 which lays emphasis on mainstreaming gender issues through integration into all sectors of national development, the Government has also launched a number of other programmes in the context of gender equality and equity. The PRSP states that in the medium term, the government will support the use of gender responsive budgeting (GRB) in analyzing the federal, provincial and district government budgets to determine the extent to which resources are allocated to address gender inequality and impact on different gender groups.

UNDP Pakistan is assisting the Ministry of Finance in bringing the Gender Budget Initiative forward by: (i) broadening and diversifying the government Ministries involved in advocacy for gender budgeting; (2) collaborating with other donor partners; and (iii) bringing gender budgeting to local governments. The project,

Gender Responsive Budgeting Initiative is expected to produce the following results:

- Government spending addresses the needs of women and men equitably and attends especially to the needs of the poor.
- Budget reviewed through a gender lens, in order to analyze if budget allocations are in line with women's and men's different priorities and needs.
- Civil society and government partnership promotes transparency in the determination of government priorities and in public spending.

In this context, UNDP has commissioned this research study which focuses on the analysis of budgets and the related policies from a gender perspective in education sector.

2. OBJECTIVES AND METHODOLOGY OF THE STUDY

The basic objective of this study is to review the budget "through a gender lens"- in order to ascertain whether the budget allocations in respect of education in Pakistan are in line with the different priorities and needs of girls/women and boys/men

More specifically, the study attempts to:

- (i) Assess the situation of women, men, girls and boys in the education sector;
- (ii) Analyze education policies and programmes and determine whether these are based on a gender-aware situation analysis;
- (iii) Attempt to analyze the budget allocations to education, including those on specific education programmes and projects, and determine to what extent these allocations provide for gender-sensitive aspects of the policy;
- (iv) Analyze, if possible, the extent to which the budget is spent, reaches those whom it is meant to reach and who need it most, and addresses gender issues;
- (v) Present a set of recommendations on how to improve gender responsive budgeting in Pakistan

2.1 Scope and Methodology of the Study

The study covers the federal level, while the provincial and district level analysis is confined to the Punjab province and two districts namely Gujrat and Rajanpur, the pilot target areas of the GRBI project.

The study was based on the following methodology:

- Review of secondary information

A review of government policy and strategy documents was undertaken with the purpose of assessing the extent to which the education policy/strategies addressed gender issues. The documents reviewed included both sector-specific as well as general policy papers. A brief review of gender-specific policy papers was also undertaken in the context of education. This was based on a review of: (i) government policy documents; and (ii) official statistical sources.

Government policy documents included: The National Education Policy (1998-2010); The Education Sector Reforms (2001-05); The National Plan of Action for Education for All (2001-15); the Poverty Reduction Strategy Paper (2003); the Medium-Term Development Framework (MTDF: 2005-2010); the National Plan for Development and Empowerment of Women (2002); National Program for Women's Political Participation; and other similar official documents.

Official statistical sources included: the Pakistan Social and Living Standards Measurement Survey (PSLSMS- CWIQ Approach: 2004/05); the Pakistan Integrated Household Survey (PIHS: 2001/02); the Multiple Indicators Cluster Survey (MICS); the SPDC Report on Education; recent Punjab budgets and local budgets of the districts of Rajanpur and Gujrat; and other relevant documents.

- Interviews with Relevant Government Officials

During a visit to Lahore, Punjab, several meetings were held with the provincial project staff and officials of the Department of Education.

A project sponsored GRBI workshop, attended by prominent federal and provincial officials of the Education Division/Department, Department of Finance, and Planning and Development (P&D) Department was held at the Lahore University of Management Sciences (LUMS).

2.2 Millennium Development Goals (MDGs)

In accordance with the Millennium Development Goals (MDGs), committed to at the United Nations Millennium Summit in 2000, Pakistan has to:

- (i) ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling; and
- (ii) eliminate gender disparity in primary and secondary education preferably by 2005 and at all levels of education no later than 2015.

According to the Millennium Development Goals Report 2004, prepared by the Planning Commission, the "state of supportive environment" in Pakistan to achieve

the first target of universal primary education was weak but improving and therefore, it was highly "potential" that the target would be achieved. However, Pakistan was stated to be "unlikely" to achieve the second target.

Recently, the Government of Pakistan prepared its five-year plan, the Medium Term Development Framework (MTDF: 2005-2010), which identifies a set of targets to be achieved by 2010 in order to help achieve the MDGs by 2015. In the context of education, the MTDF has very ambitious targets: universal primary enrollment and almost 50% increases in middle and secondary enrollments and literacy rates (Table 1). The gender gap is expected to narrow for all levels of school education and literacy². The percentage point differences between boys and girls are reduced most for secondary enrollment (from 39% to 2.5%), followed by those for middle enrollment (from 39% to 6.5%) and primary enrollment (from 24% to 6.1%). The gender gaps in adult and youth literacy rates, though expected to be reduced under MTDF, would still remain very high (29%).

Table 1: MTDF Targets and MDGs in Education

Rates (%)	Benchmark 2004/05			MTDF Targets by 2010			MDGs by 2015		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Gross Primary Enrollment	102	82	92	105	99	102	Universal primary education		
Gross Middle Enrollment	74	53	63	98	92	95	Gender parity		
Gross Secondary Enrollment	50	36	44	79	77	77	Gender parity		
Literacy (10+ years)	62	44	56	85	66	77	89	87	88
Youth Literacy (15-24)	79	52	66	90	70	80	-	-	-

² This is based on the assumption that the number of males and females in the relevant age cohort is the same.

3. SITUATION ANALYSIS

In relation to the education goals set by the MDGs and the targets of the MTRF, the current status of education indicators in Pakistan is far from satisfactory. Over one-half of the population is illiterate and one-third of primary-aged children are out of school, most of them (72%) girls.³ Poverty, which is much more pervasive in rural areas, is another factor for higher school drop-out; as: (i) other essential expenditures take priority over child education, school expenses are crowded out; and (ii) the child is often required to work and supplement the meager family income. Survey data show that 26% children in the lowest expenditure quintile in rural areas compared to 20% in the same urban quintile and 9% in the highest rural quintile dropped out of primary school.⁴ Wide disparities are evident in adult literacy and school enrollments across provinces, gender and location urban vs. rural, irrespective of source of information.⁵

3.1 Adult Literacy and School Enrollments by Gender and Location

3.1.1 Adult Literacy

In the absence of a strong political commitment to literacy, an organizational structure and budgetary allocation, literacy in general could only be low (53%), especially among women in rural areas where almost two-thirds of women are illiterate (Table 2)

Table 2 Adult Literacy (10+ years)

	2001/02 PHS			2004/05-PLSMS		
	Male	Female	Both	Male	Female	Both
Urban	72	56	64	78	62	71
Rural	51	21	36	58	29	44
TOTAL	58	32	45	65	40	53

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

3.1.2 Early Childhood Education (ECE)

In Pakistan, in 2003/04 the share of girls in overall pre-primary enrollments was 44.1% (Table 3). In urban areas, Punjab and Sindh show a higher percentage of girls than boys in ECE. In rural areas, all provinces especially Sindh, NWFP and Balochistan, display wide gender gaps in ECE enrollments

³ In the benchmark year 2000, there were 4.3 million girls and 1.7 million boys who were "left out" of school, the National Plan of Action on Education for All (2001-15); Ministry of Education; Government of Pakistan; April 2003.

⁴ Pakistan Integrated Household Survey (PHS) and Pakistan Living Standard Measurement Survey (PLSMS)

⁵ Pakistan Integrated Household Survey (PHS) and Pakistan Living Standard Measurement Survey (PLSMS) were administered by the government's official statistic agency, the Federal Bureau of Statistics.

Table 3: Enrollment in Katchi Classes by Gender

	Urban			Rural			Overall		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
PAKISTAN	47.2	52.8	1000	57.3	42.7	1000	55.9	44.1	1000
Punjab	41.8	58.2	1000	53.2	46.8	1000	51.5	48.5	1000
Sindh	45.4	54.6	1000	61.6	38.4	1000	58.1	41.9	1000
NWFP	56.7	43.3	1000	62.5	37.5	1000	61.9	38.1	1000
Balochistan	61.1	38.9	1000	60.8	39.2	1000	60.9	39.1	1000

Source: NEMS 2003/04; National Educational Management Information System; AEPAM Ministry of Education, Islamabad.

3.1.3 Primary School Enrollments

Gross enrollment rates for both boys and girls are relatively high, especially in urban areas (Table 4a). The gender gap, however, is widened in rural areas at 68% for girls and 88% for boys.

Table 4a: Gross Primary Enrollment Rates (6-10 years)

	2001/02 PIHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	96	84	87	104	97	100
Rural	78	52	65	88	68	79
TOTAL	81	60	71	92	76	85

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

Net primary enrollments are not only much lower than gross enrollments but interestingly the gender gap is slightly narrower than that for gross enrollments (Table 4b). This perhaps indicates that families are more prepared to allow boys to repeat as compared to girls, in the hope that their sons will be better educated.

Table 4b: Net Primary Enrollment Rates (6-10 years)

	2001/02 PIHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	65	63	64	74	70	72
Rural	54	38	47	62	49	56
TOTAL	57	45	51	65	55	60

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

One reason that the primary enrollment rate for girls is lower than that for boys is that there are fewer girls' than boys' schools in the country. In Pakistan, the total number of primary schools in 2004 was 154,970 of which 47.9% are boys' schools; 28.3% are girls' schools and 23.8% are mixed schools (Table 4c). The percentage of mixed schools is highest (50.1%) in urban areas while in rural areas boys' schools are dominant (51.1%).

Among public schools, 55.1% are boys' schools; 32.3% are girls' schools and only 12.6% are mixed schools. However, an overwhelming majority (95%) of private schools is mixed schools, with only 3.2% girls' schools and 1.7% boys' schools. This is mainly because private schools are mostly run on a commercial basis and as

such do not discriminate on the basis of sex and are equally accessible to both boys and girls. It is perceived that mixed schools at the primary level do not hinder girls from attending as the teachers are usually female teachers.

Table 4c: Distribution (%) of Public and Private Schools by Gender

	URBAN			RURAL			TOTAL		
	Male	Female	Mixed	Male	Female	Mixed	Male	Female	Mixed
Public	48.9	36.8	14.3	55.7	31.8	12.5	55.1	32.3	12.6
Private	0.9	0.9	98.2	2.6	5.6	91.8	1.7	3.2	95.1
Other Public*	21.2	10.2	68.7	0.0	2.0	98.0	2.8	3.1	94.1
All	28.5	21.4	50.1	51.1	29.5	19.5	47.9	28.3	23.8

* Other public schools are those in the public sector but not managed by the Ministry or Departments of Education
Source: NEMS:2003/04; National Educational Management Information System; AEPAM Ministry of Education; Islamabad.

Of all the primary schools, 86.4% are in the public sector, with only 11.4% in the private sector (Table 4d). Schools specific to boys and for girls are almost all (in both urban and rural areas) in the public sector (including mosque schools, among which those for girls are negligible i.e., 0.09% of total mosque schools and 0.03% of total girls' schools) while mixed schools are equally distributed between the public and private sector i.e., 45.9% in the public sector while 45.4% are in the private sector. Another 8.7% of schools are also in the public sector but not managed by the Ministry/Departments of Education⁶

Table 4d: Distribution (%) of Boys/Girls/Mixed Schools by Public/Private Sector

	URBAN			RURAL			TOTAL			
	Male	Female	Mixed	Male	Female	Mixed	Male	Female	Mixed	ALL
Public	97.2	97.3	16.1	99.7	98.6	58.5	99.5	98.5	45.9	86.4
Private	1.3	1.7	81.0	0.3	1.2	30.3	0.4	1.3	45.4	11.4
Other Public*	1.5	1.0	2.8	0.0	0.1	11.2	0.1	0.2	8.7	2.2
All	1000	1000	1000	1000	1000	1000	1000	1000	1000	1000

* Other public schools are those in the public sector but not managed by the Ministry or Departments of Education
Source: NEMS:2003/04; National Educational Management Information System; AEPAM Ministry of Education; Islamabad.

Evidence on enrollment shows that of all students in primary school, 58.6% are boys and 41.4% are girls (Table 4e). The share of girls' enrollment is much lower (38.6%) in rural than in urban (46.7%) areas. There is a small difference in the percentage of girls in public as compared to private schools.

⁶ These are schools run by other government organizations such as the Army, Air Force, Navy, Overseas Pakistani Foundation; National Commission on Human Development (NCHD); etc.

Table 4c: Distribution (%) of Primary Enrollment by Gender in Public and Private Schools

	URBAN			RURAL			TOTAL		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Public	50.6	49.4	100	61.4	38.6	100	59.2	40.8	100
Private	55.2	44.8	100	61.8	38.2	100	57.4	42.6	100
Other Public*	55.7	44.3	100	55.3	44.7	100	55.5	44.5	100
All	53.3	46.7	100	61.4	38.6	100	58.6	41.4	100

* Other public schools are those in the public sector but not managed by the Ministry or Departments of Education
 Source: NEMS:2003/04; National Educational Management Information System; AEPAM: Ministry of Education, Islamabad.

Studies and surveys have shown better learning achievements among students of private schools vis-à-vis the public schools. This is mainly attributed to better school-based management which leads to lower teacher absenteeism, better facilities and materials. The private sector plays an important role in providing primary education, especially in the urban areas where private schools account for over one-half of all primary enrollments. Of total primary enrollment, almost 70% for both boys and girls is in public schools with only 30% in private schools (Table 4f). In rural areas, the role of private schools is much reduced.

Table 4f: Percentage of Primary Enrollment by Gender by Type of School

	URBAN			RURAL			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public	38.5	42.9	40.6	83.7	83.7	83.7	69.8	68.1	69.1
Private	59.2	55.0	57.2	15.3	15.1	15.2	28.8	30.3	29.4
Other Public	2.3	2.1	2.2	0.9	1.2	1.1	1.4	1.6	1.4
All	100	100	100	100	100	100	100	100	100

Source: NEMS:2003/04; National Educational Management Information System; AEPAM: Ministry of Education, Islamabad.

3.1.4 Middle School Enrollments

Similar to primary enrollment rates, middle school gross enrollment rates also display wide disparities between boys and girls, especially in the rural areas (Table 5a).

Table 5a: Gross Middle School Enrollment Rate (11-13 years)

	2001/02 PHHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	63	73	68	71	70	71
Rural	50	25	38	55	35	45
TOTAL	54	40	47	60	46	53

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

Again, in the context of net enrollment rates, the gender gap narrows in relation to that in gross rates. While in rural areas there is some difference between net enrollment for boys and girls, in urban areas the gender gap disappears altogether (Table 5b).

Table 5b: Net Middle School Enrollment Rate (11-13 years)

	2001/02 PIHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	38	43	40	42	42	42
Rural	27	15	21	29	19	25
TOTAL	30	23	27	34	27	30

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

In Pakistan, there are a total of 28,728 middle schools of which 47% are in the public sector and 53% are in the private sector. Of all middle schools in urban areas, 18% are in the public sector while in rural areas public middle schools account for 65% of the total.

Figures on middle school enrollments show that of all students, 62% are boys and 38% are girls (Table 5c). The share of girls' enrollment is much lower (31.7%) in rural than in urban (47.5%) areas.

Table 5c: Distribution (%) of Middle Enrollment by Gender in Public and Private Schools

	URBAN			RURAL			TOTAL		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Public	52.5	47.5	1000	68.3	31.7	1000	62.0	38.0	1000
Private	53.6	46.4	1000	56.1	43.9	1000	54.3	45.7	1000
Other Public*	57.7	42.3	1000	66.6	33.4	1000	34.0	66.0	1000
All	52.5	47.5	1000	68.3	31.7	1000	62.0	38.0	1000

* Other public schools are those in the public sector but not managed by the Ministry or Departments of Education
Source: NEMS:2003/04; National Educational Management Information System; AEPAM, Ministry of Education; Islamabad.

The private sector plays an important role in providing middle education, especially in the urban areas where private school enrollments account for almost 40% of all (both boys and girls) middle school enrollments (Table 5b). Interestingly, in rural areas, a higher percentage of girls (19.4%) than boys (12.5%) attend private schools. This is because of existing shortage of public middle-schools, especially for girls, caused by the focus of public policy on primary schools.

Table 5d Percentage of Middle Enrollment by Gender by Type of School

	URBAN			RURAL			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public	56.5	57.9	57.1	87.5	80.6	85.2	73.8	65.5	70.4
Private	39.9	39.2	39.6	12.5	19.4	14.8	24.6	30.0	26.8
Other Public*	3.6	3.0	3.3	0.0	0.0	0.0	1.6	4.5	2.8
All	100	100	100	100	100	100	100	100	100

* Other public schools are those in the public sector but not managed by the Ministry or Departments of Education

3.1.5 High School Enrollments

With boys generally entering the job market at a young age and with early marriages for girls, enrollments at matric level (i.e. ninth and tenth grade) are very low (43% gross enrollment and 19% net enrollment), especially for girls in both urban and rural areas and in all provinces (Table 6a and 6b). Net enrollment for girls in rural areas is merely 10%.

Table 6a: Gross High School Enrollment Rates (14-15 years)

	2001/02 PIHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	67	56	52	64	59	62
Rural	46	17	30	44	22	33
TOTAL	61	32	41	51	34	43

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

Table 6b: Net High School Enrollment Rates (14-15 years)

	2001/02 PIHS			2004/05-PSLSMS		
	Boys	Girls	Both	Boys	Girls	Both
Urban	27	28	27	28	29	29
Rural	17	8	13	18	10	14
TOTAL	20	14	17	21	16	19

Source: Pakistan Integrated Household Survey (2001/02) and Pakistan Social and Living Standards Measurement Survey (2004/05)

In Pakistan, there are a total of 8,991 high schools in the public sector of which 66.5% are for boys, 30.4% are for girls, and 3.2% are mixed schools.

High school enrollments show that of all students, 61% are boys and 39% are girls (Table 6c). This implies a higher demand for girls' high school education than institutions provided. The share of girls' enrollment is much lower (27.9%) in rural than in urban (46.9%) areas.

Table 6c: Distribution (%) of High School Enrollment by Gender in Public and Private Schools

	URBAN			RURAL			TOTAL		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Public	52.4	47.6	100	74.3	25.7	100	62.5	37.5	100
Private	54.6	45.4	100	51.7	48.3	100	54.1	45.9	100
All	53.1	46.9	100	72.1	27.9	100	60.6	39.4	100

The private sector does not play the dominant role in high school provision (Table 6d). Of all high school enrollees, only 23% are enrolled in private institutions. While most rural enrollees of both boys and girls are in public high schools, a higher percentage of girls (16.9%) than boys (7%) attend private high schools.

Table 6d: Percentage of High School Enrollment by Gender by Type of School

	URBAN			RURAL			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public	67.2	69.2	68.1	93.0	83.1	90.3	79.3	73.1	76.8
Private	32.8	30.8	31.9	7.0	16.9	9.7	20.7	26.9	23.2
All	1000	1000	1000	1000	1000	1000	1000	1000	1000

Limited sex-disaggregated data are available for higher education institutions (Arts and Science Colleges, Professional Colleges and Universities) in Pakistan and only for public institutions. In the year 2002/03, enrollment records show a gender balance in arts and science colleges, though colleges exclusively for women are only 43% (Table 6e). In the context of professional colleges and public universities, although there are only 5% and 3.4% exclusively for women (while the remaining institutions are mostly co-education with a small number exclusively for males), enrollment figures show 25.6% in professional colleges and 34.4% in universities are women. The gender disparity can partly be attributed to the lower value attached by families to advanced education for females and partly to the marriage of most females by college age.

Table 6e: Percentage of Public Institutions and Enrollment by Gender in Higher Education

2002/03	Arts and Science Colleges		Professional Colleges		Universities	
	%Male	%Female	%Male	%Female	%Male	%Female
Institutions	57.1	42.9*		5.0*		3.4*
Enrollment	50.6	49.4	74.4	25.6	65.6	34.4

* Exclusively for females - the remaining institutions are mostly co-ed while some are exclusively for males.
Source: Pakistan Economic Survey 2004/05; Finance Division, Govt of Pakistan, Islamabad.

3.1.6 "Left-outs": Drop-out Rates, Reasons for Dropping out and Retention Rates

Gross and net enrollments are not sufficient to indicate the progress in education indicators. Low enrollment rates are generated by two groups of children: (i) those who have never attended school; and (ii) those who attended school but dropped out before completing primary school. There is also a need to consider the reasons of "never attending" school and the reasons for dropping out from school.

Reasons for not attending school, especially for girls can be traced to "Parents did not allow" or "too far" while "too expensive" is responsible for a large number of "left out" children both boys and girls (Table 7a)

Table 7a: Reasons for Never Attending School (10-18 years)

Reason	Boys			Girls		
	Urban	Rural	Overall	Urban	Rural	Overall
Parents Did not Allow	1	3	3	36	36	36
Too Expensive	53	36	40	33	25	26
Too Far	2	10	8	3	15	14
Education not Useful	1	1	1	1	1	1
Had to help at Work	5	5	5	1	2	2
Had to help at home	1	2	2	3	5	5
Child not Willing	22	30	29	11	6	7
Other	15	12	13	12	10	10

Source: PHHS20102

For younger children (aged 5-9 years), parents cited "Can not afford" and "Child too young" as the two predominant reasons for both boys and girls not being enrolled in school (Table 7b). Other major reasons included "Child handicapped/sick" and "Child not interested" for boys and "No need/home study" for girls.

Table 7b Parents' Reasons for Children (5-9 years) not being enrolled in school (Weighted %)

Reasons	Boys	Girls
Cannot Afford	30.4	31.7
Child too young	32.4	27.0
Child handicapped/sick	13.3	8.3
No need/home study	2.3	11.3
Child not interested	8.5	5.9
Poor access to school	3.2	4.3
Child working	3.2	1.7
No girls school/female teacher	0.1	3.7
Studying religion	2.1	1.8
No school teachers	2.3	1.6
Poor teaching	1.3	1.4
Poor school facilities	0.7	1.0
Child expelled	0.2	0.3

Source: National report, Social and ifo go v an an ce and d ch e r o f p u b l i c s e r v i c e s, P a k i s t a n 2 0 0 4 / 0 5

Available information reveals that dropout rates are positively correlated with grades i.e. the higher the grade, higher the dropout rate (Table 7c). Also, although rural dropout rates are much higher than urban rates at every class level for both boys and girls, surprisingly, *drop out rates are much higher for urban boys than urban girls at every class level*, but vice versa in rural areas. Given the low quality of education, high poverty levels and greater opportunity for child labor in urban areas, it is apparent that boys of poorer families opt for work rather than school.

Table 7c: Primary School Dropoutrates for Children aged 15-19

	Urban			Rural			All		
	Boys	Girls	Both	Boys	Girls	Both	Boys	Girls	Both
Grade 1	0.9	0.1	0.6	1.0	0.5	0.8	1.0	0.3	0.7
Grade 2	1.9	1.0	1.5	2.2	2.3	2.2	2.1	1.7	1.9
Grade 3	4.3	2.0	3.2	5.2	6.5	5.7	4.9	4.4	4.7
Grade 4	6.8	3.8	5.4	9.0	11.0	9.8	8.2	7.6	8.0
Grade 5	9.9	6.9	8.5	13.8	16.9	14.9	12.4	12.2	12.3

Source: PHS2001/02

Information on males and females aged 15-19 years who dropped out of school without completing primary school reveals that for both boys and girls in both urban as well as in rural areas, "child not willing" was quoted as the single most important reason for dropping out of school (Table 7d). An interesting pattern emerges in 2001/02: although primary education is almost free in public schools and has been so since 1972, the cost of education carries increasingly larger weight in decisions whether to continue to attend school. This happens just as answers such as lack of belief in the value of education and poor teaching conditions decline considerably in importance.

Table 7d: Reasons for Primary School Dropping out

	Boys (15-19 years)				Girls (15-19 years)			
	Urban		Rural		Urban		Rural	
	1995/1996	2001/2002	1995/1996	2001/2002	1995/1996	2001/2002	1995/1996	2001/2002
Too expensive	20	34	18	25	24	25	13	18
Child not willing		40		49		27		23
Parents disapproval	1	4	2	2	14	15	11	17
Help at home	8	1	8	3	12	6	16	8
Help at work	13	9	20	6		2		2
Too far away	4		6	3	6	1	11	7
Poor Teaching Behavior	2	1	10	2	2	2	10	5
Education not useful	11	1	8	1	8		4	1
Sick child	2	4	2	3	2	9	4	5
No female staff							4	8
Other	38	7	26	4	31	11	28	4

Source: PHS2001/02

A recent round of the Pakistan Integrated Household Survey (PIHS), when compared with an earlier round, shows considerable progress: repetition rates have fallen for both boys and girls, in urban and rural areas at each class level (Table 7e). No clear pattern emerges from the information in respect of gender except that in urban areas in 2001/02 repetition rates of girls and boys are somewhat similar at each grade whereas in rural areas, repetition rates for boys are higher than for girls in most grades.

Table 7c: Primary School Repetition rates (%)

	Boys				Girls			
	Urban		Rural		Urban		Rural	
	1995/ 1996	2001/ 2002	1995/ 1996	2001/ 2002	1995/ 1996	2001/ 2002	1995/ 1996	2001/ 2002
Grade 1	11	5	18	10	17	5	13	7
Grade 2	14	4	9	4	11	6	9	5
Grade 3	12	5	11	6	12	5	9	4
Grade 4	14	6	10	6	11	3	10	5
Grade 5	5	3	7	7	10	5	8	4

Source: PHHS20102

3.2 Education in Punjab and the Districts of Gujrat and Rajanpur

Literacy and Enrollment Rates

According to the Multiple Indicators Cluster Survey (MICS: 2004), the overall literacy rate for Punjab is 54%⁷, with 63% for males and 44% for females (Table 8). Gross and net primary enrollment rates are 88% and 51% respectively with a narrower gender gap in the former than in the latter. Most primary students attend government schools (64%) and perhaps the low quality of education in these schools along with rampant poverty, which is responsible for the high incidence of child labour, causes a high drop out rate of 27% from primary school.

In the context of the two districts i.e. Gujrat, the better developed of the two, and Rajanpur, the former district is better situated with respect to education indicators. Adult literacy rates in Gujrat are 65% with 75% for males and 57% for females while these rates are much lower in Rajanpur with wider disparity between males (46%) and females (20%).

This disparity is also evident in primary school enrollments: the net enrollment rates in Rajanpur are 38% for boys and 28% for girls respectively, while in Gujrat the gender gap is tilted in favour of the girls (67%) in comparison to boys (61%). In gross enrollments, while Rajanpur displays a wide gender gap in Gujrat this gap is much narrower.

⁷ Literacy rate of 54% is well in line with the Pakistan Living Standards Measurements Survey (PLMS: 2004/05).

Table 8 Education Indicators in Punjab and the Districts of Gujrat and Rajanpur

	Gujrat			Rajanpur			PUNJAB		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Literacy rate (10+ years)	73	57	65	46	20	34	63	44	54
Net Primary Enrollment rate	61	67	64	38	28	33	53	49	51
Gross Primary Enrollment rate	119	116	124	64	45	56	93	83	88
% Students reaching grade 5									73
Drop out rate									27
% Students attending public schools									64

Source: Multiple Indicators Cluster Survey, Federal Bureau of Statistics, Govt of Pakistan in collaboration with UNICEF, 2004

Schools

Recently collected information on the number of schools suggests that there are 63,723 schools in Punjab, with 34,834 boys' schools and 28,889 (45%) girls' schools. In the districts of Gujrat and Rajanpur, there are 1,957 (with 1,061 for boys and 896 (46%) for girls) and 1,249 (with 765 for boys and only 484 (39%) for girls) respectively.

As most new schools built are girls' schools, the shares of girls' schools at both primary (51.6%) and middle (58.9%) levels are higher than those for boys (Table 9). It may be rightly assumed that most middle and high schools would also have primary sections. This pattern of the province as a whole also applies to the district of Gujrat, while in Rajanpur, only 39% of all schools are girls' schools and except for higher secondary (post-Class X) schools, there is a higher percentage of boys' than girls' schools.

Table 9. Percentage Share of Schools by Gender

School Level	Gujrat			Rajanpur			Punjab		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Mosque	100.0	-	100	99.3	0.7	100	98.5	1.5	100
Primary	45.5	54.5	100	55.9	44.1	100	48.4	51.6	100
Middle	35.1	64.9	100	58.5	41.5	100	41.1	58.9	100
High	63.2	36.8	100	68.0	32.0	100	65.6	34.4	100
H.Sec.	72.7	27.3	100	50.0	50.0	100	53.4	46.6	100
Total	54.2	45.8	100	61.2	38.8	100	54.7	45.3	100

Source: Project Monitoring and Implementation Unit, PERSP, October 2004

School Enrollments

In terms of total school enrollments Punjab has 10.2 million students, of which 5.65 million are boys and 4.6 million (45%) are girls. In the districts of Gujrat and Rajanpur, there are 327,494 students (of which 164,487 are boys and 163,007 (49.8%) are girls) and 161,696 students (of which 97,627 are boys and 64,069 (39.6%) are girls), respectively.

Of total school enrollments in Punjab, 43.5% students are girls and their share at every level of education except at higher secondary level, remains less than that for boys (Table 10). In district Gujrat, except at the pre-primary and the higher secondary levels the percentage of boys is higher than that for girls while in district Rajanpur, the percentage of girls at all levels is less than that of boys (although shares of boys and girls at pre-primary levels may be considered similar).

Table 10: Percentage Share of Enrollment by Gender

School Level	Gujrat			Rajanpur			Punjab		
	Boys	Girls	Both	Boys	Girls	Both	Boys	Girls	Both
Pre-Primary	43.8	56.2	100	53.4	46.6	100	51.0	49.0	100
Primary	49.2	50.8	100	65.2	34.8	100	55.4	44.6	100
Middle	55.8	44.2	100	63.5	36.5	100	58.6	41.4	100
High	55.3	44.7	100	66.0	34.0	100	57.7	42.3	100
H.Sec.	34.3	65.7	100	47.7	52.3	100	39.5	60.5	100
Total	50.2	49.8	100	60.4	39.6	100	55.1	44.9	100

Source: Project Monitoring and Implementation Unit, PERSP, October 2004

Teachers

Punjab has over 302,000 teachers of whom 172,189 are men and 130,154 (43%) are females (Table 11). In the districts of Gujrat and Rajanpur, there are 9,407 teachers (of which 4,938 are males and 4,469 (48%) are females) and 4,664 teachers (of which 2,994 are males and 1,720 (37%) are females), respectively.

The share of female teachers closely follows the share of schools by gender (Table 11). Of all the teachers in Punjab, 43% are females although there are higher shares of them compared to male teachers at the primary and middle levels. This pattern is also reflected in the statistics for district Gujrat whereas the share of female teachers in district Rajanpur is lower than male teachers at all levels of education.

Table II: Percentage Share of Teachers by Gender

School Level	Gujrat			Rajapur			Punjab		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Mosque	100	-	100	98.5	1.5	100	98.9	1.1	100
Primary	46.4	53.6	100	58.5	41.5	100	53.9	46.1	100
Middle	38.6	61.4	100	62.2	37.8	100	45.6	54.4	100
High	61.7	38.3	100	68.3	31.7	100	64.6	35.4	100
H.Sec.	66.3	33.7	100	60.4	39.6	100	55.6	44.4	100
Total	52.5	47.5	100	63.1	36.9	100	57.0	43.0	100

Source: Project Monitoring and Implementation Unit, PERSP, October 2004

3.3 Issues in Education

The statistical situation analysis indicates the following features:

1. Overall low adult literacy rates and low enrollment rates at all levels of education except at primary level;
2. Wide gender disparity in literacy rates in the country as well as in (and within) the province of Punjab: Overall national adult male literacy (65%) is much higher than adult female literacy (40%); the disparity is more pronounced in rural areas (58% for males and 29% for females) than in urban areas (78% for males and 62% for females).
3. Wide gender disparity in enrollment rates at all levels of education: At the primary level, 58.6% of those enrolled are boys; at the middle level, boys account for 62% of enrollments; and at the high school level, boys account for 60.6%.
4. Of all public schools at the primary level, 55% are boys' schools; 32.3% are girls' schools and 12.6% are mixed schools.
5. There are wide disparities in literacy and enrollment rates across provinces.
6. Reasons for children "never attending" school include "parents did not allow"; "too expensive"; "child too young"; "child handicapped/sick"; and "no need to study/home study".
7. Dropout rates are high, especially in the rural areas; however, there is no noticeable difference in dropout rates between boys and girls.
8. Dominant role of public sector in education: While private schools contribute 30% in primary enrollments, it is the public schools which play the dominant role at every level of education, especially in rural areas. Of all schools, 86.4% primary; 70% middle; and 76.8% high schools are public schools.

3.3.1 Key Issue: Gender Disparity in Education

The most significant issue emerging from the situation analysis of Pakistan is: "Fewer girls than boys at each level of education". Expert opinions⁸ on the above issue yielded the following causes, consequences and solutions:

Causes	Consequences	Solutions
1. Value attached (by family and society) to girls' education is less than the value attached to boys' education	The causes have led to the following: - Low female literacy rates; - Lack of awareness among women about their legal and civil rights; - Low potential of female employment;	1. Advocacy/media campaigns involving influential personalities on value of girls' education and sensitization of politicians, policy makers, planners and education managers about benefits of female education.
2. Low financial priority to girls' education, especially in poor and rural households	- Low/no income contribution by women to household income;	2. Free schooling, textbooks and other financial incentives for school girls.
3. High risk of physical insecurity of girls, especially when schools located afar	- Limited contribution of women towards family responsibilities e.g. child health; child education; household budgeting; etc.	3. Construction of girls' schools near localities and not at far distances from communities. Also, stringent laws to curb eve-teasing.
4. Shortage of girls' schools/lack of facilities (boundary wall, toilets, etc.)	Low female status in family/community;	4. Provision of adequate facilities (such as boundary wall, toilets, etc.) in girls' schools.
5. Shortage/absence of female teachers	Low decision-making power in family/community.	5. Strengthening school committees with active community/family participation for monitoring school activities.

Planners and policy makers are well aware of the above situation. Several past and present policies have explicitly targeted girls' education and have earmarked significant funds for this purpose. These include the Social Action Program (SAP); Education Sector Reforms (ESR); and the National Plan of Action (NPA) for Education for All. Gender disparities, however, persist.

Policy has had its limitations. An important factor encouraging gender disparity in education is that the socio-cultural environment discourages girls' education. Given the overall lower status of females in the society, girls and women are discriminated against from birth. They are denied their civil rights in matters of education, employment, marriage, divorce and inheritance.

As such, a gender-neutral budget which fails to address these *demand-side* issues would perpetuate gender disparities. Additional efforts and resources are, therefore, required to break through the cultural barriers and *demand-side* restrictions on girls' education.

⁸ The Issue was debated thoroughly at the UNDP-GRBI Project Workshop held on December 14-15, 2005 in Lahore.

The following section summarizes various education policies, strategies and action plans with the purpose of highlighting the gender focus of these initiatives. It is observed that most education policies and strategies catered to gender needs, invested most in primary education (which enrolls the highest number of girls), provided gender-related inputs such as female schools, technical streams and polytechnics for females, etc., yet the enrollment rates for females continue to remain below those of males.

4. POLICY ANALYSIS

There are several reasons for the poor performance of the education sector in Pakistan. The most important of these reasons is the lack of political commitment. In the earlier years of the country's independence, planners and policy makers were too involved in growth-oriented investments for economic development and as such little attention was paid to human development aspects. Given the country's geo-strategic position and conflict with neighbouring India, defense expenditures demanded high proportions of budgetary allocations. Over the years debt burdens mounted and at present, over 60% of the budget is allocated to defense expenditures and debt servicing payments. This leaves little fiscal space for education, allocations to which have barely exceeded 1.8% of GDP in any year in the past decade.

In the early 1990s, there was a growing realization among policy makers that despite good economic growth, Pakistan has lagged behind in social indicators, especially in education and health and any further neglect of these sectors could seriously jeopardize the prospects of sustainable development in the 21st century. As such, a social sector development programme, the Social Action Programme (SAP) was launched, to improve the delivery of social services such as education, health, population planning and water and sanitation, especially in rural areas and for women. Though the programme failed to achieve its targets, it succeeded in bringing human development aspects, especially in the context of women and girls, to the forefront of the social sector policy agenda in every subsequent government policy and programme.

4.1 Mainstreaming Gender Concerns: A Challenge for Policy

Although most policies address women's issues, especially in social services, the objective of mainstreaming gender concerns into the overall planning, implementation and sectoral programming framework for improving women's status continues to be a major national challenge. Women are more adversely affected by the incidence of poverty on account of their lower social status due to weak educational background, low participation in economic activity and inequitable access to productive resources.

This section will review various overall (mainstream) policies in general, and education policies and programmes in particular, adopted by the Government of Pakistan during the last decade. The review will especially focus on the extent to which the policies address the gender issues described in the situation analysis and the extent to which different policies are in line with each other.

4.2 The National Plan of Action (NPA) for the Development and Empowerment of Women

The Government of Pakistan has committed itself to achieving the objectives of gender mainstreaming and gender equality in all spheres of society. This commitment is formalized through a number of policy, strategic and institutional measures adopted by the Government to promote gender equality. The National Plan of Action (NPA) for the National Policy for Development and Empowerment of Women provides the framework for the implementation of 188 actions addressing women's social, economic and political empowerment.

The Government of Pakistan announced the first ever National Policy for the Development and Empowerment of Women in March 2002. The policy encompasses all critical areas pertaining to women and contains guidelines and policy directions for ensuring women's participation in socio-economic and political empowerment and forms the basis of all women development programmes. The key objective is to remove inequities and imbalances in all sectors, protection of women's rights and ensure equitable benefits to and participation of women in national development and decision-making processes. Key policy measures focus on ensuring that the government adopts a gender-sensitive approach to development at all stages of project cycle.

The Government of Pakistan prepared the National Plan of Action (NPA) for Women as a key follow up of the Platform for Action adopted by Pakistan at the Fourth UN World Conference for Women in Beijing in 1995. The NPA is a strategic plan of action that lays down a set of priority actions in twelve critical areas of concern that are vital for achieving the agenda of women empowerment. These are: (i) poverty; (ii) education and training; (iii) health; (iv) violence; (v) armed conflict; (vi) economy; (vii) women in power and decision making; (viii) institutional mechanism for the advancement of women; (ix) human rights of women; (x) media; (xi) environment; and (xii) the girl child.

As a significant measure taken to implement a recommended set of actions of the NPA, the Government established the National Commission on the Status of Women in 2000. It was mandated (among other functions) to examine all policies, programmes and other measures taken by the government for women's development and gender equality to assess implementation and make suitable recommendations.

In the context of education and health the Government, under the Ministry of Women Development launched a mega project, Tawam Pakistan, in October 2002. Costing about Rs. 3,600 million, the project aims at improving the nutrition and education status of the girl child. The objectives of the project are to make interventions in terms of nutrition to improve the present status of health of the girl child and to improve school enrollment, retention and cognitive learning. It has

been designed for a complete feeding cycle of two years for 520,000 girls in 29 high-poverty districts of the country.⁹

4.3 The National Education Policy (1998-2010)

The National Education Policy (1998-2010) reflected the government's medium-term vision and aimed at universal primary education; 50% increase in middle level participation and enhancement of retention and completion of primary education cycle. To achieve these, it includes the following policy provisions, relevant to improving female education

National Education Policy	
Focus Area	Relevance to Female Education
Disparities and imbalances of all types shall be eliminated so as to promote equity.	This focuses mainly on gender, locational (urban-rural) and regional disparities.
Access to elementary education shall be increased through effective and optimum utilization of existing facilities and services as well as provision of new facilities and services.	With lack of access being a bigger obstacle for girls than for boys, improvement in access would help reduce gender disparities.
Quality of elementary education shall be improved with improvements in teachers' training and competence.	Although it does not target female teachers only, training of women teachers can help promote the quality of girls' education.
High priority shall be accorded to the provision of elementary education to the out-of-school children.	As most (72%) out-of-school primary-aged children are girls, a high priority to out of school children would imply improved access of girls to education.
Non-formal system shall be adopted as complementary to formal system.	Non-formal system in Pakistan is based on the notion of providing education (and literacy) mostly to out-of-school girls and women living in far and remote areas where there are no formal education facilities for girls.

Does National Education Policy adequately address the key issues in education?

A key concern is to determine whether the objectives of the National Education Policy address the gender and other issues highlighted by the situation analysis. In essence, the policy seems well in line with the major issues: it seeks to correct the imbalances (between genders, locations and provinces) in education and promote equity among various segments of society. It addresses issues related to lack of access, especially of girls through formal and non-formal systems as well as through government as well as non-government and private schooling systems. It also aims at enhancing access and quality of education through improvement in teachers' training and competence.

Within one year of the announcement of the National Education Policy, the military government assumed power in the country. It pledged to continue with the objectives of the National Education Policy but introduced a series of strategic reforms – initially the Education Sector Reforms (2001-05), an action plan to help

⁹ This ongoing project adopts a "rolling" approach towards girls' nutrition. It feeds every girl for a period of two years.

implement the education policy measures; and subsequently, the Poverty Reduction Strategy Paper (PRSP), with a strong component addressing education. More recently, the Medium Term Development Framework (MTDF: 2005-2010) further quantifies targets which will assist in achieving the Millennium Development Goals by 2015.

4.4 Education Sector Reforms (2001-05)

A comprehensive package of educational reforms with medium term targets, the Education Sector Reforms (ESR) Action Plan for 2001-2005 was finalized through a consultative process involving over 600 partners. The main features of ESR's reform agenda is a strategy for improving education, including all areas of EFA and entailing legislative, administrative and financial actions at all levels. The guiding principles of ESR are derived from:

- (i) the linkages between poverty and literacy,
- (ii) the imperative of need-based programmes and budget allocations; and
- (iii) creating gender balance in education at all levels.

The ESR Action Plan targets are aligned to emerging national reforms and priorities. Though the ESR targets focus on sub-sectors e.g., literacy, primary, school enrollment, technical streams and polytechnics, which incorporate a large number of females, these are not sex-disaggregated and as such their relevance to improving female education appears limited.

Education Sector Reforms

Focus Area	Relevance to Female Education
Universalization of primary education and adult literacy.	This implies complete elimination of gender disparity in education.
Improvement in the quality of education through better teachers, upgraded training options, curriculum & textbook reforms, and competency based examination system.	Will increase enrollment; reduce drop-outs and improve learning achievements of both girls and boys.
Introducing a third stream of gender and area specific technical and vocational education at secondary level with innovative approaches for students' counseling.	Has a potential to enhance prospects for female employment and empowerment.
Setting up mono-technics/polytechnics at district and tehsil levels.	Has a potential to improve technical skills among girls/women.

The ESR targets are also not disaggregated by sex (Table 12)

Table 12: ESR Benchmark and Targets

Sub Sector	Benchmark 2001	Target 2005
Literacy	49%	60%
Gross Primary Enrollment	83%	100%
Net Primary Enrollment	66%	76%
Middle School Enrollment	47.5%	55%
Secondary School Enrollment	29.5%	40%
Technical Stream School	100	1100
Polytechnic/mo-no-technics	77	160
Madaris Mainstreaming	148	8000
Public-Private Partnerships	200	26000
Higher Education Enrollment	2.6%	5%
Quality Assurance	equivalence of all sub-sectors to international levels	

The original ESR financial package was prepared by the federal government at an estimated cost of Rs 55.5 billion for the years 2001-2004. The duration of this package was extended to 2001-2005 to accommodate President's Programs viz *Mainstreaming of Madaris* and setting up of *Polytechnics at Tehsil level*. Therefore, the cost estimates increased to Rs 100 billion (Table 13)

Table 13: Financial Requirements for ESR Action Plan 2001-2005 (Rs.M)

Programs	2001-02	2002-03	2003-04	2004-05	Total
Elementary Education	4.0	9.0	10.0	11.0	34.0
Literacy Campaign	0.8	2.0	2.5	3.0	8.3
Mainstreaming Madaris	0	5.0	5.0	4.0	14.0
Secondary Education	1.0	3.0	3.0	3.0	10.0
Technical Education	0	3.0	5.0	7.0	15.0
College/Higher Education	1.0	3.0	3.0	3.0	10.0
Quality Assurance	1.0	2.0	2.0	3.0	8.0
Public-Private Partnership	0.1	0.2	0.2	0.2	0.7
Total	7.9	27.2	30.7	34.2	100

Designed only as a development program, the ESR financing arrangements excludes the recurrent allocations emanating from these development allocations. The underlying expectation was that a large portion of the stream of recurrent expenditures will be borne by the provinces. According to estimates of the Government of Punjab for instance, there was a shortage of 60,000 teachers. Provision for non-salary budget was also a requirement to maintain the school as a service delivery outpost. Up-grading of primary schools to middle/ secondary level was also encouraged through public-private partnership to economize public sector expenditure. However, the provinces failed to allocate any funds for ESR activities and as such after the first year of federal funding, the reforms did not continue.

4.5 The National Plan of Action (NPA) for EFA: 2001-15

As a follow-up to the Dakar Conference on *Education for All* in 2000, Pakistan prepared the National Plan of Action (NPA) in 2001. The NPA has defined national targets separately for males and females for key education indicators in three EFA sectors: early childhood education, elementary education and adult literacy. It also assesses the corresponding physical infrastructure required to achieve these respective targets. The NPA has also identified strategies to be adopted to achieve these targets and the financial resources required to pursue these strategies for desired results.

Unlike the ESR, the NPA has set sex-disaggregated targets for net participation rates in early childhood, primary and adult education (Table 14). Interestingly, the targeted rates of enrollment in all three sub-sectors by 2015 are identical for both males and females; as such the level of investments for females is planned to be higher than for males to enable the former to "catch up" with the latter. In 2000, the net participation rate in early childhood education (age group 3-5 years) was 25%, with 31% for boys and 18% for girls. This is expected to gradually increase to 50% for both boys and girls over the next 15 years. The net participation rate in primary education (age group 5-9 years) is 66%, with 82% for boys and 50% for girls. Given the high commitment to universal primary education under EFA, this is likely to rise to 100% for boys by 2010, and 100% for girls by 2015. Adult literacy rate was estimated at 49% for population above 10 years of age, with 61.3% for males and 36.8% for females. By 2015, the National Plan envisages to achieve a target rate of 86% adult literacy.

Table 14: Planned Net Participation Rates by EFA Sectors

EFA Sectors	2000			2005			2010			2015		
	M	F	T	M	F	T	M	F	T	M	F	T
<i>Early Childhood Educ.</i>	31	18	25	36	28	32	42	39	40	50	50	50
<i>Primary Education</i>	82	50	66	90	68	79	100	87	94	100	100	100
<i>Adult Literacy</i>	61.3	36.8	49	71.5	50.5	61	77	65	71	86	86	86

Source: National Plan of Action (NPA) 2001-15; Ministry of Education, Islamabad.

The NPA is based on three five-year phases: (i) Phase I (2001/02-2005/06); (ii) Phase II (2006/07 – 2010-2011); and (iii) Phase III (2011/12 – 2015/16). To improve access to education at different levels, the NPA plans major investments in physical infrastructure for education (Table 15). In Phase I, it is estimated that 11,200 new Early Childhood Education centers will be set up in selected schools; 11,300 in Phase II and 20,000 in Phase III. For better access to primary education, 10,250 new primary schools will be established only in Phase I. However, 2,000 masjid/makubs will be established in Phase I and 500 in Phase II. Also, policy initiatives announced recently focus on the mainstreaming of religious schools with

core curriculum.¹⁰ A large number of primary schools are also scheduled to be upgraded to middle level over the three phases.

Major efforts are also planned for improvements in access to adult literacy. About 1.5 million adult literacy centers and over 200,000 non-formal basic education schools will be established by 2015. For poverty alleviation, almost 380,000 vocational/trade schools will be set up to provide skill development.

Table 15: New Schools/Centers by EFA Sectors

EFA Sectors	Phase I: 2001/02 – 2005/06	Phase II 2006/07 – 2010-2011	Phase III 2011/12 – 2015/16
Early Childhood Education			
ECE Centres in Selected Schools	11,200	11,300	20,000
Primary Education			
New Primary Schools	10,250	NIL	NIL
Masjids/Maktab School	2,000	500	NIL
Upgradation of primary Schools to Middle levels	5,000	6,100	7,500
Adult Literacy			
Literacy Centres	440,000	460,000	525,000
NFBES	55,000	60,000	90,000
Vocational/Trade Schools	140,000	130,000	110,000

Source: National Plan of Action (NPA) 2001-15; Ministry of Education, Islamabad.

Resource mobilization is a major area of concern in the implementation of the NPA (Table 16). The total cost of the NPA is estimated at Rs. 430 billion, with Rs. 120 billion (28%) to be borne in Phase I, Rs. 134 billion (31%) in Phase II and Rs. 176 billion (41%) in Phase III. The share of national resources in total costs increases gradually from 30% in Phase I to 40% in Phase II and to 50% in Phase III. It is the failure to mobilize the required resources, both nationally as well as internationally, that has significantly stalled the implementation of the NPA.

Table 16: Resource Mobilization for Implementation of NPA

Cost	Phase I	Phase II	Phase III	Total (Rs billion)
Total Cost	120	134	176	430
National Resources	36 (30%)	53 (40%)	88 (50%)	178
Resource Gap	84	81	88	253

Source: National Plan of Action (NPA) 2001-15; Ministry of Education, Islamabad.

¹⁰ Traditionally, the religious schools (i.e. madrassahs) impart only religious education to both girls and boys (in separate institutions). The government, as part of its madrassah reforms program, is striving to introduce mainstream curriculum (i.e. which is taught in formal primary schools) in madrassahs.

4.6 Poverty Reduction Strategy Paper (PRSP)

Representing the Government's agenda of pro-poor growth and the commitment to achieving the Millennium Development Goals (MDGs), the Poverty Reduction Strategy Paper (PRSP) provides a focused strategy for poverty reduction based on accelerated and broad-based economic growth while maintaining macroeconomic stability, improving governance and consolidating devolution, investing in human capital including education and targeted programs with special emphasis on women, minorities, refugees and the disabled.

The PRSP also takes the view that poverty reduction efforts must address gender dimensions in order to deal with poverty meaningfully. The government at the Beijing Conference stressed gender mainstreaming as a policy for action. The Government of Pakistan realizes that gender mainstreaming requires a shift away from the traditional social welfare measures to empowerment of women for equitable access to economic and social resources. In this context, the PRSP stresses investment in human capital with renewed emphasis on effective delivery of basic social services - most importantly, on improvements in education. Recognizing that women are among the poorest and most vulnerable group in the country, it lays down specific targets for women's empowerment and outlines a series of policy measures designed to improve their share in education, economic benefits, opportunities and access to resources. These include provision of soft loans to women improving educational and health facilities, skill development and enforcing the 5% quota for women's employment in government.

Education Component in PRSP

The PRSP, fully integrating the educational initiatives outlined in the Education Sector Reforms (ESR) for 2001-05 and the National Plan of Action (NPA) for Education (2001-15), identifies a set of challenges faced by the education sector in Pakistan.

These include:

- lack of infrastructure and facilities;
- severe shortage of qualified and trained teachers;
- under-investment in quality;
- lack of accountability and tracking mechanisms between planners and service providers;
- high dropout rate and teachers' absenteeism;
- lack of availability and accessibility of low-cost, high quality education;
- absence of formal criteria for funds allocation at school level; and
- lack of standardized data collection and dissemination.

In this context, girls' education is adversely affected by lack of infrastructure, shortage of qualified and trained female teachers and teacher absenteeism, and high

drop out rate of girl students. Good quality of education as well as adequate funds and reliable data for better planning are also required to improve access to, and quality of, education for girls.

4.7 **Strategizing the National Policy – The Punjab Education Sector Reforms Program (PESRP)**

The role of provinces in delivery of education services is restricted to strategizing the national sectoral policy, providing additional funds to facilitate priority streams and conducting monitoring and evaluation of district implementation of service delivery.

The Punjab Education Reforms Program (PESRP) of 2003/04 is an example of a successful undertaking of provincial functions. It is based on three thrust areas:

(i) Improving Public Financing for Education Sector:

Before the PESRP, the Government of Punjab had developed a Medium-Term Budget Framework (MTBF), which gave high-priority to pro-poor expenditure, especially education. The revised MTBF suggests that the financial position of the province remains on sound footing and in fact would continue to improve despite the provincial government's commitment to sharply increase the pro-poor expenditure.

The MTBF projects that the provincial expenditure on education would more than double over the 2002/03-2005/06 period, owing mainly to the Punjab Education Sector Reforms Program. While the current expenditure on education would increase substantially, the development expenditure will increase even faster (from 2.2% in 2002/03 to 13.7% in 2004/05 of total education budget) due to continued provision for missing facilities such as boundary wall, latrines, electricity, drinking water, etc., provision of infrastructure to cater for the sharp increase in enrollment and improving access to secondary and higher level education. Nonetheless, the increase in development expenditure is from a very low base as development expenditure of education had declined significantly before the reform program.

(ii) Supporting Devolution and Public Sector Management Reform

An integral part of the reform program is the clarification of roles and responsibilities of provincial and district governments under the devolution reform, and the introduction of incentives to district governments to improve service delivery. These reforms are embodied in the Terms of Partnership (TOP) agreements (which include annual performance targets) signed between the district and provincial governments. This is the first time in Pakistan that such an explicit service delivery contract has been initiated between the province and district governments.

For the provincial government, the TOP mechanism implies provision of a conditional grant to the district government to meet some well specified policy and

physical targets related to education. In the first year of its implementation, an equal amount (Rs 145 million) was provided to each district for school facilities. This conditional grant was released to the accounts of each district government upon signature of the TOPs, specifically for providing missing facilities to schools. A district-specific profile of missing facilities was included as an annex to all of the TOPs to serve as a suggested guideline for prioritization of facility upgrading.

Most of the school facilities (boundary wall, latrines, etc.) to be provided under this arrangement have a direct bearing on improving female girls' enrollment.

A good data system on education expenditures is being maintained, which includes regularly updated district level expenditure trends in education.

To recalibrate the allocation of funds towards districts with greater educational needs as well as to give incentives for districts to improve upon the performance of the education sector, subsequent PESRP transfers in FY05 are being made via a needs and performance-based formula. The transfer formula gives 70% weight to district needs (based on literacy and enrollment rates as well as assessment of school infrastructure improvement needs) and the remaining 30% weight to a combination of performance including increases in enrollments, districts budget allocations and ability to utilize earmarked school funds. The needs and performance-based formula is more optimal than the uniform amount provided to all districts in the first year of the Program, which did not take into account the different capacities and needs of the districts.

(iii) Improving Quality, Access and Governance in the Education Sector

This is the PESRP area which addresses gender needs directly and focuses on improving access to, quality of, and management of education.

It involves:

- (i) Improvement in teacher management and recruitment through a major policy shift towards hiring of new teachers with school-based term contracts, with higher qualifications.

More than 30,000 contract teachers with appropriate educational qualifications have been hired so far, starting a process that is expected to bring qualitative improvements in the teaching cadre overtime¹¹.

- (ii) Revitalization of School Councils (SCs) by giving them greater financial and administrative functions and autonomy.

The SCs were provided funds for development expenditures. District Governments were notified to authorize district funds to School Councils for carrying out small

¹¹ Progress on various PESRP provisions, as stated in the Third Party Validation Report, are reported in *italics*

works up to Rs 200,000. In pilot districts NGOs have been hired to revitalize local school councils by increasing their level of involvement in a range of activities such as helping to identify new infrastructure needs and monitoring teacher absenteeism;

- (iii) Strengthen program monitoring and evaluation through establishment of a Program Monitoring and Implementation Unit (PMIU) under the Provincial Education Department. The PMIU is responsible for both (a) monitoring and evaluating the impact of the overall program on public primary schooling; and (b) overseeing implementation of certain key components of the reform program such as the awareness campaign and delivery of free textbooks

One of the most significant achievements of the PMIU has been the development of robust monitoring systems that oversee and verify program inputs as part of routine program management. The Education Management Information System (EMIS), which has been revamped and mainstreamed under the Program. Because of the Program's efforts to improve the management and monitoring systems, for the first time in Punjab, sex-disaggregated data are being collected for the purpose of analysis, and for feeding directly into policy decisions

- (iv) Improve equitable access to education by providing

(a) free textbooks for all students, both boys and girls, in Government primary schools through an efficient delivery system;

(b) free schooling to all children, both boys and girls, up till matriculation level (10th Grade) will be introduced shortly;

(c) stipend to all female students in middle schools in fifteen low-literacy districts to enhance access to education for girls. Under the program, all girls in grades 6-8 in Government schools in the fifteen target districts receive a Rs. 200 monthly payment as long as they maintain an 80% attendance record

While initial results are impressive with about 20% increase in girls' middle school enrollment in the target schools, any expansion of the stipend program, either vertical or horizontal, will need to be based on an assessment of whether it is optimal to extend the program to cover all public schools or to maintain its focused approach by targeting those on the basis of poverty and illiteracy levels and perhaps even include targeted stipends for low cost private sector schools;

(d) By improving school infrastructure through provision of missing facilities and opening non-functional schools that were closed due to absence of teachers.

Progress has been made on school facility upgrading despite delays in disbursement and utilization of PERSP funds. This includes implementation of schemes providing facilities such as boundary wall, toilets, electricity, drinking water, etc. to both girls and boys' schools. Also, prior to the reform program, there were 1,300 non-functional schools, i.e., an empty school building without any students attending the school. This was primarily due to vacant teacher posts. Surveys show that after the recruitment and posting of contract teachers to these schools, 50% of the former non-functional schools have now become functional.

The third focus area of the Punjab Education Sector Reforms Programme (PESRP) represents a powerful tool in addressing female education and closing the gender gap in education in the province:

Punjab Education Sector Reforms Programme (PESRP)	
Focus Area	Relevance to Female Education
Improving Quality, Access and Governance in the Education Sector	
1. Improvement in teacher management and recruitment through a major policy shift towards hiring of new teachers with school based term contracts, with higher qualifications.	Hiring of female teachers will contribute towards improved female enrollment and retention.
2. Revitalization of School Councils (SCs) by giving them greater financial and administrative functions and autonomy.	Active role of School Councils, with participation of community and family members will ensure greater awareness of the value/benefits of education, especially of female education – and hence improve female enrollment and retention.
3. Strengthen program monitoring and evaluation through establishment of a Program Monitoring and Implementation Unit (PMIU) under the Provincial Education Department.	Besides placing checks on teacher absenteeism (which discourages both male and female students from attending school), the PMIU will also improve collection, compilation and dissemination of sex-disaggregated statistics for better policy and planning.
4. Improve equitable access to education by providing : (a) free textbooks for all students, both boys and girls, in Government primary schools through an efficient delivery system; (b) free schooling to all children, both boys and girls, up till matriculation level (10 th Grade) will be introduced shortly; (c) stipend to all female students in middle schools in fifteen low-literacy districts to enhance access to education for girls. (d) by improving school infrastructure through provision of missing facilities and opening non-functional schools that were closed due to absence of teachers.	All these measures have contributed towards, and will continue to contribute towards, narrowing the gender gap in education.

5. BUDGETARY ANALYSIS

5.1 Education Expenditures at the National Level

In Pakistan, annual budgets are prepared at three levels of government: a national budget; four provincial budgets and budgets for each district. Besides outlining the key budgetary policies and rationale underlying new fiscal measures¹², budget documents reflect information related to revenues from, and expenditures on, various sectors and sub-sectors (i.e. functions and sub-functions).

Historically, budgets in Pakistan, whether national, provincial or local, have been largely gender-blind and have not been designed on the basis of gender needs or to reflect expenditures disaggregated by gender. They usually follow policy priorities which are stated in gender-neutral terms and the key emphasis is on making allocations for and managing budget execution of spending entities. As such, no direct information is available in past budgets on incidence of tax policy and public expenditure on various segments of the society, including women and girls.

In order to analyze the gender focus of the education budget, it is also important to outline the process under which this budget is prepared. The initial education budget, similar to that for other sectors, is prepared by the education departments (at the provincial level) and the federal education ministry. The budget is prepared under three distinct heads: (i) the permanent, or continuing expenditures – these are never reviewed for relevance; (ii) the new recurrent expenditures i.e. the addition to recurrent budget arising from completed development schemes; and (iii) the development budget.

Both the permanent and new recurrent budgets are prepared with some notion of unit cost, e.g. cost per (two room) school, which remains the same irrespective of whether the school is a girls' or a boys' school. As such, a large portion of the education budget relates to existing ground realities emerging from past policy decisions. As the past policies have failed to bridge the gender gap, a large portion of the recurrent budget will, by default, continue to have an adverse gender bias.¹³ The recent efforts towards correcting for the gender-gap can therefore only be assessed from development budgets.

Information on expenditures on education is available on federal and provincial levels for the past three years (Table 17). The bulk (80%) of expenditures on education is being made by the provinces, while the federal component is around 20%¹⁴. Recurrent expenditures account for 56% of federal expenditures while in

¹² Except district budgets, which reflect only the implementation plan of a federal or provincial policy.

¹³ That is, if there are more boys than girls in schools, the recurrent budget would continue to reflect that bias. The budget therefore can be assessed to be making attempts for bridging the gender gap, if the development budget has a larger component allocated for girls schools.

¹⁴ For absolute budgetary amounts of expenditures on various sub-sectors of education, refer to Annex 1.

the provinces this is 85%-95%, mainly comprising salaries of teachers, with only a small percentage being spent on development needs.

From a gender angle, primary education is the single most important sub-sector as it enrolls the highest number of girls. It is also the level at which students from poorer households are concentrated. Policy, as well as education strategies, aims at enhancing enrollments, especially of females at the primary level. In this context, it is apparent that budgetary expenditures are well in line with policy as primary education is spending the highest percentage of education expenditures at the national (42%-45% of total budget) and provincial levels: in Punjab, accounting for two-thirds of the total education expenditures. In other provinces, primary education is around 42% of the total education expenditure. In the federal budget, almost two-thirds of the education expenditures were incurred on higher education e.g., general university and professional colleges and technical institutes. In Punjab, of the total education budget, 7.7% is incurred on general universities and colleges while only 1.1% on professional and technical universities and institutions.¹⁵

As this study is focused on the province of Punjab, it may be noted that due to the implementation of the Punjab Education Sector Reforms Program (PESRP)¹⁶, the percentage of development expenditures in education budget rose from 2.2% in 2002/03 to 14.7% in 2003/04 and to 13.7% in 2004/05. This increase has allowed for the provision of missing facilities in primary schools in the province.

With reference to primary education in Punjab while the percentage of development expenditures was 1% in the total of 57.7% to primary education in 2002/03, it jumped to 13.3% in the total of 60.1% in 2003/04.

¹⁵ According to the Constitutional assignment of functions, education is a concurrent function, i.e. can be performed by the federal and/or a provincial government. In reality, almost all of education service delivery is devolved to the sub-national government. The federal government, however, takes the responsibility of financing (the provincial delivery) of higher education.

¹⁶ For details on the Punjab Education Sector Reforms Program (PESRP), refer to the following section: Education Expenditures at the Provincial and District Levels.

Table 17: THE NATIONAL EDUCATION BUDGET
PRSP Expenditures (as % across sub-sectors)

	2008-03 (Previous)			2008-04 (Current)			2008-05 (Proposed)			Total
	Federal	Punjab	Other Provs	Federal	Punjab	Other Provs	Federal	Punjab	Other Provs	
Education	1000	100	100	100	100	100	100	100	100	100
Current	600	97.8	97.2	90.4	59.3	95.6	84.3	50.1	86.3	94.6
Development	400	2.2	2.8	9.6	40.6	4.4	15.6	49.9	13.7	5.4
Primary Education	8.8	57.5	42.9	42.4	7.8	60.1	42.5	44.3	11.5	57.6
Current	8.1	56.6	42.3	41.6	7.4	46.9	41.4	37.8	11.4	46.8
Development	0.7	1.0	0.6	0.8	0.4	13.3	1.1	6.5	0.1	10.8
Secondary Education	11.9	24.3	33.8	25.8	10.3	21.4	34.2	24.0	8.8	21.6
Current	9.7	24.0	33.4	25.1	9.4	20.7	33.7	23.4	7.4	20.1
Development	2.2	0.3	0.4	0.7	0.8	0.7	0.5	0.6	1.4	1.5
General Universities, Colleges & Institutes	47.4	10.0	7.9	16.2	50.8	7.3	7.7	15.3	28.7	7.9
Current	22.2	9.1	7.7	11.0	23.9	7.0	7.5	10.6	26.5	7.2
Development	25.2	0.9	0.3	5.2	27.9	0.3	0.2	5.2	2.2	0.7
Professional & Technical Institutes, Colleges & Institutes	12.5	1.7	5.0	5.1	13.5	1.2	5.1	4.9	39.3	1.1
Current	8.4	1.7	4.4	4.1	10.2	1.2	4.7	4.1	3.4	1.0
Development	4.1	0.0	0.6	1.0	3.3	0.0	0.5	0.8	35.8	0.1
Teacher & Vocational Training	3.3	2.4	1.4	2.2	0.3	3.4	0.8	1.9	1.3	3.4
Current	3.3	2.4	1.4	2.2	0.1	3.4	0.7	1.8	1.2	3.3
Development	0.0	0.0	0.0	0.0	0.1	0.0	0.1	0.1	0.1	0.0
Others	16.1	4.1	8.9	8.3	17.3	6.6	9.8	9.7	10.5	8.5
Current	8.3	4.1	8.0	6.5	9.3	6.1	7.7	7.3	6.2	7.9
Development	7.8	0.0	1.0	1.9	8.0	0.5	2.1	2.4	4.3	0.6

5.2 Education Expenditures at the Provincial and District Levels

Division of Education Functions at Various Levels of Governments

In the context of education, the federal government formulates the policy and at times finances its priority programmes e.g., the Education Sector Reforms (ESR). The province is responsible for strategizing the national policies on the basis of prevailing local conditions and, similar to the federal government, financing its own priority programmes e.g., Punjab Education Sector Reforms Programme (PESRP).

The government, under the Local Government Plan 2000, has undertaken fiscal devolution reforms to facilitate people-centered participation and greater accountability and transparency. As part of these overall reforms as stated in the Provincial Local Government Ordinance 2001 and reflected in the Education Sector Reforms Action Plan 2001-2005, the district rather than province, has become the operational tier of governance.

In the education sector, the district governments now have the lead responsibility of deciding where to locate new schools, how to finance their construction, in addition to inspecting schools to ensure that they comply with the standards and in carrying out the annual evaluation of teachers and head teachers. Under the District Coordinating Officer, the Executive District Officer Education (EDO-E) is a new position at district level with responsibility for the entire education sector as opposed to a particular branch within the sector, as was previously the case. The EDO-E is required to take decisions on allocation of resources across branches and levels of education.

With the setting up of district governments, a new Account No. IV, which is a district account, was created under the Local Government Ordinance. All finances generated at the district level, transferred by the provincial government under the revenue sharing arrangements,¹⁷ or allocated to districts under special programs/grants are placed in this account¹⁸. The ESR/EFA funds, the President's Program grant and the Khushal Pakistan¹⁹ program funds were also deposited into this account. As per the provisions of the Local Government Ordinance, funds to the district governments are transferred as a single line transfer. This gives the flexibility to the district governments to formulate their own budgets in light of local priorities. The amount of funds allocated for education and its various components and sub-functions, is decided by the district and reflected in the district budget.

¹⁷ These revenue sharing arrangements are defined by the Provincial Finance Commission (PFC) Awards.

¹⁸ In Punjab, salaries of teachers are also sent to this district account while in other provinces, salaries are disbursed through Account I, a provincial account.

¹⁹ Khushal Pakistan was the flagship poverty alleviation program initiated by the Musharaf government. This small civil works program aimed at improving local infrastructure and generating employment at the Union Council level.

5.3 Role of International Development Partners in Education

For decades a great deal has been invested by multilateral and bilateral international development partners in the education sector in Pakistan. This funding has largely flown into areas related to enhancing access to education especially for girls; quality improvement; incentive schemes; policy development and dialogue; educational governance; physical infrastructure; recruitment and training of teachers; curriculum reform; development of textbooks and other instructional materials; basic literacy and life skills; technical and vocational education and training (TVET); community involvement and empowerment; promotion of public-private partnerships; etc.

Since the turn of the century, donor funding committed for the first decade of the millennium is approximately \$900 million (Table 18).

Table 18: Current and Projected Level of Donor Assistance in Education Sector (US \$)

	2002	2003	2004	2005	2006	2007	2008	2009	TOTAL
ADB			78.2m	4.5m	4.5m	4.0m	4.0m	4.5m	293.2m
World Bank			325m						325m
ILO	0.09m	1.04m	4.8m	3.48m	1.4m				1081 m
UNDP	6.331 m	7.129 m	8.078 m	5.06m	5.16m				31758 m
UNESCO			353255						0.353 m
UNICEF			2.92m	2.92m	2.92m	2.92m	2.92m	2.92m	146 m
AusAID	1.421 m	1.501 m	2.090 m	1.352 m	1.202 m				6.566 m
CIDA	0.47m	0.569 m	0.708 m	1.2m	2.5m				5.447 m
DFID									13936 m
EC	372 m								372 m
Govt. of Japan	6m	6m							120m
Govt. of Norway	0.846m	2.05m	4.01m	4.08m	4.93m	5.63m	1.92m		23466 m
USAID	1.5m	2.5m	2.5m	2.0m	1.0m				950m
TOTAL									869336m

Source: Cited in "Public-Private Partnership in Education" UNESCO, 2005; Derived from Directory of Donors' Assistance for Pakistan's Education Sector, Ministry of Education, Government of Pakistan, February 2005.

In donor projects, the implementation arrangements in certain cases are based on a public-private partnership i.e., delivery of services through non-government organizations while in others the implementation arrangement is through the public sector. If these funds are given directly to the NGOs or private organizations, then they do not appear in the government budget. However, if the

implementing agency is a government department, these funds are included in the government budget. The annual budget documents include a publication "Foreign Economic Assistance" with details on each donor-supported project by the cost of the project.

6. IMPACT ANALYSIS

Analysis of Punjab Education Sector Reforms Programme (PESRP)

The Punjab Education Sector Reforms Programme (PESRP), which has focused on improving female access to education, has yielded some budgetary information on various development activities in education, disaggregated by sex (Table 19)²⁰

Table 19: PESRP Expenditures by Activities on Facilities*

Facilities	MALE		FEMALE		BOTH	
	# Schemes	Amount (in Rs.m)	# Schemes	Amount (in Rs.m)	# Schemes	Amount (in Rs.m)
Building Repair	1,732	325830	1,757	272197	3,489	598027
Building New	1,587	915840	1,419	831796	3,006	1,747,636
Electricity	2,886	138589	4,078	183345	6,964	321934
Drinking Water	1,788	79,945	2,362	83,368	4,150	1,63313
Latrine	3,306	248555	2,578	186897	5,884	435452
Boundary Wall	2,820	590444	1,654	264826	4,474	855270
Furniture	3,982	294357	4,300	272999	8,282	567356
Others-	963	248509	593	162865	1,556	411374
Total	19,064	2,842,069	18,741	2,288,293	37,805	5,100,362

* Similar information is also available for districts Gujrat and Rajanpur
Source: Project Monitoring and Implementation Unit, PESRP, October 2004

Given that there are more boys' than girls' schools in Punjab, it is not surprising to see that expenditures, except in electricity and drinking water, are more in boys' schools than in girls' schools. Of the total expenditures on facilities, 56% is being spent on facilities for boys and 44% on facilities for girls, almost in line with the proportion of boys (55%) and girls (45%) schools in the province.

Impact on Gender Gap in Education

Was the budget spent in accordance with the priorities of the Punjab Education Sector Reforms Program? The following analysis would indicate if the funds spent on school facilities contributed towards narrowing the gender gap and whether additional funds are required for female schemes.

²⁰ One weakness of these data are that they exclude the mixed schools thus making the mapping between enrollments and number of schemes undertaken for each type of school a little spurious.

Table 20: Number and Cost of Schemes Implemented and Share in Total Student Enrollment in Selected Districts of Punjab by Gender in 2004

	GUJRAT		RAJANPUR		PUNJAB	
	Male	Female	Male	Female	Male	Female
Number of Schemes*	304	282	458	412	19064	18741
Amount (in Rs m)	74.8	75.2	77	70.4	2848	2258
% Amounts	50.8	49.2	52.2	47.8	55.7	44.3
Share in Total Enrollments	50.2	49.8	60.4	39.6	55.1	44.9

* Information pertains to schemes implemented in girls, and boys schools separately and do not include expenditures in "mixed" schools, which are only 12% of all public schools and no gender disaggregation is available on enrollments in these schools.

Source: Project Monitoring and Implementation Unit, PERSP, October 2004

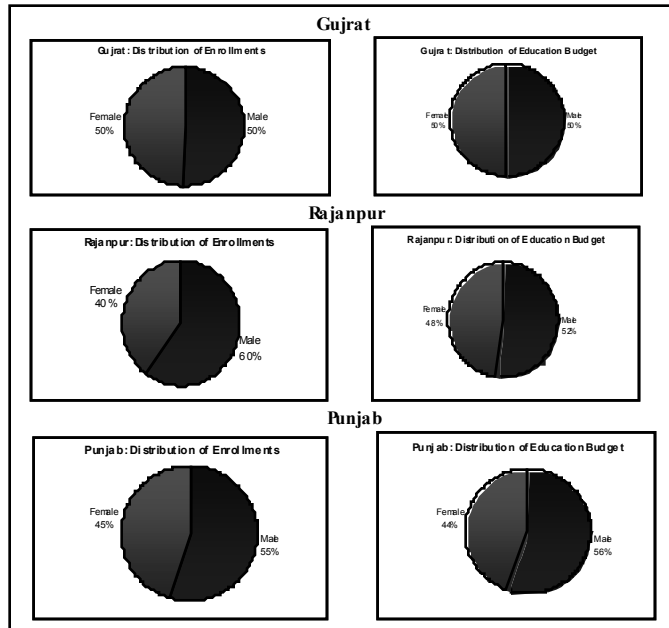
Gujrat : A comparison of the female share in current enrollments and the distribution of costs of education schemes by gender suggests that female schemes are getting an equal share to that for male schemes. In 2004/05, of the total student enrollment, 50% were females; similarly, share of female schemes in the total development costs of Punjab Education Sector Reforms activities in Gujrat was also 50%.²¹ However, if the enrollment shares had not been equal, this would not have helped in narrowing the gender gap.

Rajanpur: In Rajanpur, share of females in total student enrollment in 2004/05 was 40%, with 60% males. Interestingly, the share of female schemes in total costs is 48%²², much higher than their share in enrollment. This could certainly assist in narrowing the gender gap.

PUNJAB: For the province of Punjab as a whole, the share of females in total student enrollment in 2004/05 was 45%; their share in total costs of female scheme was almost similar i.e., 44% - marginally lower than the share in enrollment. This would not have any influence on the gender gap; to narrow this gap, a higher proportion of financial allocation is required for girls' schemes.

²¹ These costs do not include costs of schemes incurred in mixed schools.

²² These costs do not include costs of schemes incurred in mixed schools.



7. CONCLUSION AND RECOMMENDATIONS

The Study reveals that national policy and sub-national strategies and initiatives in education do tend to address gender inequalities. However, budgetary allocations particularly recurrent, are mostly rigid as a major proportion of the allocations are defined by the "existing" situation (e.g., as more boys than girls' schools exist, therefore proportionately more funds will accrue to boys' schools). Nevertheless, new development programmes can be "geared" towards female schemes to narrow the gender gap. But this has not happened either due to lack of political commitment or inadequate resource mobilization and as such gender-related policy targets have not been achieved and gender imbalances persist.

As such, the federal and provincial budgets announced annually are mostly gender-blind and do not focus on removing gender imbalances.

In education, these policies and correspondingly the budgets try to resolve the problem mainly through supply side interventions e.g., provision of more girls or mixed schools; recruitment of more female teachers; etc. In addition to suffering from implementation issues, such as bureaucratic delays; governance problems; and other managerial obstacles, most of these initiatives have ignored the demand side and cultural barriers to girls' education which perhaps are more binding than the supply side constraints. As such, these budget allocations have yielded only limited results in terms of achieving the gender objectives of national policies.

To improve gender outcomes, a gender responsive budget should, therefore, focus on removing both supply and demand side barriers to female education. Investments in the education sector should, for example, consider providing the following:

- Trained female teachers are essential for bringing and retaining girls in classrooms as the families discourage their daughters from being taught by male teachers.
- Appropriate site selection for girls' schools is critical to enhance girls' enrollment. Schools should be built on sites in close proximity to the beneficiaries as often the local culture prohibits girls from walking long distances. In this regard, it may be mentioned that strengthening the existing non-formal basic education system of "home schools" in remote areas may be an effective system.
- Girls' schools should have adequate facilities. Studies have proven that the provision of boundary wall; toilets; drinking water facilities, etc. have a strong correlation with increased girls' enrollments.
- Education budgets should include economic interventions such as the provision of free schooling; free textbooks; stipends; etc. as incorporated in the Punjab Education Sector Reforms Program, to counter the high opportunity cost of girls' education, especially among the rural poor.

- Some allocation for improving awareness about the value/benefits of female education through media campaigns and/or statements by local influential personalities.

This implies that education budgets need to allocate higher amounts per capita²³ to girls' education compared to boys' education. This is something that a supposedly gender-neutral budget does not do, as it places little emphasis to the socio-cultural obstacles and gender needs.

²³ This applies to the students (boys or girls) enrolled in schools