

Assessment of the Performance of the  
**Ministry of Federal Education  
and Professional Training**

June 2013 – June 2014



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# CONTENTS

*Preface*

*Profile of the Author*

*Abbreviation and Acronyms*

*Executive Summary*

Introduction and Background	13
Constitutional Role and Functions of the Federal Government and the MoFE & PT	15
Legislation and Enforcement of Education related Laws and Rules	17
Performance Assessment of the MoFE & PT	18
Allocations and Spending of the Federal Education Budget	22
Transparency and Overall Governance	24
Best Practices and Recommendations for Improvement	25

## **Figures and Tables**

Figure 1: Constitutional Roles of the Federal Government in the Education Sector	15
Figure 2: Education Budget of the MoFE & PT 2013-2014	23
Table 1: A Comparison of Education Budget and Education Indicators in Southwest Asia	22

## **Appendices**

Appendix A: Activities and Achievements of the MoFE & PT during 2013-2014	26
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## Abbreviations and Acronyms

AEPAM	Academy of Educational Planning and Management
BECS	Basic Education Community Schools
CADD	Capital Administration and Development Division
EFA	Education For All
ESR	Education Sector Reforms
FATA	Federally Administered Tribal Areas
FBISE	Federal Board of Intermediate and Secondary Education
FBISE	Federal Board of Intermediate and Secondary Education
FDE	Federal Directorate of Education
GB	Gilgilt-Baltistan
HEC	Higher Education Commission
ICT	Islamabad Capital Territory
IPEM	Inter-provincial Education Minister
MDGs	Millennium Development Goals
MoFE& PT	The Ministry of Federal Education and Professional Training
NAVTTTC	National Vocational and Technical Education and Training Commission
NCC	National Curriculum Commission
NCHD	National Commission for Human Development
NCHD	National Commission for Human Development (NCHD)
NEAS	National Education Assessment System
NEF	National Education Foundation
NEMIS	National Education Management Information System
NIP	National Internship Programme
NISTE	National Institute of Science and Technical Education
NPA	National Plan of Action
NTB	National Training Bureau
NTP	National Talent Pool
PAS	Pakistan Academy of Sciences
PMI	Pakistan Manpower Institute
PNCU	Pakistan National Commission for UNESCO
TVET	Technical Vocational Educational Training
UNESCO	United Nations Educational Scientific and Cultural Organizations
UNICEF	United Nations International Children's Emergency Fund



## PREFACE

Under our overall focus on Assessment the Quality of Governance in Pakistan, PILDAT plans to assess the performance of the individual Ministries from time to time in order to provide the citizens with information on the role and working of various ministries. The **Assessment of the Performance of the Ministry of Federal Education and Professional Training: June 2013 – June 2014** is the first report of its kind focussing on a Ministry's role, functions and performance.

The Ministry of Federal Education and Professional Training (MoFE& PT) is a new Ministry. It was created in July 2011, few months after the old Ministry of Education (which had been working since 1973), was abolished as a result of the 18<sup>th</sup> Amendment to the Constitution. This report assesses the performance of the MoFE& PT in the first year after the Federal Government took office on June 4, 2013.

Authored by Mr. Arshad Saeed Khan, based on an assessment framework prepared by PLDAT, the report looks at the role and functions of the Ministry, its budgetary allocation set against targets, and comments on performance including transparency and governance.

The PILDAT's initiative to assess the performance of the Ministries is designed as a collaborative effort to highlight areas of strengths and potential areas requiring improvement in the performance of Ministries based on the set goals and targets. The objective of this exercise is to facilitate citizens in making an informed judgement about the performance of public institutions and engage with them on required reform.

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## Disclaimer

The author and PILDAT have made every effort to ensure the accuracy of data and assessment in this Report. Any error or omission therefore is not deliberate. The views expressed in the report are those of the author and do not necessarily reflect the views of PILDAT.

Islamabad  
May 2015





#### About the Author



Mr. Arshad Saeed Khan has an experience of over 30 years in planning and implementation of education programmes. After serving about 13 years in the Federal Ministry of Education (1982-1995), Mr. Khan joined the United Nations Educational, Scientific and Cultural Organization (UNESCO), retiring in June 2013 from the position of Senior Education Specialist.

Mr. Khan is a strong advocate of 'Education For All' and 'Right to Education'. He believes that numerous social and political problems faced by the country can be overcome by creating a literate society in Pakistan. He believes that all children should have access to free education up to secondary level and there should be equality of educational opportunities for all children i.e. uniform curricula and standardized facilities in all schools, public as well as private. He is of the view that parallel systems of education in the country are perpetuating social conflict and economic stratification in the society, and weakening the national harmony.

As an education specialist of UNESCO, Mr. Arshad Saeed Khan implemented an extensive advocacy drive that resulted towards recognition of free access to education as a constitutional right of all children in Pakistan. He contributed significantly for the drafting and approval of 'Right to Free and Compulsory Education Act 2012' for Islamabad Capital Territory.

At present, he is extending technical assistance to various national and international organizations for their education projects.



## Executive Summary

Due to the 18<sup>th</sup> Amendment to the Constitution of 1973, the subject of education devolved to the Provinces and therefore the Federal Ministry for Education was abolished. However under the Article 25-A, the Federal Government still have certain functions to perform at the national level especially for coordination, accreditation, regulation and vocational training. It also has the responsibility to provide education in the areas that do not form part of any Province, such as the Islamabad Capital Territory (ICT) and Federally Administered Tribal Areas (FATA). In order to fulfil these functions, a new Ministry of Federal Education & Professional Training (MoFE & PT) was carved out in July 2011, few months after the old Ministry of Education (which had been working since 1973), was abolished as a result of the 18<sup>th</sup> Amendment to the Constitution.

During the initial formative period, the mandate of the MoFE & PT was not clear. However the need of the Education Ministry was essential due to the reason that there are 9 Articles of the 1973 Constitution of Pakistan, which assigns roles, responsibilities and function to the Federal Government in regard to education, particularly with respect to the provision of basic education to the children, standards setting for higher education and technical training, and coordination on implementation of treaties and agreements signed by the country in the field of education. The MFE & PT is also responsible for management of 13 important organizations under its administrative control.

During 2013-2014, the MoFE & PT took an important initiative of reviving the platform of Inter-Provincial Education Ministers' (IPEM) Conference, which was abandoned after the 18<sup>th</sup> Amendment. As a result of the policy dialogue led by the Minister of State with the Provinces, it was made possible to re-start meetings of the Provincial Education Ministers.

Overall, however, the Ministry has not been able to evolve its role in the light of the new responsibilities under the new legal and institutional regime. There is a need to strengthen its role and effectiveness in realising its objectives.

The new MoFE & PT is not performing as a well-coordinated and cohesive organization. In its present form, the Ministry is supervising administrative aspects of about one dozen divergent bodies but it has failed to connect them through a common vision.

During 2013-2014, the MoFE & PT has reported the passage of three Acts of Parliament related to the establishment of 2 new universities, and one amendment in the Federal Board Act. These laws or Acts appear to be routine in their nature and may not bring about any substantial improvement in the delivery of basic education to the children.

The Right to Free and Compulsory Education Act 2012 (RFCE) was approved by the Parliament and enacted by the President of Pakistan in December 2012. By June 2014, after more than 18 months, no step was taken for its enforcement. Even the date of enforcement of this important Act has not been notified, nor have any Rules for its effective implementation been approved.

The budgetary figures of the Ministry indicate that the Government of Pakistan is investing more on tertiary education and very little or only one fourth resources are allocated for basic education which is a constitutional right and its provision is responsibility of the State. The 2013-2014 budget also shows that the MoFE & PT could not utilize more than one third of the development budget and about 40% funds may have lapsed.

### Recommendations and Way Forward

Following are the key reform proposals in the light of performance review of the Ministry:

- i. As per Article 1 (3) of the Right to Free and Compulsory Education Act 2012 (RFCE) the date of enforcement was to be notified by the Federal Government, which has not been announced as yet. It is highly recommended that the Federal Government notify the date of enforcement so that it can come into force.
- ii. The MoFE & PT has also not framed the 'Rules of Business' or policies for effective implementation and enforcement of the RFCE. It is a must for effective implementation and enforcement of the RFCE and should be done as well.
- iii. The Federal Directorate of Education (FDE) and the National Institute of Science and Technical Education (NISTE), which were both part of the Ministry of Education, should logically be made to function under the MoFE & PT.

PT.

- iv. The website of the Ministry must offer national or Federal level statistics on key thematic areas assigned to it as it is dealing with various national level issues like literacy, primary education, and TVET.
- v. The Ministry must develop its long-term strategic plan and prepare annual plans of action.
- vi. It must publish its Year Book for 2013-2014.
- vii. There is a need to develop a mechanism for intra-sectoral coordination or linkages within 13 organizations under the MoFE& PT. Some of the organizations under the Ministry seem dysfunctional.
- viii. The staff of the Ministry must include professionals with sectoral experience and knowledge.

June 2013 – June 2014

## Introduction and Background

The Ministry of Federal Education and Professional Training (MoFE & PT) is a new ministry. It was created in July 2011, few months after the old Ministry of Education (which had been working since 1973), was abolished as a result of the 18<sup>th</sup> Amendment to the Constitution. This report assesses the performance of the Ministry of Federal Education and Professional Training during the first year of the newly-elected Government i.e., from June 2013 to June 2014.

### The Rationale of a Federal Ministry for Education

Soon after the abolition of original (Federal) Ministry of Education on March 31, 2011, the Government realized the need of an official body to undertake responsibility of administration of various education related organizations, which were either being financed by the Federal Government or their functions fell under its constitutional domain. Nonetheless, formation of this new Ministry at the Federal level was not welcomed by some quarters, especially by the proponents of the devolution as they were of the view that Federal Government should not have any role in education affairs at the national level after abolition of the concurrent list as a result of the 18<sup>th</sup> Amendment. Senator Raza Rabbani, former Chairman of the Special Committee of the Parliament on Constitutional Reforms (2009-2011), issued various press statements against the formation of federal ministries on the subjects, which were devolved to the Provinces. Even in 2014, confusion prevailed on the rationale and functions of the Federal Ministry of Education. Since its inception, name of this Ministry has been changed four times

- July 2011: **The Ministry of Professional and Technical Training** was created.
- July 24, 2012: Renamed as **The Ministry of Education and Training**. (The Council of Common Interests – CCI endorsed this name on November 8, 2012.)
- June 7, 2013: Renamed again as **The Ministry of Education, Training & Standards in Higher Education**
- June 19, 2014: Renamed again as **The Ministry of Federal Education and Professional Training**

Rapid changes in the name of the Ministry have been taking place primarily due to the lack of clarity and consensus between the Federal Government and the Provinces on the role of Federal Government in education related affairs of the country. Some of the Provinces and Parliamentarians want the Federal Government to restrict its role to the education affairs of those geographical areas only which are administered by the Federal Government such as the Islamabad Capital Territory (ICT) and the Federally Administered Tribal Areas (FATA), or coordinate standards for those levels or categories of education only which have been clearly listed in the Federal Legislative List of the Constitution; for example standards of higher education, technical and professional training etc.

Most of the federal states in the world have a national level ministry, national commission, or a Council to deal with policy related educational affairs of the country. In most of the cases, such a federal or national ministry or body on education do not have powers to micro manage administrative or financial aspects of the education in the federating units, provinces, or states. Instead, these national or federal bodies focus on creating synergies, harmonizing academic standards, curricula, and formulating policies to ensure equity and balanced development of education in all parts of the country. Examples of India, Indonesia, Malaysia, Australia, Germany, and United States of America can be quoted. These countries have federal style of governments and at the same time a federal ministry or council exists in these countries for coordination on policy, curricula and standards, and for channelling special financial assistance (grants, stipend, scholarships etc.) of the federal government to the provinces, educational institutions or students from disadvantaged groups or under developed regions.



June 2013 – June 2014

## Constitutional Role and Functions of the Federal Government and the Performance of the MoFE & PT

Proponents and opponents of the Federal Ministry of Education in Pakistan have their own arguments to support their conflicting stances. Even before the 18<sup>th</sup> Amendment, the Federal Government was not authorized to interfere in the planning, financing, and administration of school education in the Provinces and Provincial Governments were completely free to take all decisions, except in matters relating to curricula and textbooks.

The Federal Government advocates the need of a Federal Ministry of Education based on following Constitutional provisions, which exist even after 18<sup>th</sup> Amendment:

1. Article 25-A of the Constitution: Free education is a fundamental right and provision of free education to all children is responsibility of the 'state', which, according to official definition, consists of Federal, Provincial, and Local Governments. Hence, the Federal Government has constitutional responsibility with respect to the provision of free education to all children of aged 5 to 16 years.
2. Decision of Supreme Court of Pakistan: The judgement of the Supreme Court, dated November 25, 2011, directed that after insertion of Article 25-A in the Constitution the Federal Government cannot absolve itself from the responsibility of providing education to its citizens.
3. Article 3, Federal Legislative List Part I: This Article enlists 'external affairs; the implementing of treaties and agreements, including educational and cultural pacts and agreements', as responsibility of the Federal Government and authorises it to pass legislation on these matters. (This covers commitments of Pakistan with respect to Education For All Goals, and MDGs, etc. signed by Pakistan).
4. Article 16, Federal Legislative List Part I: 'Federal agencies and institutes for research, professional or technical training, or for the promotion of special studies', have been declared as responsibility of the Federal Government.
5. Article 32, Federal Legislative List Part I: This Article provides mandate to the Federal Government with respect to 'international treaties, conventions and agreements'.
6. Article 57, Federal Legislative List Part I: 'Inquiries and statistics for the purposes of any of

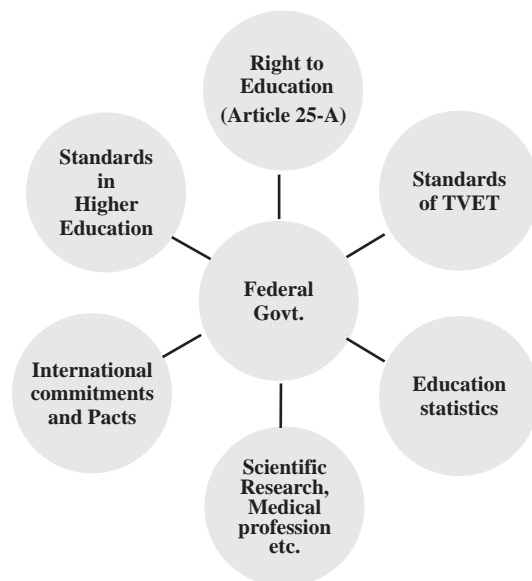
the matters' included in the Federal Legislative List Part I are also responsibility of the Federal Government.

7. Article 7, Federal Legislative List Part II: The Federal Government has also been made responsible and authorized to pass legislation relating to 'National planning ...including planning and coordination of scientific and technological research'.
8. Article 11, Federal Legislative List Part II: The Federal Government can legislate on the subjects of 'Legal, medical and other professions'.
9. Article 12, Federal Legislative List Part II: 'Standards in institutions for higher education and research, scientific and technical institutions' is also constitutional mandate of the Federal Government.

The Constitutional role and responsibilities of Federal Government in education sector are the illustrated in the diagram below:

The Constitutional provisions listed in Figure 1 clearly spell out role of the Federal Government in education sector, particularly with respect to the provision of basic education to the children, standards setting for higher education and technical training, and coordination on implementation of treaties and agreements signed by the country in the field of education.

**Figure 1: Constitutional Roles of the Federal Government in the Education Sector**





The MFE & PT is also responsible for management of following 13 important organizations under its administrative control:

1. National Vocational and Technical Education and Training Commission (NAVTTTC)
2. National Education Foundation (NEF)
3. Basic Education Community Schools (BECS)
4. National Commission for Human Development (NCHD)
5. Federal Board of Intermediate and Secondary Education (FBISE)
6. Academy of Educational Planning and Management (AEPAM)
7. National Training Bureau (NTB)
8. National Talent Pool (NTP)
9. Pakistan Manpower Institute (PMI)
10. National Internship Programme (NIP)
11. Pakistan National Commission for UNESCO (PNCU)
12. National Education Assessment System (NEAS)
13. Higher Education Commission (HEC)

Detailed information about achievements of the MoFE& PT with respect to its various functions is given in the Appendix A.

June 2013 – June 2014

**Legislation and Enforcement of Education related Laws and Rules**

The organizations which are under the administrative control of the MoFE & PT have been assigned important functions and there is enough room for legislation to improve their contribution for provision of basic social services to the nation.

No important legislation has been tabled in the Parliament by these organizations or the MoFE & PT during 2013-2014. Progress with respect to enforcement of some important laws passed earlier is also not satisfactory.

**New Legislation or Rules During 2013-2014**

The MoFE & PT has reported the passage of three Acts of Parliament related to the establishment of 2 new universities, and one amendment in the Federal Board Act. These laws or Acts appear to be routine in their nature and may not bring about any substantial improvement in the delivery of basic education to the children. By the conclusion of the first year, the Ministry shared that it was drafting following bills and policies:

1. Federal Board of Technical Education Bill (in progress)
2. National Technical and Vocational Education and Training Policy (in progress).

The bill to amend the original Act (1975) of the Federal Board of Intermediate and Secondary Education (FBISE) may relate to the elaboration of its existing functions and powers. The draft bill relating to the Federal Board of Technical Education, as reported by the MoFE & PT has so far not been tabled in the Parliament. Adequate information has not been made available by the Ministry about the newly proposed institution that may offer examination and certification services to the TVET institutions functioning in the ICT or in other areas administered by the Federal Government.

The National TVET Policy is entirely a new initiative, and it will certainly enhance the state of skill development system in the country. A task force has already been constituted for preparation of this policy. This is an important step in the right direction, as the Federal Government has a constitutional role in the area of technical and professional training. A national TVET policy, if formulated in consultation with the relevant provincial bodies (including Technical and Vocational Training Authorities –TEVTAs), will set a futuristic direction and framework for promotion of

***No important legislation has been tabled in the Parliament by these organizations or the MoFE & PT during 2013-2014. Progress with respect to enforcement of some important laws passed earlier is also not satisfactory***

TVET in the country.

**Implementation and Enforcement of Article 25-A**

The Right to Free and Compulsory Education Act 2012 (RFCE) was passed by the Parliament on December 19, 2012 and its jurisdiction was limited to the ICT only. As per Article 1 (3) of this Act, its date of enforcement was to be notified by the Federal Government, which has not been announced as of June 2014.

The MoFE & PT has also not framed the 'Rules of Business' or policies for effective implementation and enforcement of the RFCE.

The MoFE & PT may be the most relevant body for immediate enforcement of this Act, but it has no administrative linkages with public sector educational institutions in Islamabad. All public sector schools and colleges in the ICT are managed through the Federal Directorate of Education (FDE), which is under the administrative control of another Ministry called the Capital Administration and Development Division (CADD). It is evident that joint efforts were not made by the MoFE & PT and the CADD to start enforcement of this important Act of the Parliament, which relates to a fundamental right provided under Article 25-A of the Constitution of Pakistan.

A National Education Conference was organised on September 16, 2011, which was chaired by the then Prime Minister Mr. Yousuf Raza Gilani. A Joint Declaration signed by the Chief Ministers, Governors, and Provincial Education Ministers was issued, emphasizing their commitment for enforcement of Article 25-A in their respective Provinces and areas. Nothing has been done further since the conference for implementation and enforcement of Article 25-A.

## **Performance Assessment of the MoFE & PT**

Primarily, the Provinces are responsible for provision of education and health services to the people in their respective areas. Nonetheless, the Federal Government has a role to play in terms of facilitation, follow up, coordination, and harmonization of efforts by the Provinces to meet national developmental needs and achieve targets committed at international level by Pakistan. Catalytic role of the Federal Government in setting standards of higher education, technical training, and research is crucial for balanced development of education in all parts of the country, and compatibility of engineers, medical professionals, and scientists graduating from educational institutions functioning in different Provinces/Areas. The Federal Government's support for Technical and Vocational Educational Training (TVET) is vital for development of human resources needed for economic growth in the country.

### **Strengths and Achievements**

Apart from the shortcomings in different aspects, the very existence and continued functioning of the MoFE & PT itself is a positive development. It has provided a platform to the stakeholders, national and international, to continue engaging and interacting with each other on educational issues in a broader national perspective. Few positive developments are given below:

### **Inter-Provincial Education Ministers Conference**

Although school education was completely devolved to the Provinces as a result of 18<sup>th</sup> Amendment, coordination with the Provinces on matters relating to implementation of and reporting about international treaties or conventions signed by the country, and planning of scientific and technological research etc., continues to remain a responsibility of the Federal Government. During 2013-2014, the MoFE & PT took an important initiative of reviving the platform of the Inter-Provincial Education Minister's (IPEM) Conference, which was abandoned after the 18<sup>th</sup> Amendment. As a result of the policy dialogue led by the Minister of State with the Provinces, it was made possible to re-start meetings of Provincial Education Ministers.

The first Inter-Provincial Education Minister's Conference (after 18<sup>th</sup> Amendment) was held on February 11, 2014 in Islamabad. A National Curriculum Commission (NCC) to bring uniformity in education syllabi of all the Provinces was proposed by the Federal Ministry. It was agreed that there should be some minimum standards, which should be introduced in all the Provinces in order to bring all the Provinces at

par with each other. During the first meeting of the Education Ministers' conference on February 11, 2014, it was unanimously decided to constitute a committee that would prepare the draft of terms of references of the proposed NCC for approval by the ministers.

### **Approval of the National Plan of Action to Accelerate Education-Related MDGs (2013-2016)**

An important achievement of the MoFE & PT during 2013-2014 is the approval of the National Plan of Action to Accelerate Education-Related MDGs (2013-2016). Although the process for development of this plan of action was initiated during previous regime, with financial and technical support by the UNESCO and the UNICEF, the MoFE & PT succeeded in convening series of meetings of senior officials of Provincial and Area Departments of Education for its refinement and approval. It was finally approved in a high level meeting of the provincial representatives during September 2013. Coordinating, implementation and reporting of education related global commitments and pacts is constitutional mandate of the Federal Government, and it performed this role by providing a platform to the national and provincial stakeholders for jointly planning strategies for achievement of the EducationFor All and MDGs.

### **Coordination and Capacity Building**

The following positive development during 2013-2014, can be credited to the Ministry of MoFE & PT and its attached organizations:

- i. **Platform to Stakeholders:** The MoFE & PT provided a platform to the provinces, national and international stakeholders for exchange of experiences and views on education related issues and challenges.
- ii. **Support to the National Education Management Information System (NEMIS):** It has been supporting the NEMIS, which is based at the Academy of Educational Planning and Management (AEPAM). The NEMIS is a focal organization for coordination of data and information on education, compilation of country reports on status of education in the country for internal use and for transmission to the United Nations Educational Scientific and Cultural Organizations (UNESCO) for global database. As federal entity, the NEMIS has continued its functions and the Federal Government has sustained financing of this system even after 18<sup>th</sup> Amendment and during 2013-2014.
- iii. **Financial Support to the Academy of Educational Planning and Management (AEPAM):** The AEPAM is an important

organization under the MoFE & PT. It is an apex body in the country for capacity development of Provincial and district level education planners and education managers. The AEPAM has continued its training and research functions during 2013-2014 with substantial financial support by the Federal Government.

- iv. **Supporting Basic Education:** The National Commission for Human Development (NCHD), another organization generously supported by the Federal Government, has opened and managed Feeder Schools, Adult Literacy Centres, and Non-formal Basic Education Schools during 2013-2014. Again, this is an important contribution by the Federal Government for the promotion of basic education in the country.

The coordination role of the MoFE & PT is appreciable and desirable to strengthen national integrity, harmonization of standards of education, exchange of experiences and capacity building of Provinces in neglected and under developed sub sectors of education.

#### **Weaknesses and Shortfalls**

A brief review of the budget for the fiscal year 2013-2014, expenditure, and progress reports of the MoFE & PT reveal the fact that the Federal Government has been hardly able to finance and manage routine activities of the 13 organizations under its administrative control.

Any new development programme of mega size in the education sector has not been launched during the first year of the new government. The MoFE & PT though has convened a few meetings of the provincial/area governments on educational issues, but mostly these meetings were proposed and sponsored by the donors, with the exception of Inter-Provincial Education Minister's Conference on February 11, 2014. The MoFE & PT has not started the strategic practice of preparing its annual plan of action or development agenda to regularly and comprehensively perform its constitutional responsibilities and mandate. Most pertinent weaknesses and shortfalls are pointed out below:

#### **Lack of Implementation of Article 25-A**

The historic Right to 'Education Article 25-A' has been included in the constitution of Pakistan by the National Parliament with multi-party support. The State has been made responsible for provision of free and compulsory education to all children of age 5 to 16 years. As per definition of the 'State' given in the Constitution (see Article 7), the 'State' means Federal

Government, Parliament, Provincial Governments, Provincial Assemblies, and Local Governments. Hence, Article 25-A makes Federal, Provincial and Local Governments equally responsible to ensure provisions of free and compulsory education to all children of age 5 to 16 years. The MoFE & PT is trying to avoid and share this responsibility with the Provinces on the pretext that after 18<sup>th</sup> Amendment, school education is now the responsibility of the Provinces. This is not a valid excuse.

The 18<sup>th</sup> Amendment (2010) has primarily transferred the subjects of curricula and textbooks to the provinces, and it has not prohibited the Federal Government to extend financial assistance to the Provinces for the education of children from disadvantaged groups or promotion of basic education in under developed areas. In the recent past, during 2002-2007, the Federal Government has been releasing financial grants, amounting to billions of rupees annually, to the Provinces under the Education Sector Reforms (ESR) Programme to help them improve basic education facilities. Even at present, the Federal Government is continuing its financial support for higher education, TVET, Adult Literacy, and Non-formal Basic Education projects, which were launched before 2013. These projects are serving education and training needs of children and youth in the Provinces. Majority of the children out of schools belong to poor families, and are living in under developed regions. The Provinces alone cannot handle the problem of millions of out of school children and enforce Article 25-A of the Constitution, particularly Balochistan, FATA, and G.B. The Federal Government has to come forward, like many other federal countries in the world, to offer financial assistance to the Provinces for the fulfilment of fundamental right of children to free education.

Neither any high level meeting of Provincial leadership has been convened by the Federal Government during 2013-2014 to review the enforcement of Article 25-A, nor it is appearing on the development agenda of current regime, which is according priority to energy issue and physical infrastructure. Vision 2025, launched by the Federal Government during May 2014, lacks any reference to the enforcement of Article 25-A and the provision of free education to all children in the country. Vision 2025 explicitly states that process of education development and achievement of 'Education For All Goals' will be led by the Provincial Governments and the Federal Government will act as a catalyst. As the constitutional obligations are passed by the National Parliament, international commitments are signed by the Federal Government and Vision 2025 is developed by the (Federal) Planning Commission, it



June 2013 – June 2014

is not fair that financial burden for reaching these targets is thrown on the shoulders of Provinces alone. The implementation and enforcement of Article 25-A by the Federal Government may slow down the process of creating a knowledge-based economy in the country.

#### **Delay in Enforcement of Right to Free and Compulsory Education Act 2012\_(RFCE) in Islamabad Capital Territory (ICT)**

The Right to Free and Compulsory Education Act 2012 (RFCE) was approved by the Parliament and enacted by the President of Pakistan in December 2012. Jurisdiction of this Act is limited to the Islamabad Capital Territory (ICT), an area directly under the control of Federal Government. By June 2014, after more than 18 months, no step was taken for its enforcement. Even the date of enforcement of this important Act has not been notified, nor have any Rules for its effective implementation been approved. It is estimated that at present over 80,000 children of age 5 to 16 years are out of school in the ICT, and hence deprived of their constitutional right in the capital city of Pakistan, the place where this historic legislation of Article 25-A was approved.

Though the public sector institutions in the ICT are managed by another Ministry called Capital Administration and Development Division (CADD) but the MoFE & PT is legal and moral custodian of Article 25-A and RFCE Act 2012, being the relevant Ministry for National Assembly Standing Committee on Federal Education and Professional Training. Apparently, the MoFE & PT has not taken any formal step for the enforcement of this Act in the ICT, which may have generated an emulative effect for other Provinces to follow.

#### **Performance Assessment with respect to Education For All Goals (EFA)**

During 2013-2014, the MoFE & PT did not extend any financial or material support to the Provinces for achievement of the Education For All Goals (EFA) or education related the Millennium Development Goals (MDGs). Nonetheless, it facilitated by providing a platform to the Provinces and donors on these global commitments of Pakistan and importance of achieving their targets. The MoFE & PT coordinated the preparation and approval of the following two documents relating to basic education

- i. National Plan of Action to Accelerate Education-Related MDGs (2013-2016)
- ii. Education For All Review Report 2015

***The process for preparation of the 'National Plan of Action to Accelerate Education-Related MDGs (2013-2016)' was initiated during first quarter of 2013, before the General Election. Secondly, the whole process of development of this plan of action was proposed and financed by international organizations such as the UNESCO and the UNICEF***

The Academy of Educational Planning and Management (AEPAM), an organization of the MoFE & PT, coordinated the preparation of these two documents. The process for preparation of the 'National Plan of Action to Accelerate Education-Related MDGs (2013-2016)' was initiated during first quarter of 2013, before the General Election. Secondly, the whole process of development of this plan of action was proposed and financed by international organizations such as the UNESCO and the UNICEF. Thirdly, this NPA consists of Provincial plans, with ambitious targets and huge budgetary requirements for their achievement. In the absence of a firm commitment either by the Federal Government or international development partners for provision of additional financial resources needed for the achievement of these targets, this NPA is nothing more than a wish list. No international funding support has been committed so far. The NPA is neither being consulted by the Provinces for future planning nor the Federal Government has made any commitment to fill the budgetary gap to achieve targets of MDGs and EFA.

The second document, the EFA Review Report 2015, was also an exercise to document progress made by the country towards achievement of Education For All Goals by 2015. It is an open fact that Pakistan has failed to achieve EFA Goals. Preparation of the EFA Review Report 2015 was desk work for reporting progress of the country in international forums. Like NPA of Education related MDGs, the UNESCO and the UNICEF sponsored the process for preparation of the EFA Review Report 2015.

Although the aforementioned documents will not have any tangible effect on educational development in the country, but these are useful sources of information on

education indicators in different Provinces/Areas, and challenges ahead. Researchers and planners may consult the NPA and EFA Review Report to measure the quantum of the problems of out of school children, drop out rate, and other indicators of access and quality of education. These documents also offer a comparative picture of disparities between the Provinces in the field of basic education, literacy, and gender equality.

The National Education Policy of 2009, prepared by the Federal Government and endorsed by the Provinces, envisaged to achieve the EFA Goals and 100% enrolment of children in the primary schools by 2015. Apparently, none of the Federal Ministries or entities responsible for development planning or budget allocation seem conscious about or keen to achieve the Education For All Goals or targets set in the National Education Policy (2009). The Planning Commission, the MoFE & PT and Education section (e.g. the Federal Directorate of Education – FDE) of the Capital Administration Development Division (CADD) have not taken any concrete steps to accelerate progress of the country towards EFA Goals or MDGs. The ICT is a small area with manageable population, and higher rates of literacy and education attainment levels. Surprisingly, the Government of Pakistan has not been able to achieve 100% enrolment of children even in this small area.

June 2013 – June 2014

## Allocations and Spending of the Federal Education Budget

This section presents information about national and international commitments of the Government of Pakistan for increasing the public sector budget for education, and analyses allocations and expenditure of the MoFE & PT during 2013-2014.

### National and International Commitments

On April 11, 1962, Pakistan signed a joint resolution of Ministers of Education of Asian Member States in Tokyo to increase education budget up to 4% of the GDP by 1980. Since then and during past 50 years, this target remained a dream, although each Government has been announcing to increase investment on education. The Prime Ministers and Presidents issued special directives to achieve this target, but the public sector education budget could not climb even to 3% of the GDP. The National Education Policy (2009) envisaged the target of increasing education budget from existing 2% to 7% of the GDP. This ambitious target was not taken seriously by successive the Governments. Most of the developing countries in the region are spending more than 3% of the GDP on education. For example, education budget of India is 3.3% of the GDP whereas Iran is investing 4.7% of its GDP on education. Table 1 presents a comparative view of how much the countries in the region are spending on education:

### Role and Contribution of the Federal Government to Country's Education Budget

The Federal Government does not have any say in the

allocation of education budget by the Provinces. It can merely highlight the need of enhancing budget for the education sector. The Federal Government and the MoFE & PT have been advocating the benefits of increasing education budget through press statements, speeches, and various policy documents. However, the fact remains that the Federal Government has not provided any direct funding and support to the Provinces during 2013-2014 for primary, elementary, or secondary education. On the contrary, the Federal Government has been releasing financial resources to the public sector universities in the Provinces through the Higher Education Commission.

The Federal Government also administers the ICT and FATA. The Federal Government provides development funds to these areas through the Ministry of State and Frontier Regions (SAFRON) and the Ministry of Kashmir Affairs and Gilgit-Baltistan, respectively. There is no evidence that funding for education to these under developed regions is linked or based on their unmet needs or their low education indicators, or level of their lagging behind the targets of EFA or MDGs. The MoFE& PT or Planning Commission either of them has not launched any special efforts for education development in these under developed areas.

### Budget Allocation and Expenditure of the MoFE & PT during 2013-2014

The official budget documents 2013-2014 indicate that an amount of Rs. 59.277 billion was allocated under the head of 'Current Expenditure' for 'Education Affairs and Services' for 2013-2014. In addition, under the head of 'Development Expenditure', Rs. 5.237 billion and Rs. 18.49 billions were allocated for the MoFE &

**Table 1: A Comparison of Education Budget and Education Indicators in Southwest Asia**

Country	Education Expenditure as a % of GDP	Education Expenditure as a % of Govt. Budget	Human Development Index (HDI) Ranking (2014)	Net Enrolment Rate % Primary	Adult Literacy Rate 15+%
Bangladesh	2.1	14.1	142	96	58
Bhutan	4.9	11.5	136	90	53
India	3.3	20.5	135	99	63
Iran	4.7	18.7	75	100	85
Maldives	8.6	16.6	103	95	98
Nepal	4.7	20.2	145	90	57
Pakistan	2.3	9.9	146	72	55
Sri Lanka	2.0	12.9	73	93	91

Sources: UNESCO Education For All Global Monitoring Report 2013-2014, and UNDP Human Development Report 2014

PT and the Higher Education Commission (HEC), respectively. Out of total education budget of about Rs. 83 billion, higher education was allocated Rs. 61.854 billion or about 74.5%, whereas sub sectors of Primary, Secondary, Special Education and other sub sectors were provided with only Rs. 21.15 billion or 25.5% only. These figures clearly indicate that the MoFE & PT or the Government of Pakistan is investing more on tertiary education and very little or only one fourth resources are allocated for basic education which is a constitutional right and its provision is responsibility of the State.

Budget documents indicate a trend of utilization of previous financial year based on the expenditure reported during first three quarters of the financial year. These figures are shown in the next year budget as 'Revised Estimates' for previous year. Budget document of 2014-2015 indicates that expenditure exceeded the original allocations by about Rs. 4 billion or 15%. However, major increase in 'Current Expenditure' can be attributed to the increase in salaries, whereas rise in development budget was primarily in the subsector of tertiary education and the HEC was the sole beneficiary of this additional financial input.

In response to the PILDAT request for provision of information on budgetary allocations and expenditure, the MoFE & PT has reported development expenditure of Rs. 3.446 billion against allocation of Rs. 5.791

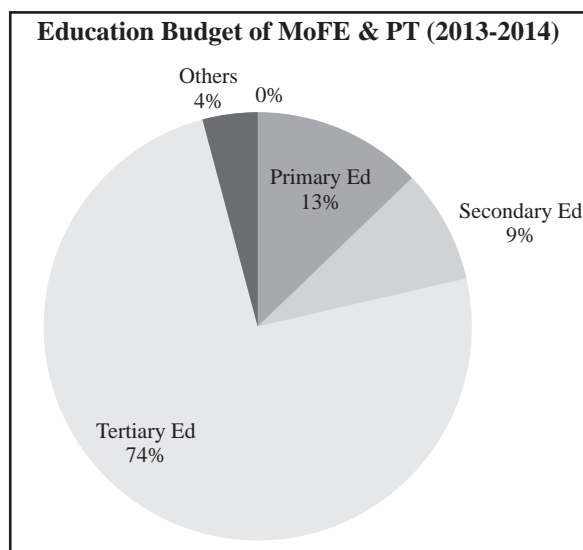
***Budget documents indicate a trend of utilization of previous financial year based on the expenditure reported during first three quarters of the financial year. These figures are shown in the next year budget as 'Revised Estimates' for previous year***

billion for 2013-2014, which is around 60% of original allocations. These figures do not include budget and expenditure of the Higher Education Commission. This means that the MoFE & PT could not utilize more than one third of the development budget and about 40% funds may have lapsed.

#### Review of Budget in the context of the MTBF

Copy of the Medium Term Budgetary Framework provided by the Ministry envisaged an amount of Rs. 5.736 billion for the financial year of 2013-2014. However, this amount is shown for only 10 out of 13 organizations presently under the administrative control of the Ministry. Whereas important organizations such as the Academy of Educational Planning and Management (AEPAM), the National Education Foundation (NEF), the Higher Education Commission (HEC), and the National Education Assessment System (NEAS) were not reflected in the MTBF of the Ministry at that time. Although, it is not possible to compare present budget of the MoFE & PT with the forecasting in the MTBF, yet it is evident that allocations and expenditure by the Ministry remained below the target.

**Figure 2: Education Budget of the MoFE & PT 2013-2014**





## **Transparency and Overall Governance**

The MoFE & PT though responded to most of the questions sent by the PILDAT, however, some of the information was incomplete or not to the point. For example, in response to a question about preparation of annual plan of action of the Ministry, response refers to The National Plan of Action for achieving education related MDG 2 (Achieving Universal Primary Education), a document which covers only basic education interventions by the Provinces for the period of 2013-2016, and in no way can be quoted as Annual Plan of Action of the MoFE & PT. Even this document quoted by the Ministry, was prepared by the AEPAM with financial and technical support by the UNESCO and the UNICEF. Similarly, information provided about legislation was incomplete. The Ministry listed the laws or Acts passed by the Parliament, apparently during previous years and not during 2013-2014 as no laws were passed relating to education during June 2013 to June 2014.

### **Website of the Ministry**

Website of the Ministry is not regularly updated. Data about the staff of the Ministry is not updated on regular basis. Names of the middle level officials who were transferred many months back are still appearing on its website. Some of the web pages are not functional due to technical flaws and hence visitors cannot access relevant information or data. The Ministry has not installed 'Counter' to record number of hits to its website. Its web page of 'Publications' contains only two documents, Year Book for 2011-2012, and April 2013 document titled 'Country Report of Pakistan Regarding Accelerating Millennium Development Goals.' The website of the Ministry does not offer national or federal level statistics on key thematic areas assigned to it, although it is dealing with various national level issues like literacy, primary education, and the TVET.

### **Planning and Annual Progress Reporting**

The Ministry has neither developed its long-term strategic plan, nor it has started the practice of preparing annual plans of action. Till October 2014, the Ministry has not compiled, released, or circulated its Year Book for 2013-2014. There does not exist any mechanism for intra-sectoral coordination or linkages within 13 organizations under the MoFE & PT. Some of the organizations under the Ministry seem dysfunctional. For example, website of National Internship Programme indicates that no internships were offered during 2013-2014. Similarly, contribution of the National Talent Pool (NTP) during 2013-2014 is also not known.

## **Overall Performance with respect to Education Governance**

The new MoFE & PT is not performing as a well-coordinated and cohesive organization. In its present form, Ministry is supervising administrative aspects of about one dozen divergent bodies, and it has failed to connect them through a common vision. Most of the key posts in the organizations and autonomous bodies under its administrative control, except Higher Education Commission (HEC), are staffed with officials taken from Pakistan Administrative Service (PAS) or Secretariat Group. For example, National Vocational and Technical Training Commission (NAVTTTC), is a professional organization and for efficient performance it needs to be led by the experts and specialists of the TVET. But practically all the 7 senior posts of NAVTTTC of Grade 20 and above are occupied by the officials taken from the Pakistan Administrative Service (PAS) and Secretariat Group. As reported by the Ministry and shown on relevant websites, three executive posts of Grade 20 and above are vacant in various organizations under the Ministry (AEPAM, NEF. And PNCU) No information is made available about senior posts of three organizations (i.e. BECS, NIP, and NEAS). The post of Director General of AEPAM is vacant since November 2013.

It can be concluded that performance of the MoFE & PT, as a professional organization, is not up to the mark, and it needs to reorganize its structure and improve its functioning.

## **Best Practices and Recommendations for Improvement**

The following initiatives of the MoFE & PT are identified as good practices introduced during 2013-2014:

### **Inter-Provincial Education Ministers (IPEM)**

Revival of platform of IPEM Conference for strengthening inter-provincial coordination, learning from each other's experiences, and to harmonize efforts for the common goal. This has happened first time after the 18<sup>th</sup> Amendment during 2010.

### **Increase in Education Budget**

Development budget of the Higher Education Commission increased by 17% for 2013-2014 as compared with past financial year. During 2013-2014, the MoFE & PT also initiated efforts to persuade the Provinces for creating a participatory forum to harmonize school curriculum across the country.

### **Recommendations for Improvement**

The new MoFE & PT is different from its predecessor, the Ministry of Education, which was dissolved on March 31, 2011. The original or old Ministry of Education consisted of officers belonging to the education cadre, possessing degrees in education, equipped with long experience in the field of educational planning and management, and having institutional memory of past and present developments and trends in this field. The present Ministry is staffed with the officials drawn from various central service groups having management experience in different ministries and fields. They are not from the education cadre but managers with conventional bureaucratic orientation and mind set. They may be competent managers but not educationists by profession. Only one post titled 'Director General (Education)' is presently allocated for education cadre, but its role and functions are limited and unclear. Lack of prior knowledge and experience of officials posted in the MoFE & PT about education needs in the country reduces their ability to effectively perform their functions. In professional matters, the MoFE & PT relies heavily on the expertise of a few education officers working in the Academy of Educational Planning and Management (AEPAM).

Secondly, the activities and projects of 13 organizations under the MoFE & PT are planned in isolation, with no intra-sectoral linkages or coordination. Before the 18<sup>th</sup> Amendment, many of these organizations have been functioning under different ministries or as independent bodies. After the abolition of various

federal ministries as a result of 18<sup>th</sup> Amendment, administrative control of these organizations was transferred to the new Ministry, but conceptually and professionally their working has not been harmonized to create synergies and strengthen inter-agency collaboration.

The following improvements in the composition and working of the MoFE & PT are proposed:

### **Education Cadre**

There is a need to link and relate job description and required qualification for recruitment and posting to all middle level posts of the MoFE & PT with educational tasks and responsibilities assigned to the Ministry and various organizations or sub sectors of education under its administrative control. Only senior posts like Secretary and Additional Secretary may be staffed by officials from central services groups (PAS or Secretariat Group etc.), whereas all other posts from Grade 17 to 20 should be filled up by the educationists or education cadre group.

### **Transferring FDE and NISTE to MoFE & PT**

The Federal Directorate of Education (FDE), which looks after government schools and colleges in Islamabad, was under the old Ministry of Education before March 31, 2011. Similarly, the National Institute of Science and Technical Education (NISTE) was also part of Ministry of Education. After abolition of (old) Ministry of Education, these two important organizations were transferred to the newly formed Capital Administration and Development Division (CADD). Mandate and functions of FDE and NISTE relate to the MoFE & PT. Transfer of these organizations to the MoFE & PT is not only logical, it will also consolidate professional base of the Ministry and build its capacity to plan and implement Federal and National level interventions in the education sector.

### **Intra-Sectoral Coordination**

A mechanism may be established for strengthening coordination between all 13 organizations of the Ministry. At present, various organizations under the administrative control of the MoFE & PT are implementing their divergent agendas. A comprehensive sector plan within the MoFE & PT, taking into account all functions assigned to it, does not exist. A common vision with a clear road map for the MoFE & PT and all the attached organisations will have to be developed for optimum results, to avoid duplication and create synergies in this sector.

# APPENDICES

June 2013 – June 2014

**Appendix A: Activities and Achievements of the MoFE & PT during 2013-2014**

Brief information about progress of the MoFE & PT with respect to various constitutional responsibilities of the Federal Government is given below:

**A Provision of Free and Compulsory Education to all Children (Article 25-A)**

The Federal Government has taken no concrete action during 2013-2014 for implementation of Article 25-A. Previous government (2008-2013) organized a National Education Conference on September 16, 2011, focusing on Article 25-A, which was chaired by the Prime Minister Yousuf Raza Gilani, whereas the new Federal Government has not organized such a high-level meeting in this respect.

It convened an Inter-Provincial meeting on September 23, 2013 to launch 'National Plan of Action to Accelerate Education-Related MDGs (2013-2016)'. UNESCO and UNICEF financed this activity.

The MoFE & PT signed Malala Funds-in-Trust for Girl's Education Agreement with UNESCO during February 2014 to support girl's education in under developed areas of Pakistan. However, implementation of this project had not started till June 2014.

During 2013-2014, National Education Foundation (NEF) continued supporting 42 Community Schools with enrolment of 4623 students. In addition, the MoFE& PT has given financial support of Rs. 12,204 to Basic Education Community Schools, with enrolment of 500,364 students. Financial assistance was also provided to the National Commission for Human Development (NCHD) during 2013-2014 for organization of 30,000 Adult Literacy classes in the provinces/areas for imparting literacy skills to 750,000 illiterate adults and youth.

**International Treaties, including educational pacts (Article 3, Fed. Legis. List Part I)**

The Federal Government and MoFE & PT have facilitated donors and international NGOs etc. to organize advocacy activities to raise awareness about universally agreed norms and targets like MDGs, Education For All, World Teachers Day, and International Literacy Day etc. The MoFE & PT has also been facilitating the compilation of country progress reports on various treaties and conventions signed by Pakistan relating to education. However all such activities are organized with technical and financial support of the donors. The Federal Government has not been taking any initiative or allocating any budget to liaise with the provinces for preparation of these reports or follow up with the provincial governments and civil society for achievement of global targets of education committed by Pakistan.

**Federal institutes for research, professional or technical training (Article 16, Federal Legislative List Part I)**

The Federal Government and the MoFE & PT have been effectively performing responsibility of coordinating, financing, and managing organizations, which fall under its jurisdiction. At present, the MoFE& PT is financing and coordinating functions and development activities of 13 attached organizations. As per the information provided by them to PILDAT, during 2013-2014, Ministry allocated an amount of Rs. 5.791 billion for development activities of organizations under its administrative control. Apparently, this amount does not include budget allocated to the Higher Education Commission (HEC).

**Education Statistics and Inquiries (Article 57, Federal Legislative List Part I)**

The National Education Management Information System (NEMIS), established at Academy of Educational Planning and Management (AEPAM), compiles educational statistics received from the provinces/areas to publish national reports. The NEMIS also passes on the data on education indicators to the international bodies such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Institute of Statistics (UIS) Montreal, Canada. The NEMIS data is a valuable source of information not only for the planners and policy makers in the country, but also for the donors and international organizations for global analysis, assessing country's progress towards EFA Goals, and MDGs, and also determining the extent of financial assistance needed by the country for education. During 2013-2014, the NEMIS brought out Annual Educational Statistics Report and also organized workshops for capacity building of provincial focal persons of EMIS. In collaboration with the WFP it also published and disseminated Education Atlas.

**Planning and Coordination of Scientific and Technological research (Article 7, Federal Legislative List Part II)**

The Federal Government is supporting a number of organizations responsible for scientific, technological and industrial

research. Most of these are under the administrative control of the Federal Ministry of Science and Technology. The Higher Education Commission through scholarships supports scientific research in the universities for Ph. Ds etc. Similarly, innovative work by the NAVTTC in new trades and technologies also facilitates technological research in the country.

**Standards of Higher Education and Technical Institutions (Article 12, Federal Legislative List Part II)**

The Higher Education Commission is responsible for standards setting in higher education institutions. Appointment of its chairman was initially delayed badly. However, now a full time Chairman has been appointed. The Federal Government is according priority to the higher education. Adequate funds were allocated and released to the HEC during 2013-2014. Although, the Federal Government or the HEC is legally not bound to fully or partly finance universities in the provinces, however, historically this is being done and no reduction in the budget of the HEC has been affected after 18<sup>th</sup> Amendment. During 2013-2014, the Federal Government allocated Rs. 43.36 billion for tertiary education. Development budget of Rs. 18.49 Billion was allocated for the Higher Education Commission (HEC). It has been reported that budgetary allocations and releases for the HEC have improved during 2013-2014.

**NAVTTC and NTB**

Few institutions are working at the national level in the area of technical training including the National Vocational and Technical Training Commission (NAVTTC) and the National Training Bureau (NTB). During 2013-2014, Rs. 350/- million were allocated for Prime Minister's Special Initiative for Hunarmand Pakistan programme, out of which only Rs. 200 million could be released or utilized. In addition, Rs. 450 millions were allocated during 2013-2014 for Prime Minister's Youth Skill Development Programme, and full amount was released and utilized. The National Training Bureau trained 600 youth in 6 trades during 2013-2014.



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