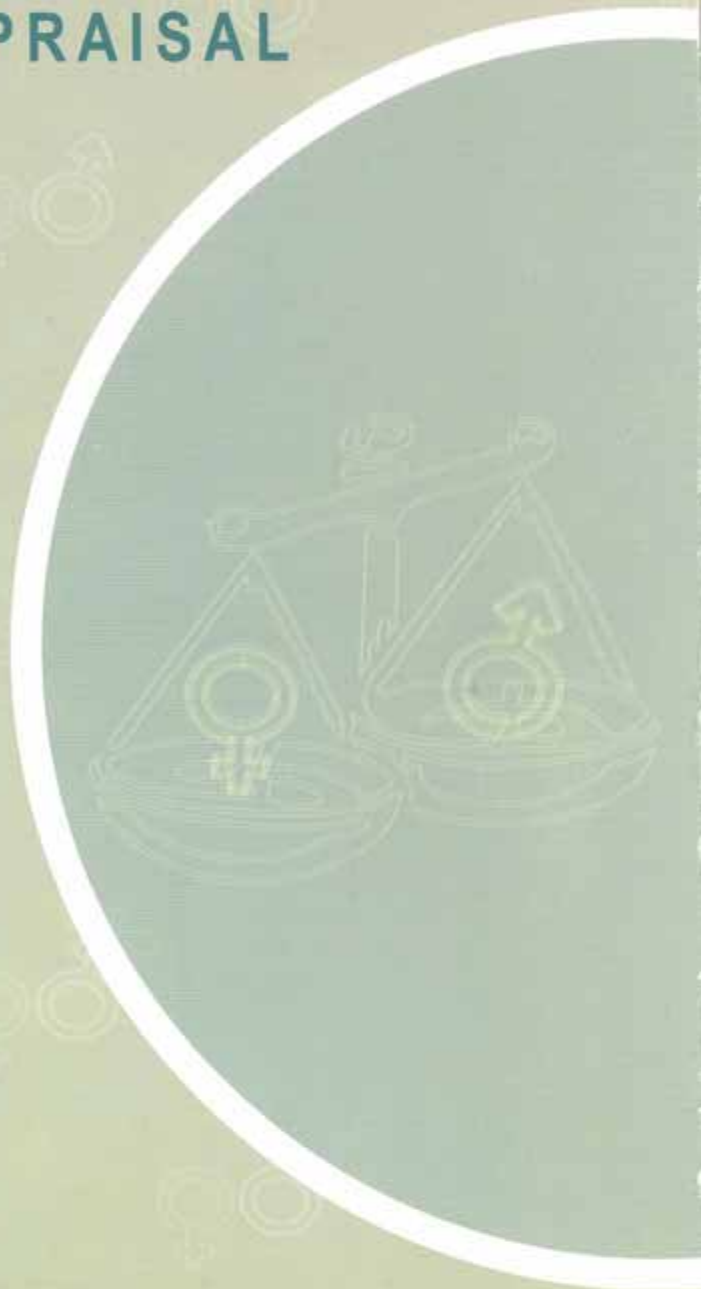


# GENDER AWARE POLICY APPRAISAL

POLICY BRIEF  
EDUCATION



Ministry of Finance  
Government of Pakistan



Strengthening  
PRS Monitoring Project

# Gender Aware Policy Appraisal

## POLICY BRIEF

### EDUCATION

November 2008

Government of Pakistan  
Ministry of Finance  
Strengthening PRS Monitoring Project

## Introduction

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

The Ministry of Finance, Government of Pakistan with the technical and financial support of UNDP and its cost sharing donors initiated a 'Gender Responsive Budgeting Initiative' (GRBI) project (2005-2007), to promote policy and resource allocations with a gender perspective. The project on its successful completion has merged into a bigger umbrella project titled 'Strengthening PRS Monitoring Project'. The work initiated under GRBI will now continue as a component under the new project. Under the project the expansion of GRB will cover not only all the four provinces of Pakistan but will also involve expansion to other social sectors.

Gender Aware Policy Appraisal one of the tools of GRB, analyses policies and programs funded through budget from a gender perspective by asking whether policies and their associated resource allocations are likely to reduce or increase gender inequalities. The GRBI project commissioned appraisal studies for the sectors of Education, Health and Population Welfare in 2006. The studies undertook a sector specific situation analysis to understand the needs and identify gaps from a gender perspective. Policy Briefs (Education, Health and Population Welfare) of the reports were produced to give a brief and concise overview of the findings of the studies. Under the Strengthening PRS Monitoring project, updation of the policy briefs is being done.

The Education policy brief gives a sectoral and policy analysis overview of the education sector and reviews the education budget 'through a gender lens' to ascertain whether the budget allocations in respect to education in Pakistan are in line with the gender priorities and needs.

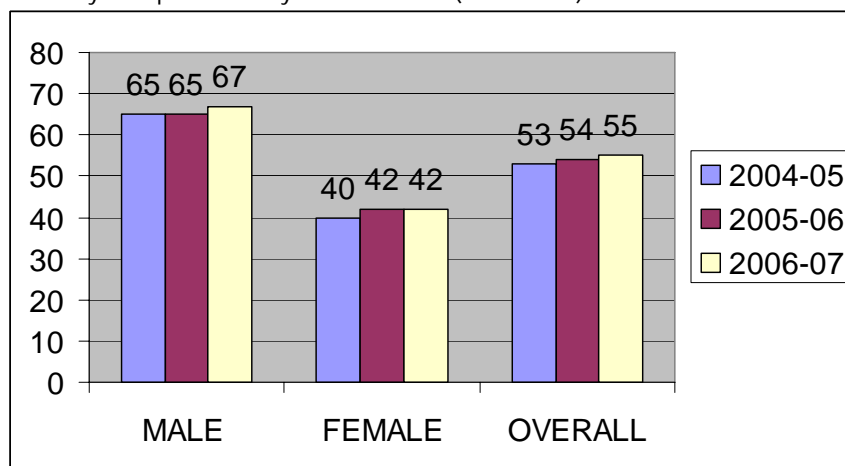
## 1. Education in Pakistan: A Sectoral Analysis

In relation to the education targets set by the Millennium Development Goals (MDGs) and 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. Overall national adult literacy (measured here as those above the age of ten years), is much higher among males (67%) than among females (42%) for the year 2006-07<sup>1</sup>. Although female literacy rate has increased consistently over the past few years but despite this gender gap has also consistently persisted. The graphs below give the overall literacy rate among male and female for the year 2004-2007.

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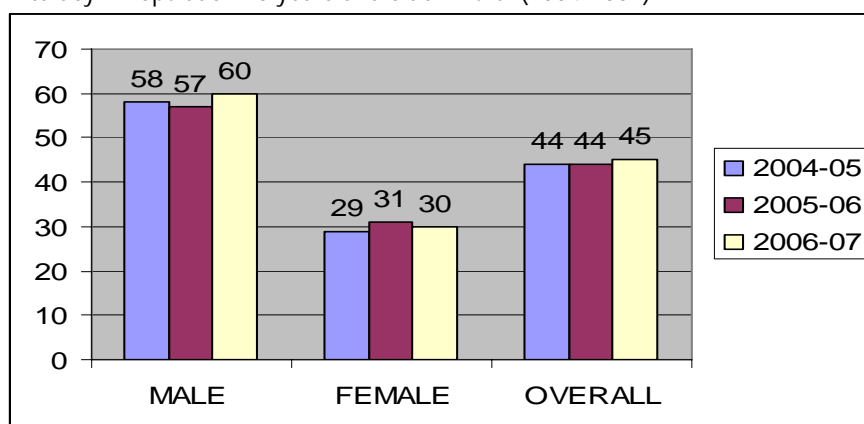
<sup>1</sup> Pakistan Social and Living Standards Measurement Survey- 2006-07, page 29.

Literacy – Population 10 years and older (2004-2007)



Source: Pakistan Social and Living Standards Measurement Survey (2006/07), pg 29

Literacy – Population 10 years and older: Rural (2004-2007)



Source: Pakistan Social and Living Standards Measurement Survey (2006/07), pg 29

A similar pattern can be witnessed in the rural-urban scenario. However, there is a marked discrepancy in the rural areas, as shown in the graph above, where the gender gap is much more pronounced than in the urban areas.

Similarly enrolment rates for females continue to remain below those of males. One reason is the relative lack of attention within policy to demand-side issues in the form of aspects of the socio-cultural environment that discourage girls' education. An overview of enrollments in the three main service delivery levels in education in Pakistan is as follows:

#### a) Primary School Enrolments

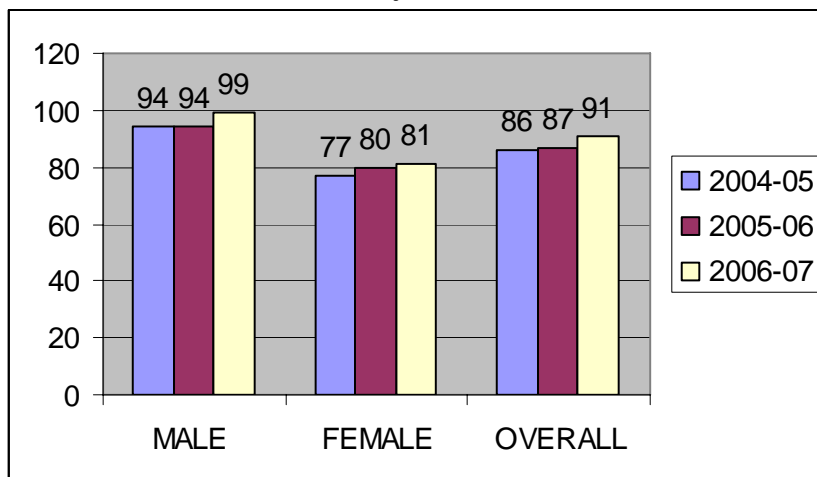
Gross primary enrolment rates for both boys and girls are relatively high, especially in urban areas. The gender gap is, however, wider in the rural areas at 72% for girls and 95% for boys. Over the past few years the gender gap in gross enrolment has consistently continued as highlighted in the graph below.

Table 1: Gross Enrolment Rate at the Primary Level (Age 5-9) for the year 2006-07

Region & Province	Gross Primary Enrollment Rate (2006-07) PSLM		
	Male	Female	Both
Urban	108	104	106
Rural	95	72	84
Overall	99	81	91

Source: Pakistan Social and Living Standards Measurement Survey (2006/07) pg. 10

Gross Enrollment Rate at the Primary Level- (Overall)



Source: Pakistan Social and Living Standards Measurement Survey (2006/07), pg. 10.

The gender gap in net primary enrolments is slightly narrower than that for gross enrolment, perhaps indicating that families are more prepared to allow boys to repeat as compared to girls, in the hope that their sons will be better educated, so as to become the future breadwinners for the family. One of the reasons that the primary enrolment rate for girls is lower than that for boys is that there are fewer girls' than boys' schools in the country. Out of the total enrolment, 9,547 million (57%) is boys enrolment and 7.288 million (43%) is girls enrolment.

The number of male primary teachers is 242,479(55%) and the number of female primary teachers is 198,089(45%)<sup>2</sup>. The total number of primary schools in 2005-06 was 156, 732 of which 48.2% were boys schools, 29.2% were girls schools and 22.4% were mixed schools.

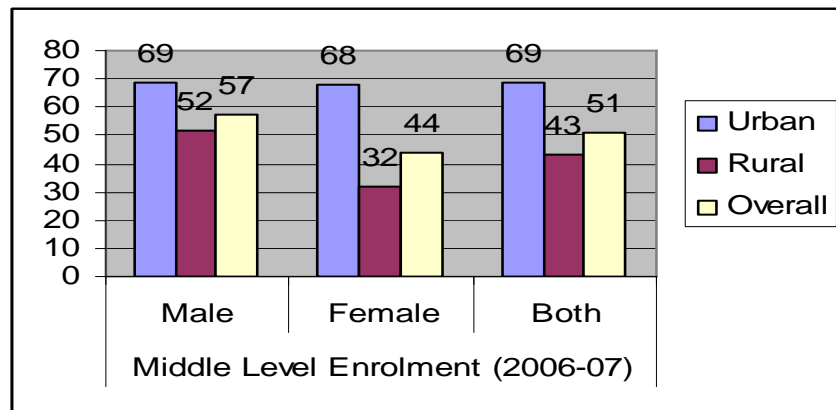
One reason that the primary enrolment rate for girls is lower than that for boys is that there are fewer girls' than boys' schools in the country. The total number of primary schools in 2005-06 was 156,732 of which 48.2% are boys' schools, 29.2% are girls' schools and 22.4% are mixed schools.

disparities between boys and girls, especially in the rural areas. Figures on middle school enrolments as show in the graph below reflect that of all students, 57% are boys and 44%

<sup>2</sup> Pakistan Education Statistics , 2005-06

are girls. The share of girls' enrolment is much lower (32%) in rural than in urban (68%) areas.

Gross Enrolment Rate at the middle level, (Age 10-12) - 2006-07



Source: Pakistan Social and Living Standards Measurement Survey (2006/07)

Similar to the primary level, in the secondary net enrolment rates, the gender gap is narrow as compared to gross enrolment rates. In rural areas there is slight difference between net enrolment for boys and girls, in urban areas the gender gap disappears altogether.

Table 2: Net Enrolment Rate at Primary Level (Age 5-9) -2006-07

Region & Province	Net Primary Level Enrolment Rate (%) (2006-07)		
	Male	Female	Both
Urban	67	65	66
Rural	57	46	52
Overall	60	51	56

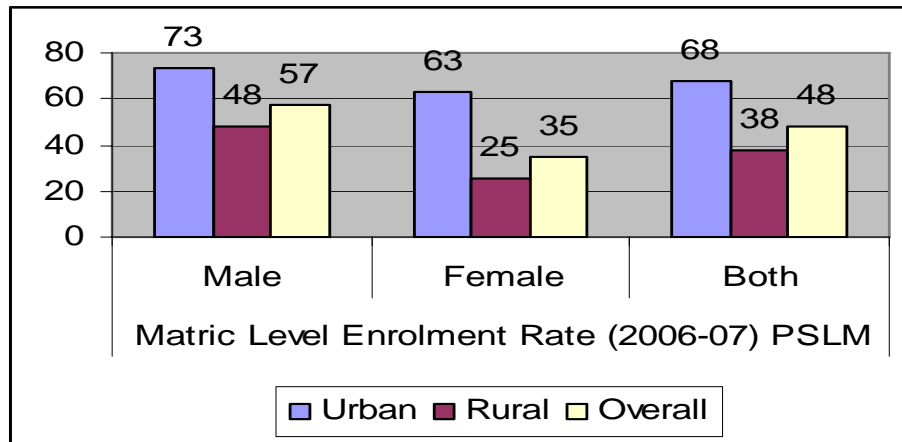
Source: Pakistan Social and Living Standards Measurement Survey (2006/07), pg 15.

There are total 39,370 middle schools. The total boy enrolment at middle stage is 3.093 million (59%), whereas, the girls enrolment is 2.269 million (41%). There are 109,150 (35%) male teachers and 201,595 (65%) are female teachers.

### c) High School Enrolments

There is limited sex-disaggregated data available for higher education institutions. With boys generally entering the job market at a young age and with early marriages for girls, enrolments at the matric level (i.e. ninth and tenth grade) are very low (48% gross enrolment and 10% net enrolment), especially for girls in both urban and rural areas and in all provinces. Available statistics imply a higher demand for girls' high school education than institutions provided. Of the 9,110 public high schools in the country, only 31% are for girls and 65% are for boys, yet girls account for 39% of all high school enrolments.

Gross Enrolment Rate at the Matric Level (Age 13-14)

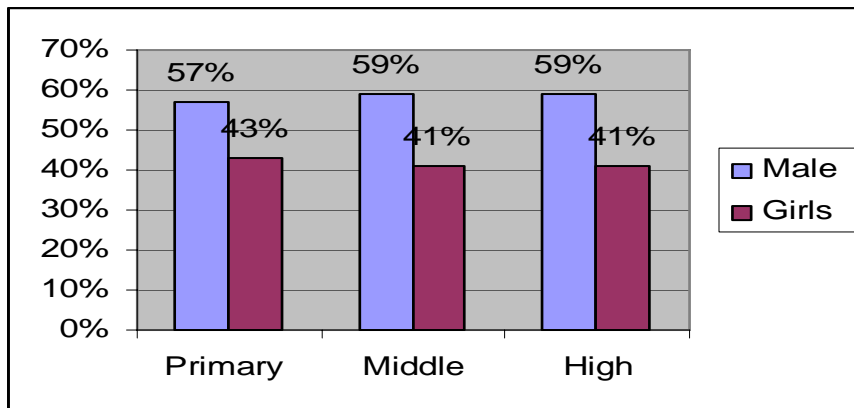


Source: Pakistan Social and Living Standards Measurement Survey (2006/07), pg 25.

Of the 9,110 public high schools in the country, only 31% are for girls and 65% are for boys, yet girls account for 39% of all high school enrolments.  
Source: Pakistan Education Statistics, 2005-06, pg. 11, 13.

The following table shows a consistency in the enrollment patterns of girls and boys in both public and private schools. In either case, boys enrollment still exceeds that of girls.

Distribution (%) of Enrollment by Sex in Public and Private Schools



Source: Pakistan Education Statistics, 2005-06, Ministry of Education, Government of Pakistan, pg. 7.

**Drop-out and Repetition Rates**

Gross and net enrolment rates do not tell the full story. Low enrolment rates are generated by two groups of children: (i) those who have never attended school; and (ii) those who previously attended school but dropped out before completing primary school. Available information reveals that dropout rates are positively correlated with grades i.e. the higher the grade, the higher the dropout rate. 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. In respect of repetition rates, a recent round of the Pakistan Integrated Household Survey (PIHS) 2001-02 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.

#### Key Gender Issues in Education

- Gender disparity in education - fewer girls than boys at each level of education
- Wide disparities in literacy and enrolment rates across provinces at all levels of education
- Gender disparity is more pronounced in rural than in urban areas
- Shortage of girls' schools, lack of facilities (boundary wall, toilets, etc.) and teacher absenteeism
- Low financial priority and value attached to girls' education, especially in poor and rural households

## 2. Policy Analysis

The Government of Pakistan commitments towards achieving the objectives of gender mainstreaming and gender equality in all spheres of society is formalized through a number of policy, strategic and institutional measures adopted by the Government to promote gender equality. The constitution of Pakistan, article 38 (d) speaks of instilling moral values and of providing education to all citizens irrespective of gender, cast, creed or race. Article 37(b) explicitly states that the state of Pakistan shall endeavor 'to remove illiteracy and provide free and compulsory secondary education within minimum possible periods'. In the context of education, not only the constitution of Pakistan highlights the importance of education but there are also a number of education policies and programmes in particular, adopted by the Government of Pakistan during the last decade.

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

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 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 with 'Education and Training' being one of the areas.

### **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.

The National Education Policy addresses 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 also 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.

Taking into account the shortfall of the present education policy and also keeping in view the new international challenges like the Millennium Development and Dakar Education for All (EFA) goals, the Ministry of Education has began review of the policy in 2005, well before the time horizon of the existing framework ( 1998-1010). A draft National Education Policy- 2008 has been formulated after a lengthy process of consultation initiated in 2005. The objective of this policy document is to achieve the following vision of the STATE on Education:

"Education is a categorical imperative for individual, social and national development that should enable all individuals to reach their maximum human potential. The system should produce responsible, enlightened citizens to integrate Pakistan in the global framework of human centered development".

### Education Sector Reforms (2001-05)

A comprehensive package of educational reforms with medium term targets introduced by the government was the Education Sector Reforms (ESR) Action Plan for 2001-2005. The ESR was developed by the Ministry of Education to be a long- term framework of reforms linked to 'Education for All' goals through 2015, with three year action plan for 2001-04 designed to close the gap in imbalances in service delivery. The main features of ESR's reform agenda was to have a strategy for improving education, including all areas of EFA and entailing legislative, administrative and financial actions at all levels.

The ESR Action Plan targets were aligned to emerging national reforms and priorities. Though the ESR targets focused on sub-sectors e.g., literacy, primary, school enrollment, technical streams and polytechnics, which incorporate a large number of females, these were not sex-disaggregated and as such their relevance to improving female education appeared to be 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 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 3). 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.

Table 3: 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
Early Childhood Education	31	18	25	36	28	32	42	39	40	50	50	50
Primary Education	82	50	66	90	68	79	100	87	94	100	100	100
Adult Literacy	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.

In view of the policies mentioned above it may be concluded that at the level of policy enunciation and policy statements, the education policy explicitly targeted girls' education. However despite the targets and goals, gender parity and equality in education continues to be on a slow track.

There are several reasons for the poor performance of the education sector in Pakistan. The most important of these is the lack of political commitment. Given the country's geo-strategic position in the region, education has not been seen as an area for priority. However the government has decided to double the educational budget (as percentage of GDP) as finalized in the Fiscal Responsibility and Debt Limitation (FRDL) Act, 2005. This means an extra spending of 1.8% of GDP over and above the existing funding will be on hand during the next five year (Economic Survey of Pakistan, pg, 169).

*Enrolment rates for females continue to remain below those of males. One reason is the relative lack of attention within policy to demand-side issues in the form of aspects of the socio-cultural environment that discourage girls' Education*

An important factor that discourages gender equality in education is the traditional socio-cultural environment that gives preference to boys over girls. 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, policy which fails to address these demand-side issues would perpetuate gender disparities.

### 3. Budgetary Analysis

In the context of education, the federal government formulates the policy and at times finances its priority programs. The provinces are responsible for strategizing the national policies on the basis of prevailing local conditions and, similar to the federal government, financing its own priority programs.

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. 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.

The education 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 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.

Education sector funding has improved over the years but still remains below the level of expenditures in comparable countries. The budgetary allocations for the education sector (federal, province and district combined) have increased from Rs. 75 billion in the financial year 2000-01 to Rs. 216 billion in 2006-07 and Rs 256 billion in 2007-08 indicating more than a three-fold increase in allocations for education (table 4). Although education enjoys the highest priority on the social sector agenda, the latter as a whole is poorly funded when compared to defense, general administration and debt servicing, and allocations are modest due to resource constraints. The following table provides a look at Pakistan's national education budget.

Table 4: Education Budget (Rs. in Million)

Year	Recurring	Development	Total Budget	Percentage (GDP)
2000-01	69.5	6.4	75.9	1.82
2001-02	70.4	8.5	78.9	1.79
2002-03	79.5	10.4	89.9	2.09
2003-04	94.3	30.0	124.3	2.20
2004-05	106.6	33.3	139.9	2.12
2005-06	128.9	41.9	170.8	2.21
2006-07	160.0	56.6	216.6	2.49
2007-08	191.0	65.0	256.0	2.44

Source: Demands for grants, budget books of government of Punjab, Sindh, NWFP, Balochistan & AJ&K. Federal Ministries/ Divisions, District Governments.

A higher proportion of the education budgets are spent on recurrent heads, than on development/capital budget heads. It is evident from the table above that the current budget far outweighs the development budget.

The education budget as percentage of the total budget has been increased from 11.2 percent in 2001-02 to 14.1 percent in 2006-7. Details of the education budget as percentage of total government budget are given the table below:

Table 5: Education Budget as Percentage of Total Government Budget

Year	Percentage
2001-01	11.7
2001-02	11.2
2002-03	10.0
2004-05	13.2
2005-06	12.5
2006-07	12.0
2007-08	14.1

Source: Pakistan Economic Survey 206-07 and Financing of Education in Public Sector, MoE, 2008

The bulk of expenditures on education are being made by the provinces. From a gender angle, primary education is the single most important sub-sector as it enrolls the highest number of girls. It has the highest percentage of education expenditures at the national level (32.53% of total budget) followed by General University/College Education (22.23% of total budget) and then with Secondary Education (21.23% of the total budget).

Table 6: Provisional Education Expenditures in 2006-07 (as % across sub-sectors)

	Federal	Punjab	Sindh	NWFP	Balochistan	Pakistan
Primary Education	5.23	44.52	33.57	44.25	33.5	32.53
Secondary Education	7.22	20.77	26.92	43.36	26.98	21.23
General University/College Education	64.81	7.83	11.37	5.16	6.52	22.32
Professional/Technical Universities	9.05	1.46	5.41	4.71	6.14	4.54
Teacher and Vocational Training	0.15	3.59	0.72	1.24	2	1.97
Other Educational Institutions	13.51	21.79	21.98	1.25	24.83	17.41
Total	100	100	100	100	100	100

Source: Poverty Reduction Strategy Paper, Annual Progress Report, 2006-07, PRSP Secretariat, Ministry of Finance, Government of Pakistan, July 2008, pg. 26.

The low resources in the education sector stand in sharp contrast to the commitment required by the policy statement, which setup ambitious goals for the sector. While the policy provides large mandates and aims, budget allocations do not match the targets that are set out. Overall the education receives the highest budget with in the social sector. However the social sector is extremely under funded and needs to receive much more funding than is presently available. The proposed education policy advocates that at least 4% of the GDP should be allocated to education. With increased resources and a more gender responsive budget, the situation may register a faster improvement.

#### **4. Engendering Education Policy and Service Delivery in Pakistan**

To improve gender outcomes, a gender responsive budget should 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 for bringing and retaining girls in classrooms.
- Appropriate site selection for girls' schools to enhance girls' enrolment.
- Adequate facilities for girls' schools e.g. provision of boundary wall; toilets; drinking water etc. which have a strong correlation to higher girls' enrolments.
- Interventions such as the provision of free schooling; free textbooks; stipends; etc. to counter the high economic cost for families of girls' education, especially in rural areas.
- Allocations for improving awareness about the value/benefits of female education through media campaigns and/or statements by local influential personalities.

(Back Page- Outer)

## **Strengthening PRS Monitoring Project**

The Finance Division, Government of Pakistan and UNDP Pakistan have signed an agreement for the initiation of a Strengthening PRS Monitoring Project (2008-2012). The aim of the project is to strengthen institutional capacities for results-based monitoring and evaluation of poverty reduction strategies at Federal and Provincial levels

### **Project Outputs**

The project has the following three outputs:

- Improvement in quality, collection, analysis and management of PRSP data at national and province levels for effective tracking of PRSP targets.
- Review public spending and allocations in pro-poor sectors and analyze through a gender lens to better understand the contribution and needs of men and women
- National engagement in PRSP monitoring mobilized through participatory processes

### **Implementation Arrangements**

The project is implemented by the Ministry of Finance, Government of Pakistan and, Provincial Planning & Development Departments. For this purpose a federal Project Management unit (PMU) has been established in the Ministry of Finance while one provincial PMU is located in the Planning & Development Department, Government of Punjab. Similar provincial PMUs will be created in all the other provinces.

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