

# Rationales Behind the Policy Failure in Education Sector of Pakistan: A Case of Affiliated Schools (from BISE) of Multan Division

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## Abstract:

Policy making is indispensable in field of education for the underlying principle of methodical learning, institutional development and stakeholder's participation. There are numerous policy constraints in education sector of Pakistan. These constraints comprise of political instability, non-coordination between time span and resources, inadequate government ownership and derisory distribution of power that contributes to social exclusion of foremost stakeholders from education sector of Pakistan. These impediments are the major underlying rationales behind diminutive participation of people at the social, economic and political level. Quantitative research design was applied on the data that was accumulated from two foremost stakeholders (teachers and students) from affiliated schools of Multan Division (Pakistan). The researcher interviewed 400 respondents through multistage sampling technique and then evaluated the results of the study variables by the application of t-test. The researcher institute through this research that the major rationales behind policy failure in education sector of Pakistan are deficient integration of provisional government in planning and implementation stage, deficiency of institutional mechanisms for donor coordination, lack of proper management of workforce and low quality education in comparison to international standards. On the basis of this research the researcher concluded that education policies are not adequate to achieve their targets in the limited time span due to weak planning, weak administrative structures, lack of accountability, wastage of resources and absence of support from the government. Participation from private sector, stringent monitoring system, encouraging the stakeholders involvement and managing the coordination between time span and resources are the foremost policy implications that can strengthen the role of educational policies in increasing the literacy rate of Pakistan.

**Keywords:** Stakeholders, rationales, administrative structures, accountability, methodical learning and institutional development.

## Introduction:

Since National Education Conference (1947) was the first step in defining education policies and goals. Then several national education policies, five year plans and national education schemes associated to education quality were formed. These policies cannot accomplish their ambitions in the limited time span. There were many underlying principles behind these weak policies. These constraints are deficiency of proper physical infrastructure, traditional aspirations of males and females, diverse gender issues, lack of manpower and miscellaneous discrepancies in administrative issues (Kanu, 1996; Lloyed, et al. 2009; PRSP, 2003; Stephen, 2002; Staton, 2007; Sattar, 2012). On the other hand the foremost restriction is that educational policies always focus on the role of education in socio-political and economic development and disregard the issue of social inclusion of stakeholders ensuring social mobility and individual growth (Ministry of Education, 2000; Ministry of Finance, 2011; Pakistan Millennium Development Goals Report, 2005).

There were many educational policies that have been ascertained in Pakistan for the rationale of escalating the literacy rate and provision of quality education to maximum population. In 1981 "Literacy and Mass Education Commission" was established. In 1985 "Literacy Ordinance" at federal level was past. Regrettably due to diverse barriers these policies cannot accomplish success due to numerous constraints in education sector (Chaudhry, 2005; Sattar, 2012). The major rationales behind policy disintegration are non-availability of sufficient resources, shortage of diverse educational facilities, derisory infrastructure development, inappropriate service provision, inadequate funding, scarcity of resources and lack of political commitment for adult literacy (Kennedy & Bexter, 2000; Khan, 2003; Killen, 2003; National Assessment Report, 2005). National Education Policies (1998-2010) were followed by ESR (Education Sector Reforms) (2001-2006) with the target of 60% literacy rate by 2005. But due to inappropriate budget allocation, lack of political will and absence of consistency

between various subsectors these policies cannot achieve their targets in specified time period. In addition to these restraints other impediments for policy failure are absence of coordination in various structures of education, lack of teachers training, inappropriate curriculum, low efficiency of policies and population explosion (Chaudhry, 2005; Government of Pakistan, 1998; 2000; UNESCO, 2008).

All the Five Year Development Plans, Education Sector Reforms Plan and Mid-Term Development Framework (2005-2011) have recommended that:

“A system of Universal Primary Education (UPE) is imperative. It is essential to the nation as the base for the entire structure of secondary and higher education from which will come leadership in all walks of life and support for technical developments in agriculture, industry and heavy investment at the primary level to reveal talent and to lay the basis of attitudes of mind essential to development process. This will improve the secondary and higher stages of education which have been recruiting from too narrow a base in the past. In addition it will eventually furnish the necessary expanded inflow into technical and vocational institutions and will leads towards knowledge based society.”

**Rationales behind the policy failure in education sector of Pakistan:**

South Asian countries have literacy rate of 43% and the foremost indicators that determine education are sky-scraping. These indicators incorporate literacy rate, participation rate at the elementary level (both primary and middle level), survival rate for students, underprivileged quality learning, ghost schools, teachers absenteeism, underprivileged governance and weak administrative structures (Ministry of Education, 1998; 2000). Globalization provokes a lot of forbearance and confronts to cope with the modern world in terms of knowledge and skill attainment. Human Resource Development (HDR) embraces the enhancement of capabilities to accomplish the desired objectives. There are numerous social evils in the developing countries which becomes the major impediment in the accomplishment of any education policy like corruption, unemployment, low earnings, inflation, exploitation, rapid population growth and political instability (Human Development Report, 2007; Kingsbury, et al. 2004; Kazmi, 2005; Jam, 2005).

<b>Overview of the Strategies of Pakistan Education Conference (1947) and Commission on National Education (1959)</b>		
<b>Policy</b>	<b>Strategies</b>	
<b>1947 Pakistan Educational Conference</b>	<ul style="list-style-type: none"> <li>• Adult education by provinces</li> <li>• College students to participate in the literacy campaigns</li> <li>• Existing school buildings and staff to be used</li> </ul>	
<b>Policy</b>	<b>Strategies</b>	
<b>1959 Commission on National Education</b>	<ul style="list-style-type: none"> <li>• School children as teachers of their illiterate parents</li> <li>• College students as adult literacy teachers</li> <li>• Every student get one teacher</li> <li>• Media for adult education</li> </ul>	
<b>Overview of the targets and strategies of National Education Policies</b>		
<b>Policy</b>	<b>Strategies</b>	
<b>1970 The New Education Policy</b>	<ul style="list-style-type: none"> <li>• Vocational education</li> <li>• Employers to make their employees literate</li> <li>• Non-Formal Education programmes</li> </ul>	
<b>Policy</b>	<b>Strategies</b>	
<b>1972 The Education Policy</b>	<ul style="list-style-type: none"> <li>• Massive literacy programs</li> <li>• Literacy centers in schools, factories, farms and other community places</li> <li>• Media used for literacy</li> </ul>	
<b>Policy</b>	<b>Targets</b>	<b>Strategies</b>
<b>1979 National Education Policy</b>	To raise literacy rate from 25% to over 35% by 1982-83	<ul style="list-style-type: none"> <li>• Mosque schools and mohalla schools</li> <li>• Use of television</li> <li>• Literacy and Mass Education</li> </ul>

Policy	Targets	Commission to be established Strategies
<b>1992 National Education Policy</b>	Literacy rate increase to 70% by the year 2002	<ul style="list-style-type: none"> <li>• The literacy programme to be implemented through the provisional governments, NGO's and local organizations</li> <li>• Literacy programmes to be integrated with skill based community development programmes</li> <li>• Greater attention on the deprived segments of the society in rural areas and urban slums with special emphasize on female education</li> <li>• Adult literacy classes on integral component of the evening shifts in primary schools</li> <li>• Directorates of adult education established in each province with wings at the division and district level to provide professional training and guidance as well as monitoring and evaluation</li> </ul>
<b>1998-2010 National Education Policy</b>	Literacy rate to increase to 70%	<ul style="list-style-type: none"> <li>• National literacy movement to be launched on emergency basis</li> <li>• Mosques to be used as means to provide Non-Formal Education</li> <li>• NFBE schools to be increased to 82000 by 2002</li> <li>• Driving license sonly for the literate people</li> <li>• Industrial units to make their employees and the dependents literate</li> </ul>

**Source: Education Policy Documents**

Education has suffered from various obstructions that creates impediment in making advancement and they include underinvestment in education sector, failure to implement five year plans, lack of purpose, poor school infrastructure (that are deficient of basic facilities such as classrooms, toilets, blackboards and furniture), lack of proficient teachers and high dropout rates (Asian Development Bank, 2005; Aly, 2007; Handa, 1999; Khan, 2002). In addition to this teachers absenteeism, low level of awareness among parents, non-effective schooling, lack of school autonomy, immature managerial capacity, lack of teachers dedication, non-motivated teachers in their low paid profession, lack of school infrastructure and inadequate knowledge acquisition are also the major obstacles that create hurdles in policy success in education sector of Pakistan (Filmer, et al. 2006; Iredale and Guo, 2004; National Education Census, 2006). Government of Pakistan has been taken various initiatives regarding Social Sector Reforms (SSR). They include National Education Policy (1998-2010), Education Sector Reforms (ESR) (2001-2006), Education for All (2015), Ten Years Perspective Development Plan (2001-2011), National Commission for Human Development (NCHD), Poverty Reduction Strategy Papers (PRSP) and Medium Term Development Framework (MTDF) (2005-2010). These numerous programs are working together within Pakistan to alleviate dilemmas of poverty (Akram and Khan, 2007).

Year wise projects and strategies for education			
Year	Programme/project	Strategies/ line of action	
1981	Literacy and Mass Education Commission was established	-----	-----
1985	Literacy Ordinance at the federal level was passed	Incentives were given to the masses like the grant of driving license, insurance of passport and employment to those people who were literate	Unfortunately the ordinance cannot be implemented due to lack of resources, incentives, services, infrastructure and lack of political commitment
1998	National Education Policy (1998-2010) was formed	Target was the literacy rate of 55% by 2003 and 70% by 2010	-----
2001-2006	Education Sector Reforms	Target of the literacy rate of 60% by 2005	-----
2000	Dakar Framework of Action	-----	-----
2001-2015	National Plan of Action of Education for all prepared by Ministry of Education with UNESCO	Adult literacy targets in 3 phases -----	Phase 1: 2001-2002 to 2005-2006 = 61% (male 71.5% : Female 50.5%) Phase 2: 2006-2007 to 2010-2011 = 68% (male 77% : female 65%) Phase 3: 2010-2011 to 2015-2016 = (male 86% : female 86%)
<b>Source: Munir Ahmad Chaudhry, 2005. "Pakistan: Where and Who are the World Illiterates." Background Paper Prepared for All Global Monitoring Report, 2006, Literacy for All.</b>			

Pakistan has faced many challenges in the education sector regarding the areas of quality, enrollment, retention and substantial gender disparities. The educational planning is mostly pathetic or if good planning in education sector is happened then due to certain drawbacks this plan is not thriving in accelerating its targets in due time span (Education Sector Reforms, 2007; Sawada, 1997). These drawbacks can be elaborated as various implementation issues, improper allocation of funds to education sector, convolution of technical systems and failure to taken into account the diversity of confined conditions. World recent conference on Education for All makes it ensure that new resources can be expected to become available for the development of education sector (Ali, 2006; McLaughlin, 1987; Sattar. et al. 2011).

#### **Rationales behind the policy failure related with girls education:**

Girls are the most neglected and marginalized component in terms of education provision. Especially in rural areas of Pakistan many challenges subsist in delivering education to girls because of the complex political and social contexts and low priority given to education sector (Ministry of Education, 2004). Literacy rate is lowest in Southern Punjab and rural areas of Pakistan. Miscellaneous policies have been introduced e.g. National Education Policy (1998-2000) that focused on promoting gender equality, access to education and teachers skills. The major projects for increasing the literacy rate of girls education in Pakistan comprise of Tawana Pakistan Programme, Monetary Support Programme, Free Distribution of Textbooks as well as Rural and Urban Fellowship Programmes. Statistics from National Education Statistics Report (2008) divulges that public and private sector have failed to expand the service delivery relative to the potential demand. Barriers regarding policy failure in education sector include gender in equalization, unyielding family decisions to send their daughters to schools, cost of girls schooling, proximity from school, cultural constraints as well as attitude of poor and illiterate people to send their daughters to schools (Abu-Ghaida & Klasen, 2004; Aly, 2007 Aslam, 2009; Shaukat, 2009). Decision making is limited due to lack of access to resources including finance, low education levels, low skill levels and limited mobility due to cultural restrictions. The policy funding is very low where 2% GDP is allocated and the enrollment in government schools continue to fall due to outdated curriculum and damaged buildings. Other factors incorporate inadequate funds allocations, insufficient implementing strategies, lack of commitment of stakeholders to quality education, lack of incentives, highly decentralized system, absence of monitoring system and lack of accountability process (Jacobs, 1996; Khalid and Mukhtar, 2000; Malik, 2007; Sawada and Loxsin, 2009). The major rationale of failure of public policy lies in combating overpopulation, poverty and gender imbalances. Various policies have been made to expand education but various

policies and plans are not successful in expanding education and they incorporate lack of public spending, lack of access to education facilities, low levels of literacy, insufficient public expenditures, weak implementation of education policies, systematic weakness of public sector delivery, unequal streams of schools, poverty and various demographic factors (Qureshi, 2004; Sattar, et al. 2012).

**Medium Term Development Framework (2005-2010):**

Medium Term Development Framework (2005-2010) ensures the equitable development in all regions of Pakistan. It depicts various challenges in schools and the main targets of MTDF were to achieve Universal Primary Education (UPE), promotion of gender equality, empowerment, free education up to secondary level, introduction of vocational and technical education, promotion of secondary schools as well as financial and nutritional incentives to students (Akram and Khan, 2007; Government of Pakistan, 2000; 2001; Sattar, 2012).

<b>MTDF (2010) and MDG's (2015) Targets</b>			
<b>Category</b>	<b>Benchmark 2004-2005</b>	<b>MTDF 2010</b>	<b>MDG's 2015</b>
<b>Literacy rate (population age 10+ years)</b>			
<b>Total</b>	56	77	88
<b>Male</b>	62	85	89
<b>Female</b>	44	66	87
<b>Youth literacy rate (population age 15-24 years)</b>			
<b>Total</b>	66	80	100
<b>Male</b>	79	90	100
<b>Female</b>	52	70	100
<b>Gender Parity Index (GPI)</b>			
<b>Primary education</b>	0.80	0.94	1.00
<b>Secondary education</b>	0.72	0.90	0.94

*Source: Akram and Khan, 2007. Pakistan Institute of Development Economics(PIDE)*

**Poverty Reduction Strategy Papers (PRSP):**

PRSP describes the structural policies and programmes to endorse growth and reduce poverty through participatory process. PRSP has four major goals 1) To perk up government role in development 2) Engendering growth 3) Human development and 4) Social protection. PRSP has also some ambitions in the field of education as improving the functioning, utilization of existing schools, improving the education quality, increase enrollment rate and increased access to educational expansion in primary school system budget. Moreover it provides the financial assistance in the sub-sectors of primary education, secondary education, general universities, colleges, professional centers, technical universities and vocational training centers. But PRSP do not illustrate any remarkable progress to accomplish its targets in the limited time span (National Assessment Findings, 2007; National Education Policy, 2009).

**Ten Year Perspective Development Plan (2001-2011):**

Ten Year Perspective Development Plan (2001-2011) focused on many areas one of which is most important such as poverty reduction and human development. Education Sector Reforms guarantee the provision of basic educational right of every individual within the framework of MDG's that include inter district and inter provisional disparity. It spotlighted on many strategies such as poverty reduction strategies, employment policies, educational training, information technology, health status, nutrition, population welfare, social welfare, gender and development.

**Education Sector Reforms (ESR):**

ESR was commenced in 2002 and replicates our national education agenda. ESR is the action plan for 2001-2005 that has been fully integrated into MTDF and PRSP. The main objectives of Education Sector Reforms (ESR) are:

- 1) Universalization of primary education and adult literacy.
- 2) Mainstreaming Madaris to diversify employment opportunities for the graduates.
- 3) Strengthening the quality of education through better teachers, upgrade training options, curriculum and textbooks reformations as well as adequate examination system.
- 4) Improving the gender specific, technical and vocational education at the secondary level (Education Sector Reforms, 2007; National Assessment Findings, 2007; UNESCO, 2008).



<b>Sector wise bench marks and targets to increase the literacy rate of Pakistan</b>				
<b>Sub sector</b>		<b>Benchmark 2001</b>		<b>Target 2005</b>
<b>Literacy</b>	from	49%	To	60%
<b>Gross primary enrollment</b>	from	83%	To	100%
<b>Net primary enrollment</b>	from	66%	To	76%
<b>Middle school enrollment</b>	from	47.5%	To	55%
<b>Secondary school enrollment</b>	from	29.5%	To	40%
<b>Technical stream schools</b>	from	100	To	1100
<b>Polytechniques/Monotechniques</b>	from	77	To	160
<b>Madaris mainstreaming</b>	from	148	To	8000
<b>Public private partnership</b>	from	200	To	26000
<b>Higher education enrollment</b>	from	2.6%	To	5%
<b>Quality assurance</b>	Equivalence of all subsectors to international levels			
	Learning competencies for the students			
	Teacher competencies			
	Community participation for the schools/institutional governance			
	Physical environment conducive to optimum learning			
<i>Source: Dawood Shah. 2003. Academy of Educational Planning and Management: Ministry of Education, Government of Pakistan, Islamabad.</i>				

#### **Achievements of ESR programme:**

- 10,000 schools rehabilitated under ESR/President Program and Khushal Pakistan Programme.
- Gender disparities narrowed through the mixed approach by appointing female teachers.
- 6000 Adult Literacy Centers were established.
- Technical education was introduced in 50 schools.
- 385 Science Labs were constructed and 150 under construction.
- 110 Secondary Schools provided additional science facilities to serve the Science High Schools.
- Over 1700 teachers, planners and managers trained locally or abroad.
- 250 Resource Centers were established.
- 175000 teachers were trained at the primary, middle and secondary level.
- 6240 schools have been upgraded through Public Private Partnership in Punjab and NWFP.
- Computer education introduced in over 4000 secondary schools through public private partnership.

#### **National Education Policy (2009):**

National Education Policy addresses various obstructions that the education system of Pakistan is facing as well as the policy actions that should be taken to address these issues. The obstacles to low literacy rate are social taboos, poverty, child labor, illiteracy of parents, institutional weakness and outfitted policies of education to the local conditions. At the provisional level there is lack of uniformity in the existing structures. Thus literacy rate contributes to higher productivity. Education sector of Pakistan endeavors to perk up the equitable and effective education system that can enhance the overall well being of the individuals. Therefore in the modern state one education system serves the objectives, ideals and rationales of the state and this is called the "National Education System." Thus National Education System is establishing to save the uniformity in the structure and modes of education system in Pakistan. National Education Policy aims to protect the local cultures through the reformation of curriculum and at the same time respect the social, cultural, ethnic, political, religious and economic miscellany. But regrettably it has to face many challenges like loss of competitiveness, extremism, security threats and subversion of national values. Other barriers are loss of uniformity, lack of implementation of educational policy, mismanagement in the allocation of public resources, issues of instruction, lack of difficulty in using English language as a medium of instruction and unable to represent the cultural diversity. Unfortunately government sector is unable to fulfill the needs of education that's why private sector takes its place (National Education Policy, 2009).

#### **Research methodology:**

Education system of Pakistan aims to augment the impartial and effective education system that can enhance the overall well being of the individuals. Therefore in the modern state one education system serves the objectives, ideals and rationales of the state and this is called the "National Education System." Thus National Education System is establishing to save the uniformity in the structure and modes of education sector in Pakistan. National Education Policy aims to protect the local cultures through the renovation of curriculum and at the same time

respect the social, cultural, ethnic, political, religious and economic diversity but it has to face many confronts like loss of competitiveness, extremism, security threats and subversion of national values. The researcher concluded this paper with some policy implications that can address assorted rationales behind policy failure in education sector of Pakistan by addressing the following research objectives in the present study:

1. To overview the strategies, plans and targets of the major policies in education sector of Pakistan.
2. To overview the policies related with girls education that can augment the literacy rate of girls.
3. To overview the role of Education Sector Reforms (ESR) in making necessary reformations in education sector of Pakistan.
4. To identify the major rationales behind the policy failure in education sector of Pakistan.
5. To give recommendations for ensuring sustainability in policy making and policy implementation.

The researcher opted all the schools that are affiliated from Board of Intermediate and Secondary Education as universe. Quantitative research design was used to evaluate the relationship among the dependant and independent variables. Cross sectional survey research design was used for the purpose of data collection from the two major stakeholders (teachers and students) at one point of time. Before data collection the researcher conducted informal interviews so that utmost information about the major rationales behind the policy failure in education sector of Pakistan can be attained. The researcher selected 2 districts (Vehari and Khanewal) out of 4 districts (Khanewal, Multan, Vehari and Lodhran) through simple random sampling technique. The researcher selected 20 schools out of 211 schools (from Vehari) and 20 schools (from Khanewal) out of 214 schools through systematic sampling technique as every 10<sup>th</sup> school was selected for the purpose of data collection. From each school the senior most students of the school who were position holder were selected from each class depending upon the size of the class. In addition to this 5 senior most teachers from each school were selected excluding the principal of the school (as they were giving biased responses about the progress of the school). Thus total 200 teachers were interviewed for the purpose of data collection. An overall sample size of N= 400 respondents (n1= 200 teachers and n2= 200 students) was selected through purposive sampling technique. Questionnaire was used as a tool of data collection process. Both structured and unstructured questions were used in the questionnaire as the structured questions were giving a predetermined response and unstructured questions were exploratory. After that the researcher evaluated the causal relationship among the study variables by putting this into SPSS (version 17). Afterward the researcher investigated the data by the application of t-test. The **t-test** is a statistical test of whether two sample means (averages) or proportions are equal. It was invented by William Sealy Gosset. A t-test can be used to compare two means or proportions. As the researcher wanted to compare two means therefore t-test was used (Fadem, 2008; Raju, 2005). As the data was from a normal population and in ordinal form therefore the researcher used t-test as the sample is representative of the population (Zimmerman, 1997). "t" is the difference between two sample means that was measured in terms of the standard error of those means. "t" is a comparison between two group means that taken into account the differences in group variation and two group size.

Hence the formula for separate variance for t-test:

If $n_1 = n_2$ and $s_1^2 = s_2^2$	$df = n_1 + n_2 - 2$
If $n_1 = n_2$ and $s_1^2 \neq s_2^2$	$df = n_1 - 1$ or $n_2 - 1$
If $n_1 \neq n_2$ and $s_1^2 \neq s_2^2$	$df = \text{average of } n_1 - 1 \text{ and } n_2 - 1$

where  $\bar{x}_1$  = mean of sample 1

$\bar{x}_2$  = mean of sample 2

$n_1$  = number of subjects in sample 1

$n_2$  = number of subjects in sample 2

$$s_1^2 = \text{variance of sample 1} = \frac{\sum(x_1 - \bar{x}_1)^2}{n_1}$$

$$s_2^2 = \text{variance of sample 2} = \frac{\sum(x_2 - \bar{x}_2)^2}{n_2}$$

$$t = \frac{\bar{x}_1 - \bar{x}_2}{\sqrt{\frac{s_1^2}{n_1} + \frac{s_2^2}{n_2}}} \quad \begin{array}{l} \mapsto \\ \mapsto \\ \mapsto \end{array} \quad \begin{array}{l} \text{difference between means} \\ \text{variance} \\ \text{sample size} \end{array}$$

**Results and discussions:**

**Table No. 1**Percentage distribution of respondents with respect to rationales behind policy failure in education sector of Pakistan.

Rationales behind the policy failure in education sector of Pakistan	Percentage of respondents who agreed on these variables	
	Teachers	Students
Ignoring the cultural diversity of the local conditions	85%	75.5%
Weak planning	80%	74.5%
Weak implementation of planning	81%	60%
Unclear objectives	86.5%	77.5%
Shortage of resources	84.5%	68%
Non-coordination between time span and resources	70.5%	65.5%
Lack of interest by the government	75%	60%
Insufficient budget allocation by the government	84.5%	70%
Religious influence	85%	78.5%
Lack of political will	87%	79%
Wastage of resources	79%	86%
Inappropriate picture of high dropout rates	84%	76%
Unpredictable global economy	80%	61%
Lack of qualified manpower	80%	67%
Lack of management	65%	70.5%
Non-participation from private sector	73.5%	82.5%
Low level of government ownership	87.5%	73%
Weak administrative structures	85.5%	73.5%
Political instability	54.5%	77.5%
Lack of transparency and accountability	84%	72.5%
Absence of support from the government	87%	76.5%
Less focus on quality education	68.5%	90.5%
Rapid turnover of the government	84.5%	77%

**Discussion:**

Table no.1 illustrates the foremost underlying principles behind the failure of policy making and policy implementation in education sector of Pakistan. When the policy makers pay no attention to the cultural diversity then this escorts towards weak policy making. In rural areas children (especially girls) are restrained to acquire education and they have to face numerous difficulties like gender bigotry and various cultural complications that escort towards low enrollment rate of the students. Thus the policies should be premeditated according to the cultural patterns and local conditions of the definite area (Abu-Ghaida & Klasen, 2004; Aslam, 2009; Shapiro & Tambashe, 2001). These factors incorporate a variety of political, beurocratic, institutional and infrastructural factors such as political instability, inconsistent educational policies and budget constraints by the government that have noteworthy negative collision on education sector of Pakistan (Addy, 2008, Sattar, 2012). The table demonstrates that 85% teachers and 75.5% students agreed that when planners disregard the diversity of local conditions then this is the major cause of policy failure in education sector of Pakistan. When the educationists make some educational planning then they have to consider two main things 1) Policy making and 2) Policy implementation. Both these factors are indispensable to make a successful education policy. If the planning is weak then education policy is unable to achieve its targets in limited time span. On the other hand when the policy implementation is weak then this escorts to policy failure in education sector. The table shows the importance of policy making and policy implementation in construction of any successful policy (Gerbord, 2004; Tembon & Fort, 2008; World Bank, 2000). Accordingly 80% teachers and 74.5% students agreed that weak policy making is the major impediment in the success of any education policy. While 81% teachers and 60% students have an opinion that weak implementation of planning is the major determinant of policy failure in education sector of Pakistan. Sometimes the planners can make premium policy making but they have ambiguous objectives like whether to focus on quality or quantity of education. These indistinguishable objectives escort towards weak policy making (Memon, 2007; National Assessment Findings, 2006; 2007). The table demonstrates that 86.5% teachers and 77.5% students agreed that indistinguishable objectives in policy making is the major impediment in making any successful educational policy and attaining high literacy rate.

There are many policies designed by the policy makers and educationists that include Education Sector



Reforms (ESR), Ten Year Perspective Development Plan, Poverty Reduction Strategy Papers and various education plans to improve the literacy rate. But inadequate resources, lack of qualified manpower, weak administrative structures and impulsive global economy are the major factors that cause the education policies to not attain their targets in the limited time span (Akram and Khan, 2007). Other factor is insufficiency of resources. When government allocates fewer budget to education sector then due to shortage of resources the policies fail to achieve their targets in the limited time span (Bolye, et al. 2002; Brown, 2006; Deiniger, 2003; Sattar, 2012). The table shows that 84.5% teachers and 68% students agreed that shortage of resources is the foremost stumbling block in accomplishing high literacy rate in education sector of Pakistan. There are many factors that are accountable for weak policy making and policy implementation in education sector and they incorporate lack of infrastructural development, paucity of resources and lack of political commitment to adult literacy. Due to these blockades education policies cannot achieve their targets in the limited time span (Chaudhry, 2005). The most important thing is to utilize the resources in a passable way but sometimes the wastage of time and resources leads to policy failure in education sector. Consequently 70.5% teachers and 65.5% students agreed that non coordination between time span and resources is the most significant underlying principle in education sector of Pakistan. Due to uncertain situations in Pakistan sometimes government does not take interest in accomplishing high literacy rate. On the other hand educationists and policy makers loose their interest in making good policies in education sector. The table illustrates that 75% teachers and 60% students agreed that lack of interest by the government, policy makers and educationists is the major obstruction in policy success especially in context of Pakistan (National Assessment Report, 2005; Pakistan Education Statistics, 2006-2007; 2007-2008).

The base of all economic blockades in policy failure is low budget allocated by the government in education sector of Southern Punjab (Pakistan). Insufficient budget allocation leads towards weak policy making and policy implementation in education sector (Tureent and Oketch, 2009). Consequently 84.5% teachers and 70% students agreed that insufficient budget allocation by the government is the cause of policy failure in education sector of Pakistan. Other barricades are lack of government compulsion to the education sector, inadequate allocation of resources, shifting resources between education subsectors, inadequate resource mobilization, misplaced budget priorities and neglection of government to the primary education in terms of budget allocation of resources (Smyth, 1996; Suryadarma, et al. 2006; Sawada and Loxsin, 2009; Watkins, 2000). The supplementary variable is the religious influence. If the policy making is very strong even then the religious leaders make erroneous propaganda about the girls education that have negative impact on policy success. Predominantly the unyielding cultural patterns of the community is the foremost hurdle in the policy implementation in education sector. This religious influence has more negative impact on girls education than on boys education. Accordingly 85% teachers and 78.5% students have the same opinion that religious influence has an impact on the policy success in education sector of Pakistan. Sometimes government has their own interests (like foreign aid and government disinterest in augmenting the literacy rate) that's why they are not willing to make good policies in education sector or to accomplish good literacy rate. Over and above 87% teachers and 79% students agreed that lack of political will is the major stumbling block in achieving high literacy rate (Ministry of Finance, 2011).

Wastage of resources is the salient barricade that is the major impediment in education policy success. Thus 79% teachers and 86% students agreed on this stance. Now and then inappropriate picture of high dropout rates of the students causes pathetic policy making. Additional significant factors are lack of information and inappropriate picture of dropping out of learners from the schools (Cunha, et al. 2006; Filmer, et al. 2006). Sometimes learners do not take part in education and do not have equivalent prospect of access to education sector (UNESCO, 2008). The table demonstrates that 84% teachers and 76% students agreed on this proposition. Low education quality is the salient obstruction in skill development of the people. Thus quality education plays a deep-seated role in producing competent manpower. Nevertheless education sector of Pakistan is lacking in good management as well as the competent manpower thus this is the major impediment in policy success in education sector of Pakistan. In addition to this 80% teachers and 67% students agreed that lack of qualified manpower is the major cause of policy failure in education sector of Pakistan. While 80% teachers and 61% students agreed that unpredictable global economy is the major obstruction in policy success. Strong management and administrative structures are very obligatory for the success of any education policy. Therefore lack of qualified manpower is the foremost source of weak management and weak administration which results in failure of educational policies. Therefore 65% teachers and 70.5% students agreed that lack of management is the major cause of policy failure in education sector of Pakistan. Over and above 85.5% teachers and 73.5% students agreed that weak administrative structures is the cause of policy failure.

A uniform education system can be accomplished when both public and private sectors contribute their efforts to increase the literacy rate of Pakistan. When private sector does not participate to achieve the developmental plans then this is the major obstruction for policy success in education sector of Pakistan (Bano,

2008; Human Development Report, 2009; James, 1994; Mahmood, et al. 1994). Moreover 73.5% teachers and 82.5% students agreed that non-participation from private sector is the major cause of high dropout rates of students from schools. On the other hand 87.5% teachers and 73% students agreed that lack of governmental possession is the major cause of policy failure in education sector of Pakistan. There are miscellaneous political barriers that encumber the process of development in education sector of Pakistan. The most important of them is political instability. Political instability has the stronger influence on policy making and policy implementation. Government always focus its attention to stabilize itself, increase its possession and loose its attention from the most essential issue i.e. low literacy rate in Pakistan. Thus 54.5% teachers and 77.5% students agreed that political instability is the major cause of policy failure in education sector of Pakistan. While 84% teachers and 72.5% students agreed that lack of transparency and accountability is the major stumbling block in policy success in education sector of Pakistan. Major obstructions in education sector embraces inadequate physical infrastructure, shortage of trained teachers, underinvestment in quality education, poor supply of services, low enrollment rate of students, lack of proper and regular supervision, lack of transparency and accountability, lack of lucidity in roles and responsibilities, problems of resource mobilization, absence of formal criterion for resource allocation as well as overemphasize on memorization and unnecessary details (Kennedy & Bextar, 2000; Khan, 2003; Kazmi, 2005; Malik, 2002; Sattar, 2012;). Any policy success requires support from the government but regrettably government instability and rapid turnover of the government are the major obstructions in policy success.

When government do not take interest in educational policies and do not support these policies then these policies are incompetent to meet their objectives in the limited time span. Thus 87% teachers and 76.5% students agreed that absence of support from the government is the major origin of policy failure in education sector of Pakistan. The educational policies sometimes give their concentration on the quantity of education rather than quality of education which has serious negative impacts on policy success. The policy makers ignore the important aspect which is quality of educated population (Planning Commission, 2005; Staton, 2007; UNESCO, 2008). The students drop out due to low quality education and weak conceptualization. Pakistan is an underdeveloped country and thus it needs skilled labour force and intellectual property. But regrettably education system of Pakistan limelight's on the quantity of education rather than quality of education (Ministry of Education, 1998; 2000; 2003; Memon, 2007; National Assessment Report, 2005). Therefore Pakistan ranks 141 on HDI. In addition to this 68.5% teachers and 90.5% students agreed that less focus on quality education is the foremost barrier for accomplishing high quality literacy rate in Pakistan. In addition to this 84.5% teachers and 77% students agreed that rapid turnover of the government is the major cause of low literacy rate in education sector of Pakistan. As mentioned in National Education Policy (2009) that Pakistan is facing the policy actions that should be taken to tackle these issues. The blockades to low literacy rate are social taboos, poverty, child labor, illiteracy of parents, institutional weakness and outfitted policies of education to the local conditions. At the provisional level there is lack of uniformity in the existing structures.

**Hypotheses testing:**

N	Mean	Std. deviation	Std. error mean	t-test	Sig. (2 tailed)	Mean difference	Lower	Upper
H1: Lack of commitment and implementation gap is the major rationale behind any policy failure in education sector of Pakistan.								
400	2.4550	1.10184	0.7791	31.510	0.000	2.45500	2.3014	2.6086
H2: Weak planning is the major rationale behind failure of any education policy.								
400	3.3300	1.37497	0.9723	34.250	0.000	3.33000	3.1383	3.5217
H3: Insufficient budget allocation by the government to any education policy is the major rationale due to which the education policies cannot achieve their targets in the limited time span.								
400	3.7600	1.04780	0.7409	50.749	0.000	3.76000	3.6139	3.9061
H4: Lack of proper management is the major impediment that restricts the education policies to not achieve their targets in the limited time span.								
400	2.0950	1.04952	0.7421	28.230	0.000	2.09500	1.9487	2.2413
H5: Absence of support from the government is the major obstruction in the success of any education policy.								
400	1.1850	0.38927	0.02753	43.051	0.000	1.18500	1.1307	1.2393
H6: Lack of qualified manpower is the major rationale behind policy failure in education sector of Pakistan.								
400	2.1850	0.99787	0.7056	30.966	0.000	2.18500	2.0459	2.3241
H7: Non-participation from private sector is the major rationale behind policy failure in education sector of Pakistan.								
400	2.8800	0.69137	0.04889	58.911	0.000	2.88000	2.7836	2.9764

### Discussion:

Since the independence of Pakistan education policies are striving to focus on universal access to primary education and ensuring gender equality. ESR plays a major role in enhancing the importance of public private partnership in any successful education policy. Public private partnership can perk up the access to primary education, enhanced managerial performance, capacity building and improved transparency for the purpose of increasing the appropriate policy system (Government of Pakistan, 2004; 2005). Notwithstanding this fact most of the education policies are not passable to achieve their targets in the limited time span. Thus the contribution of private sector is imperative for any successful education policy [(H7: *Non-participation from private sector is the major rationale behind policy failure in education sector of Pakistan*) N=400, M=2.8800, Std. deviation= 0.69137, t-test=58.911, Mean difference= 2.88000 and  $p=0.000$ ].

There are 2 major causes due to which the education policies cannot achieve their targets in the limited time span.

1. Lack of ownership by the government related to objectives and targets of various policies by different stakeholders.
2. The strategies and plans that are formed to increase the literacy rate of Pakistan are unrealistic as there is no match between the set target and the availability of resources.

Thus the above mentioned discussion supports the fact that weak planning is the major rationale behind policy failure in education sector of Pakistan [(H2: *Weak planning is the major rationale behind the failure of any education policy*) N=400, M=3.3300, Std. deviation=1.37497, t-test=34.250, Mean difference=3.33000 and  $p=0.000$ ]

Regardless of the above mentioned rationales there are some other facts also. Most of the management staff has inadequate understanding about the basic policy objectives (Kochar, 2004; Siddique, 2007). The major reason behind this is inappropriate channels through which the policies are communicated. Still other foremost rationales that cause the failure to implement any education policy are complex decision making, communication problems and multi-level coordination. Therefore lack of passable resources, wastage of resources, lack of financial budget allocation by the government, inadequate physical infrastructure, lack of proper managerial system and inadequate availability of teaching materials are the major constraints in education sector of Pakistan (Government of Pakistan, 2005; Ministry of Education, 2002; 2006; National Assessment Findings, 2006; Staton, 2007; Sattar, 2012).

Thus from this discussion the researcher hypothesize that weak management system and insufficient allocation of budget by the government to education sector are the major rationales behind policy failure in education sector of Pakistan (Aslam, 2009; Government of Pakistan, 2004; Ministry of Education, 1998; 2003) [(H3= *Insufficient budget allocation by the government to any education policy is the major rationale due to which the education policies cannot achieve their targets in the limited time span*) N=400, M=3.7600, Std. deviation= 1.04780, t-test=50.749, Mean difference= 3.76000 and  $p=0.000$ ], [(H4: *Lack of proper management is the major impediment that restricts the education policies to not achieve their targets in the limited time span*) N=400, M=2.0950, Std. deviation= 1.04952, t-test=28.230, Mean difference= 2.09500 and  $p=0.000$ ].

There are two types of gaps 1) Commitment gap and 2) Implementation gap. Commitment gap is due to lack of commitment to educational goals and educational purposes. The major obstacles in this regard are lack of belief in educational objectives and lack of belief in relating education to social, economic and individual development. Implementation gap is due to lack of proper planning, lack of planning competence, flaws in accountability, corruption, political influence, favoritism, improper conduction of examinations and lack of assessment (National Education Policy, 2009; Sattar, 2012) [(H1: *Lack of commitment and implementation gap is the major rationale behind any policy failure in education sector of Pakistan*) N=400, M=2.4550, Std. deviation= 1.10184, t-test=31.510, Mean difference= 2.45500 and  $p=0.000$ ].

A large number of economic issues are commendable for policy makers. These issues are imperative in success or failure of any education policy. These determinants are equity, productivity, public expenditures, market failure and various historical perspectives (Ministry of Education, 2006; Malik, 2002; 2007; Planning Commission, 2005; Vachon, 2007). But due to lack of qualified manpower and absence of support from the government these policies are not able to achieve their targets in the limited time span [(H5: *Absence of support from the government is the major obstruction in the success of any education policy*) N=400, M=1.1850, Std. deviation= 0.38927, t-test=43.051, Mean difference= 1.18500 and  $p=0.000$ ], [(H6: *Lack of qualified manpower is the major rationale behind policy failure in education sector of Pakistan*) N=400, M=2.1850, Std. deviation=0.99787, t-test=30.966, Mean difference= 2.18500 and  $p=0.000$ ].

### Conclusion and Policy implications:

Education system of Pakistan aims to enhance the equitable and effective education system that can augment the overall well being of the individuals. Therefore in the modern state the education system must serves the

objectives, ideals and purposes of the state. Various education policies have been made in the field of education in Pakistan. Education policies proposed the decentralization of education administration to ensure the academic freedom and financial autonomy for the effectual growth of educational institutions. In addition to this they also focused on providing more power and facilities to education management at lower levels as well as on decentralization of decision making and coordination of management plans. In addition to this Education Sector Reforms, Ten Year Perspective Development Plans and Social Action Programme are the foremost plans that have the major target of accomplishing the literacy rate of Pakistan. But these policies and plans are not successful in expanding quality education and improve the literacy rate of Pakistan. There are assorted rationales behind the failure of these education policies in Pakistan that include inadequate planning, weak implementation of education policies, systematic weakness of public sector participation and diverse demographic factors. There are many factors such as poverty, political instability, inequality of income and lack of opportunities that contribute to social exclusion or extremism. Nevertheless the education policies always focus on the role of education in socio- political and economic development and disregard the issue of social inclusion ensuring social mobility and individual growth. Other barriers are failure to integrate provisional governments in planning and implementation stage, absence of institutional mechanisms for donor coordination and low education quality as compared to international standards. The subsequent recommendations should be adopted to prevail over the indispensable rationales that are responsible for policy failure in education sector of Pakistan.

1. Government should persuade various research projects and their critical analysis in the education sector so that sufficient data can be accumulated by policy makers for the rationale of making adequate policies in education sector of Pakistan.
2. Government should ascertain participation from the private sector so that the uniformity in education sector can be attainment.
3. Government should make certain stringent monitoring system and management of teaching workforce.
4. Government should ensure the participation of women and minorities in every education policy.
5. Government should give paramount funds to institute laboratories, libraries and research centers in every school.
6. Government should give some incentives so that stakeholders participation can be increased in education sector of Pakistan.
7. Government should implement policies that can give administrative autonomy and uniformity to education sector which is the only way to accomplish quality education in Pakistan.
8. Government should commence such programmes that provoke ingenious ideas, motivation, energy, idealism, national integration and self-discipline among the students.
9. Government should launch such programmes that can prop up literacy rate and economic interest of the backward areas.
10. Government should made endeavors in infrastructure development, launch various awareness programmes for the people to comprehend the importance of education and ensure provision of subsidies to the teachers and parents.
11. Policy makers should ensure the well-organized communication with ministry of education and various government departments so that they can get a precise picture of the allocated funds.
12. Government should construct strong policies for education sector so that rapid turnover of the government and political unsteadiness has lesser influence upon education sector of Pakistan.
13. Government should make such strategies so that ample resources can be mobilized to amplify the budget allocation for successful policy making.
14. Government should prevail over the problems of corruption, inflation and rapid population growth that have direct influence on policy failure in education sector of Pakistan.
15. Government should positively get involved in education policy making in order to make it successful.
16. Government should endow with financial facilities to policy makers so that good policy making and policy implementation can be ensured.
17. Government should make such policies that can exterminate illiteracy and provide free obligatory secondary education within minimum possible period.
18. Policy makers should ensure policy coherence to achieve education objectives in Pakistan.
19. Policy makers should make synchronization between time span and resources to accomplish the objectives of every education policy.
20. Policy makers should make policies in such a way so that wastage of resources can be avoided.
21. Policy makers should not disregard the cultural richness and diversity which is the major rationale of policy failure in education sector of Pakistan.
22. Policy makers and donors should work in collaboration with one another so that premeditated planning in education structure can be ensured.



23. Policy making should take into account the diversity of local conditions.
24. Government should make strong policy making that put together opportunities for the teachers regarding their teaching profession and secure economic future.
25. Government should focus on strong policy implementation by taking into consideration the coordination between the time span and availability of the resources.
26. Policy makers should be aware of the fact that various obstructions can impinge on the success of any policy. Consequently they should made the policies in a cyclical manner and should consider all the impediments in the path of successful education policy.
27. Policy makers should focus on the fact that there must be proficient communication channels through which the policies must be communicated.

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