

July 10, 2012

**Educational
Dialogue** *ON*

Governance of Education in Sindh

Sindh Education Foundation
The Aga Khan University - Institute for Educational Development (AKU-IED)

FEATURED PANELISTS



Dr. Javid R. Laghari

Chairperson of Higher Education Commission of Pakistan.



Dr. Kaiser Bengali

Former Advisor to the Chief Minister, Planning and Development



Dr. Ishrat Husain

Dean and Director, IBA, Karachi



Mr. Javed Hasan Aly

Former Secretary, Establishment Division, Islamabad



Mr. Parvez Ahmed Seehar

Chief Program Manager- Reform Support Unit (RSU), Pakistan



Dr. Ahson Rabbani

CEO, i-Care Foundation



Mr. Abdul Wahid Uqaily

Independent Researcher, Consultant and TVET Expert



Captain (Retd.) Dr. Usman Ali Isani

Vice Chancellor, Iqra University, Karachi



Dr. Muhammad Memon

Hamidudin Alkirmani Professor and Director, Institute for Educational Development



Professor Anita Ghulam Ali (S.I.)

Managing Director, Sindh Education Foundation, Government of Sindh

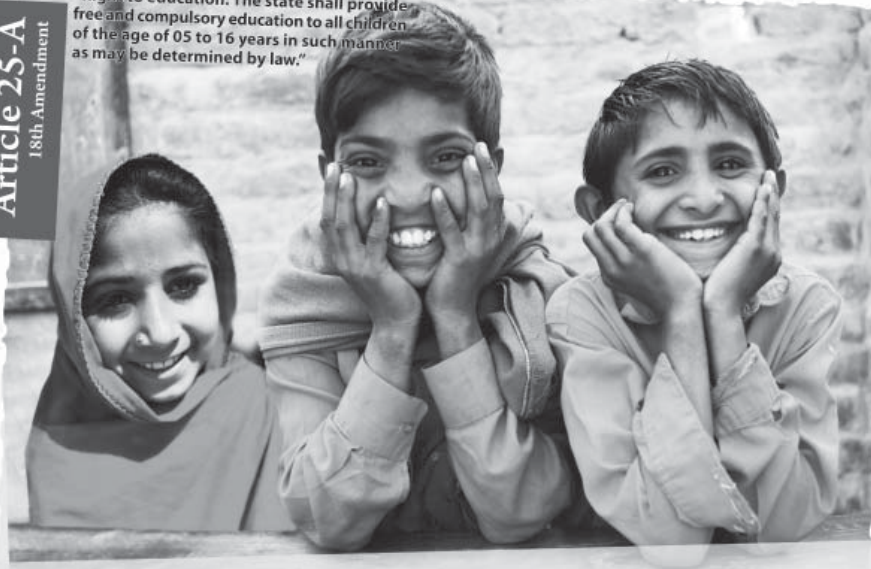


Sindh Education Foundation
Government of Sindh

آغا خان یونیورسٹی
THE AGA KHAN UNIVERSITY
Institute for Educational Development

Article 25-A
18th Amendment

"Right to education: The state shall provide free and compulsory education to all children of the age of 05 to 16 years in such manner as may be determined by law."



Educational Dialogue Governance of Education in Sindh: a Synopsis

Organized by:
Sindh Education Foundation (SEF)
Government of Sindh
&

The Aga Khan University - Institute for Educational Development (AKU-IED)

PREFACE

Professor Anita Ghulam Ali (S.I.)
Managing Director,
Sindh Education Foundation

I am pleased to present this publication, Educational “Dialogue on Governance of Education” in Sindh; A Synopsis to readers. Governance of education remains a critical factor in determining the success of education in the country. With changes in the constitution, specifically with the introduction of the 18th Constitutional Amendment, the roles and responsibilities of the provinces are set to significantly increase after the abolishment of the Concurrent List. There is a need to identify strategies and plans which will aid provinces in accomplishing their new roles; Article 25 A - the State shall provide free and compulsory education to all children from the ages of 5-16 and also highlights the urgent need to increase efforts towards reaching Pakistan’s MDG and EFA goals.

I would like to thank our panellists, observers and moderators for sharing their expertise and providing their insight into the complex subject. The challenge of improving quality, access and governance of education is neither easy to meet nor insurmountable, but dialogues and forums such as the one provided by the SEF and AKU-IED Policy Dialogue on Governance of Education in Sindh offer a platform from which cooperation and partnerships between stakeholders can be fostered.

The synopsis of the dialogue has been developed to record for dissemination and ready reference recommendations by experts in the field of education, policy, planning and development. The suggestions, recommendations and issues raised in this synopsis are offered as a roadmap and way forward to policy makers to assist them in their efforts to improve the state of education in the province.

I may also remind readers that this publication is only a synopsis, and a first of a series of communication in this format. We look forward to your comments.

FOREWORD

**Dr Muhammad Memon,
The Hamid-ud-din Al Kirmani Professor and Director,
Institute for Educational Development, Aga Khan University, Karachi**

Our education sector remains in shambles and suffers from various shortcomings. Since independence, we continue to lag behind other developing countries in terms of literacy, student learning outcomes in mathematics, science and languages and overall educational development.

This publication attempts to engage the public and experts in meaningful conversation on the state of education in the province. To achieve this, a dialogue was conducted by AKU-IED and SEF to encourage critical discourse on governance of education in Sindh. The various viable solutions suggested by the panellists have been documented in this synopsis. The document provides context to the 18th Constitutional Amendment instituted in Pakistan, and delves into an analysis of current problems faced by the education sector. It also proposes solutions to counter countless malaises holding back governance of education. The dialogue aimed to provide a ‘forward looking perspective’ emphasizing future possibilities for improving education through improved governance of education in Sindh. It is hoped that this publication will engage stakeholders in debating the educational issues in general and governance issue in particular across the country, so that inroads may be made in cultivating positive change.

I would like to thank the esteemed panellists, moderators, observers, participants, and organizations who shared their experiences, expertise and thoughts with us without whom this document would not have been possible. I hope the synopsis presented in this publication will provide researchers, educationalists, policy makers, political leadership, and relevant organizations with critical input for devising future strategies that will enable greater progress and development in the education sector. Quality of education will depend on quality of teachers and our future will depend on quality education.

ACKNOWLEDGEMENT

This publication benefitted from the perspectives and participation of a number of people whose contributions made possible the document and whose support was generous and unswerving.

- ❑ Professor Anita Ghulam Ali, Managing Director, Sindh Education Foundation and Dr. Muhammad Memon, Director, The Aga Khan Institute for Educational Development whose vision saw the need for dialogue on the important topic of governance of education in the province in light of changes brought by the 18th Constitutional Amendment.
- ❑ The Educational Dialogue panelists, observers and moderators whose valuable input and recommendations form the content of this document.
- ❑ The SEF-AKUIED technical committee which conceptualized the policy dialogue and developed background papers and supporting materials to ensure well rounded perspectives on the topic. The technical committee was supervised by Dr. Muhammad Memon, Director, Institute for Educational Development, Aga Khan University, Karachi and Aziz Kabani, Director, Program, Operations and Research, Sindh Education Foundation. The committee consisted of:
 - Dr Takbir Ali, Coordinator, STEP Project and Senior Instructor, Institute for Educational Development, Aga Khan University Noman Siddiui, Senior Manager, Research, Monitoring and Evaluation Unit, SEF
 - Dr Sajid Ali, Assistant Professor, Institute for Educational Development, Aga Khan University
 - Dr Al Karim Dattoo, Assistant Professor, Institute for Educational Development, Aga Khan University
 - Momina Allawala, Associate, SEF
- ❑ Asif Huda (AKU-IED), Dr Dilshad Ashraf (AKU-IED), Sadaf Junaid Zubairi (SEF) and SEF's Marketing, Advocation and Publication team for coordinating and executing the event.
- ❑ Thanks are also due to Saniya Panjawani, intern at AKU-IED and Momina Allawala for research and development of content on the 18th Constitutional Amendment and Mr Abbas for documenting the educational dialogue which makes this synopsis possible.
- ❑ Momina Allawala (SEF) for writing the synopsis.
- ❑ Zulfiqar Ali (SEF) and M. Aftab Ali (SEF) for the graphic design and layout of the publication.

Section 1

Need for Good Governance - An Overview

The need to improve the state of education in Pakistan is undeniable. The question arises on what can be done to improve educational standards to ensure that students get access to quality education, which will benefit them, and inspire a generation that is educated, skilled, creative and well informed. To reach these objectives, education needs radical change not just at the classroom level, but at the highest policy level starting with the governance of education; the element of governance is crucial towards developing curriculum, syllabi, and resource materials. It is essential towards determining teacher training and development, size of classrooms and what and how students are taught. It helps in determining the size and structure of the infrastructure and facilities provided to students. The overall governance system envisages a trickle-down effect which reaches down to regulations of schools. Thus governance of education must be viewed at macro and micro level, as an issue which needs to be addressed at the top level for there to be changes at the grass root level.

Broadly understood, “governance” includes the institutions that are part of the educational decision making and delivery system, the constituencies that interact with these institutions, and the ways the parts of the system interact with each other (Brewer & Smith, 2006). Hence the governance is not just the accountability checks of the system (as understood generally, for instance within the discourse of good governance), nor is it just the hierarchical structure of the system. Rather the policies, laws, regulations, Standard Operating Procedures (SOPs) and interdepartmental protocols are all part of any governance system.

A useful way of understanding the scope of ‘educational governance’ is provided by Brewer (2006), who suggests to think of governance in terms of what, who and how. ‘What’ alludes to the ‘function’ of governance, ‘who’ refers to the ‘institutions’ involved in governance and ‘how’ suggests the various ‘processes’ involved in governance of the system. The educational functions span over various aspects of education including policy and planning; curriculum development; teacher education; administration and management; assessment and examination system; financing; and infrastructure development. These educational functions are carried out by various institutions situated at various levels, which include: administrative tiers (district to federal); different departments (education, finance, works, planning, labour etc.); and various sectors (public, private and NGO). The main concern for any governance system is to ensure equity and system balance, and for this purpose it is important that the processes and instruments of governance are present and well executed. Thus, processes such as accountability, regulation, monitoring and commitment are essential for any effective governance system.

References

- Senior Management Wing, National Management College . (n.d.). Strategic Appraisal of 18th Amendment; Federal/ Provincial Roles and Impact on Service Delivery.
- Brewer, D. & Smith, J. (2007). A framework for understanding educational governance: The case of California.

*Insertion of Article 25- A
in the Constitution.-*

In the Constitution, after Article 25, the following new Article shall be inserted, namely:

“25A. Right to education.-The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.”

Understanding the 18th Constitutional Amendment

The province of Sindh has been witnessing governance challenges in almost every sector with education being no different. Sindh lags behind Punjab. According to UNESCO nearly 46% (2.8 million) children in Sindh of the ages of 5-9 are out of school. Nearly 38% of those who are in school do not continue education beyond grade 6. Furthermore infrastructure statistics are abysmal; there exist 5,185 non-functional or closed schools at primary level and more than 10,000 schools are without a shelter. A significant number of schools are also without basic facilities such as toilets, drinking water or boundary walls.

In addition to the existing problems in the provision of education in Sindh, the 18th Constitutional Amendment has introduced significant changes which have a direct bearing on the education sector and need to be recognized and addressed.

The 18th Constitutional Amendment which came into effect after becoming an act of Parliament in April 2010 has serious implications for the governance of education at provincial, district and below district level. The Amendment introduces various reforms in key sectors such as agriculture, health and education. It ushers in a new system of governance, and revolutionizes the relationships between the provincial and federal government, transferring greater autonomy and decision making powers to the provinces.

The 18th Amendment omits and removes the Concurrent Legislative List thereby transferring responsibilities from the Federal Government to the provinces. The omission of entry 38 & 39 of the Concurrent lists effectively reassigns curriculum, syllabus, planning, policy, centres of excellence, standards of education and Islamic education to the provinces. The role of the federal government has been restricted to one of coordination, administration of education in federally controlled areas, education of Pakistanis in foreign universities, standards of education in Higher Education and the (awesome) responsibility to ensure that education is provided as per Article 25-A of the constitution. Article 25-A – the State shall provide free and compulsory education to all children from the ages of 5-16 is highly significant. The insertion of this article makes the provision of education justiciable. The state is therefore legally liable to fulfil its obligations to provide education.

Moreover, the abolishment of the concurrent list and the devolution of power to the provinces regarding key departments such as curriculum, policy and planning and syllabus have raised serious questions. Most significantly it raises concerns as to *who*, *what* and *how* changes will be incorporated; who will take the lead of seeing that the Government is moving towards the end objective? And which institutions will have to work together? It raises questions about the technical abilities, capacities, and resources of the provinces to handle the additional responsibility. It is also unclear in what progression the provinces will proceed to implement processes. Fears that provinces will be unable to maintain a common goal and purpose or achieve a common minimum standards in all provinces are expressed by those critical of the reforms. Furthermore, the omission of the concurrent lists also raises questions on the technical front; do the provinces have the necessary mechanisms and expertise available to undertake the additional functions that have been transferred to them? Questions are also raised regarding how provinces will be able to ensure an accountable, effective system. The main challenge of the devolution remains balancing the advantages to be gained from more provincial autonomy and a devolution of responsibilities, with challenges to national cohesion and unity which threaten to unravel in the face of conflicting ethnic and provincial interests, a problem already prevalent in the country.

The 18th Constitutional Amendment has introduced significant changes which have a direct bearing on the education sector.

Subject	Pre 18 th Amendment				Post 18 th Amendment
	GOI Act 1935	1956 Amendment Constitution	1962 Constitution	1973 Constitution	
Right to Education	Recognized but not justiciable	Recognized but not justiciable	Recognized but not justiciable	Recognized but not justiciable	Article 25-A makes it a justiciable right
Education (Policy and Planning)	Provincial Legislative List	Provincial Legislative List	Provincial Legislative List	Concurrent Legislative List	Provincial subject
Curriculum	Provincial Legislative List	Provincial Legislative List	Provincial Legislative List	Concurrent Legislative List	Provincial subject
Standards in Higher Education	Provincial Legislative List	Provincial Legislative List	Provincial Legislative List	Concurrent Legislative List	Federal Legislative List Part-II

Source: Report of Syndicate 4 (9th SMC) on Responsibilities of Ministry of Education after 18th Amendment

What role should various stakeholders play in ensuring good governance of the education sector in Sindh?

To address the problems facing the education sector, the Sindh Education Foundation (SEF) and the Aga Khan University Institute for Educational Development (AKU-IED) held a policy dialogue on July 10, 2012 to initiate a debate on the complex issue of governance of education in the backdrop of the 18th Constitutional Amendment. The initiative endeavoured to provide education experts and policy makers a platform to meet and discuss measures to be taken for a meaningful transition of power from the federal to the provinces through the 18th Amendment. The policy dialogue also sought to encourage viable solutions to be brought forward at the policy level for a broader impact. Over 120 people, including major stakeholders from the field of academics, practitioners, theoreticians and some others who have drafted national policies, and representatives from the government participated. The panel which consisted of the following:

- Professor Anita Ghulam Ali (S.I.), Managing Director, Sindh Education Foundation, Government of Sindh, Karachi
- Dr. Muhammad Memon, the Hamid-ud-din Al Kirmani Professor and Director, Institute for Educational Development, Aga Khan University, Karachi

- Captain (R) Dr. U.A.G Isani, Vice Chancellor, Iqra University, Karachi
- Dr. Ishrat Husain, Dean and Director IBA, Karachi
- Mr. Javed Hasan Aly, Former Secretary Establishment Division, Islamabad
- Dr. Javed Laghari, Chairperson, Higher Education Commission (HEC), Islamabad
- Dr. Kaiser Bengali, Applied Economics Research Center, University of Karachi, Karachi
- Dr. Ahson Rabbani, CEO i-Care Foundation, Karachi
- Mr. Parvez Seehar, Chief Program Manager, Reform Support Unit, Karachi
- Mr. Abdul Wahid Uqaily, Independent Researcher and Founder of STEVTA, Karachi

Observers who aired their views thus adding substance for debate comprised:

- Dr. Thomas Christie, Director, Education Board, Aga Khan University, Karachi
- Mr. Abdul Malik Lakhmir, Director General PITE-Sindh, Nawabshah
- Ms. Sadiqa Salahuddin, Director, Indus Resource Centre, Karachi
- Ms. Zubaida Mustafa, Senior Journalist, Karachi
- Mr. Soonharo Sagar Samejo, Director, Literacy & Non Formal Education Department, Government of Sindh, Karachi
- Mr. Ahmed Laghari, EDO, Karachi

The moderators were:

- Mr. Aziz Kabani, Director, Sindh Education Foundation, Government of Sindh, Karachi
- Mr. Noman Siddiqui, Senior Manager, Research Monitoring & Evaluation Unit, Sindh Education Foundation, Karachi
- Dr. Sajid Ali, Assistant Professor, Institute for Educational Development, Aga Khan University,
- Dr. Al Karim Dato, Assistant Professor, Institute for Educational Development, Aga Khan University,

The synopsis has been divided into three parts. Firstly, the common policy problems that were identified by the panellists are discussed. The second section highlight recommendations of experts to improve governance of education in Sindh. Finally the way forward is discussed .

Insight from the observer

“Education in Pakistan has been at a standstill. A lack of innovation and development in the education sector is clearly evident and despite various talks and changes in policies, in practise nothing has changed.”

Mr. Ahmed Laghari, EDO Karachi,

Section 2

Current Policy Problems Pertaining to Governance of Education

I) Misallocation of resources

To address the issues of accountability and regulation, Dr. Ishrat Husain, Dean and Director IBA emphasized that the problem was not one of a lack of resources but of misallocation of resources. He said that there was a general notion that an increase in spending is required, however, a more pressing need was for the available funds to be used effectively.

According to Dr. Rabbani, Pakistan despite being a signatory to the MDG, will fail to achieve the goals set out because of a flawed policy and poor governance. Money, he argued, was not the problem; 26 countries which have less income per capita than Pakistan have better education statistics. Moreover, in the context of Pakistan, Sindh is consistently faring worse than other provinces. Dr Rabbani emphasized that governance in Sindh needs to improve immediately. He suggested that the government and the private sector need to cooperate to make the system more transparent and efficient with access and quality of education receiving greater attention.

26 countries which have less income per capita than Pakistan have better education statistics.

Dr. Kaiser Bengali argued that money should be spent on building proper campuses with adequate facilities. Dr. Bengali maintained that the current structure of education in Pakistan required urgent and serious revamping. He criticized school structures that consisted of only one or two rooms and argued that schools require adequate facilities and proper campuses in place to allow for an environment that was conducive to learning and the development of the learners. He suggested that in addition to building proper schools, the government also needed to focus on schemes to ensure safe and secure transportation of children to and from schools, especially girls. He cited the example of a pilot project in Nawabshah which provides a successful model. In this model, students were picked up from their homes and transported to the schools and back. This aided in increasing school enrolment and provided safety and security which was appreciated by the parents and the community.

Mr. Uqaily embarked on the importance of accountability of the allocation of resources. He said that 80% of the funds in education went towards the salaries of the teaching and non-teaching staff instead of the development of educational material and equipment. Currently there are 29% shelter-less schools with many educational facilities functioning without boundaries, gates, drinking water and toilets etc.; of schools that exist on paper, almost 50% schools are non-functional and a majority are either one or two room schools where one teacher teaches five classes at a time. Mr. Uqaily argued that students required more than just books for education. They need other facilities such as libraries, playgrounds, sports facilities, labs, etc. to develop their cognitive abilities.



Insight from the observer

“Flexibility should be institutionalized and formalized with standards. District education boards should be in place to ensure that these standards are followed as without a mechanism in place to there will be chaos.”

Ms. Sadiqa Sallahudiin, Director, Indus Resource Centre

II) Accountability and Regulation

Dr. Ishrat Husain also emphasized the importance of proper regulation and accountability in ensuring good governance of the education system. He suggested the setting up of a District Education Board for ensuring accountability. The Board should consist of retired civil society members including ex-military officers, doctors, educationists etc. who have the ability and the drive to work in the education sector. This was echoed by many of the other panellists; the need for a District Education Board was highlighted by panellists throughout the dialogue.

Dr. Kaiser Bengali former Advisor to the Chief Minister for Planning and Development criticized the lack of accountability found in the education structure. He urged a mechanism to be put in place whereby heads and teachers were held accountable; the head could hire and fire the teachers depending on their performance while the performance of the head would be appraised on the basis of overall results of the students (of the particular school) and the status of the school in the community. Similarly, the district authorities would be rewarded or penalized according to performances of their schools. This would provide districts with an incentive to promote quality education and to focus on enrolment in their localities.

Professor Anita Ghulam Ali (S.I.) argued that institutions should be given greater autonomy. A school head should know what was the school budget at the start of the new academic session and should be able to spend the budget on the school. This would expedite maintenance and additions in the school, as well as facilitate planning. Heads could then be held accountable for finances, progress and environment. She argued that money, or the lack thereof, was never an issue, with the problems arising mainly from lack of commitment and accountability of those in positions of power.

III) Lack of common standards

Javed Hasan Aly, former Secretary Establishment Division focused on addressing the “what” part of the governance problem. Talking about the quality of education, he lamented the lack of national standards for evaluating teacher performance. Prior to the changes put forth by the 18th Amendment, Mr. Aly stated that there have been no standards or benchmarks of education regarding the quality of education. He argued that it was essential that national standards be developed in education at least till school level. Furthermore, according to Mr. Aly, the national curriculum has been used more for ideological indoctrination than learning and adds nothing to national cohesion and identity.

The national curriculum has sadly been used more for ideological indoctrination than learning and adds nothing to national cohesion and identity.

Answering questions about the functions of curriculum and syllabus, Dr. Bengali said that he believed that uniformity was required. The students needed to be judged against one standard so that progress could be monitored.

According to Mr. Uqaily, the standards of assessment of education need to be uniform in the provinces since varying standards tend to exacerbate problems of quality.

Insight from the observer

“The challenge remains of providing education to girls in the rural areas to bring them in the system. Hiring local female teachers would provide a useful starting point. Female teachers provide parents with security, and are more in line with custom and traditions of various places where the mixing of male teachers and girl students are frowned upon. For this purpose it is important to make sure that local female teachers are not discriminated against by policies which raise minimum levels of required education from matriculations to bachelors.”

Ms. Sadiqa Sallahudiin, Director, Indus Resource Centre

Question from the audience

Q) What is the role of the reformist in addressing the problems of education?

What has differentiated countries such as Malaysia and South Korea from Pakistan is investment in human capital. As a nation, Pakistan had inherited a reasonable education system at independence, for which credit must be given to the colonizers. However, from the 1970s onwards, the State has stopped investing in the education system as a priority. Instead of educating the population, education was encouraged and promoted for the elites. Private education began to replace public education thus restricting it for the privileged few. Since private education follows the economic mechanism of profit, very little is provided free of cost.

JAVED HASAN ALY, Former Secretary, Establishment Division, Islamabad

IV) Equity

Dr. Usman Ali Isani argued that in the last few decades, equity has emerged as a sensitive, social issue. Who is supposed to get free and compulsory education? Should education be free for everybody? The scope of the problem requires a mix of private and government efforts to meet requirements of the provision of education under article 25-A.

Mr. Ahson Rabbani, highlighted the dimension of gender equity and emphasised that improvement in the female literacy is the need of the hour. Female literacy is found to have positive effect on both health of children and yield in crops in rural areas; World Bank studies indicate that if female farmers are equally educated as of their male counterparts the yield of crops will increase 29%. Every year 400,000 children die annually of preventable diseases such as malnutrition and from failure to get adequate and timely treatment. Such deaths could be prevented if mothers were educated to primary level. According to the World Bank, Pakistan has the highest mortality rate in South Asia; this could be halved if mothers have primary school education.

World Bank studies also indicate that if female farmers are equally educated to that of their male counterparts the yield of crops will increase 29%

The main change required to improve the situation is education of girls. Female literacy leads to an exponential change in society and hence is vital for bringing about sustained change.

V) Lack of coordination between the Federal and Provinces and Inter-department

Dr. Captain Isani, Vice Chancellor, Iqra University affirmed that in his view the problem was not the 18th Amendment, but the ineffective performance of organizations and institutions responsible for their respective tasks. He criticized the manner in which the 18th Amendment was handled. The abolishment of the Federal Ministry of Education also raised concerns for Dr. Isani. He argued that a country with poor literacy levels such as of Pakistan requires a Ministry of Education that operates at the federal level to reemphasize Government's concern and prioritization on political will both for internal and external consumption.

Insight from the observer

“Equity is an important function of the education system. As the gaps between the haves and the have nots increase, it is access to education which creates opportunities and allows for the development of capacities of various strata of society. The Article 25A of the 18th Amendment is meaningless for achieving equity unless it is given due consideration through the law.”

Ms. Zubaida Mustafa, senior journalist

With reference to institutions, Mr. Uqaily pointed out that various departments need to work together to ensure a smooth and systematic functioning of the school system; cooperation between the works departments, health department, electricity departments, and municipal units is required to provide support to schools in their areas. Thus with the water department providing clean drinking water, electrical department ensuring electricity provision, the health department providing free health screening and the local tehsil and district governments supporting initiatives in their localities, governance of education and its facilities could be significantly improved.

VI) Challenges facing Higher Education

Dr. Isani discussed effects of the 18th Amendment on Higher Education. He suggested that the buffer organization between the government and universities should be retained at the higher level. If the universities are to be run at the provincial level, two separate ministries need to be created; one that will look after higher education and another that will look after common education. He suggested that the HEC was a step in the right direction and needs to be made fully functional. Dr. Isani also suggested that a Council of Common Interests be formed to better coordinate efforts towards education.

Dr. Javed Laghari used his expertise to discuss five challenges faced in providing Higher Education in Pakistan. Firstly, teacher development which is crucial for quality education is below par and requires investment. 22% of teachers in Pakistan have obtained PhDs which is low compared to countries around the world. The goal is to increase the number of post-doctoral degrees to 40%. Faculty development programs on English and Mathematics are essential. 45% of HEC funds go towards faculty development every year.

The second challenge identified by Dr. Laghari was of improving quality. He argued that the quality of education is not up to international standards. Quality enhancement cells at private and public universities are required, as are programs which enhance capabilities. The Higher Education Commission is dedicated towards providing and maintaining quality education. Curriculum committees meet every 3 years (in reality this may be 4-5 years to review existing curricula in light of any new developments that may have arisen). A decision to replace the two year BA degree with a 4 year degree has also been made to improve standards. Accreditation councils work towards maintaining the quality of universities in Pakistan. Faculty development programs and teacher training is also essential for improving quality of education.

Dr. Laghari argued that international publications raise the quality of research in a country. Recently, Pakistan has done remarkably well with an eight times increase in publications. These have been made available to large number of students through the provision of e-Books and e-journals. Finally, according to Dr. Laghari, financial sustainability is also essential towards ensuring good governance of education.

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Insight from the observer

“Pakistan is not a one nation country, but consists of units which represent the nation. The Sindh government has not had a favourable working experience with the Federal government and greater autonomy would benefit the province and would ensure better provision of education. Education is linked to other indicators such as development and health and has contingent effect on various vital factors including peace and prosperity.”

Mr. Soonharo Sagar Samejo, Director of Literacy and Non-Formal
Education

Question from the moderator

Q) Should Pakistan focus on primary education rather than higher education?

One of the common misconceptions regarding higher education is that it takes away resources from basic and primary education. Only 6 countries spend less than Pakistan on higher education. In Pakistan, 7.8% have access to higher education. Even Bangladesh has surpassed us in this regard; nearly 12% of Bangladeshis have access to higher education. The figure is double for India where the percentage is close to 18%. Efforts are being made to improve the situation and two new degrees namely Bachelors of Education and Associated Education have been introduced.

DR. JAVED LAGHARI, Chairman HEC

VII) Absence of Honest Appraisal of Outcomes

Dr Muhammad Memon, pointed that when it comes to educational outcomes even well educated parents are unaware. The parents need to be made aware of educational outcomes that they should be expecting at various levels of education for their children. Hence, there is need to create mechanisms through which parents can be educated, which will make them feel confident to insist on expected quality. Dr. Bengali argued that we also need to focus on educational outcomes and incentivise districts which produce better outcomes.

Mr. Parvez Seehar also bemoaned poor community participation in the schools. He said that the community was not actively involved in assisting the government through SMCs and their role and contribution was not being fully realized.

VIII) Capacity of Human Resources Governing Education

Mr. Javed Hasan Aly, was of the opinion that human resources governing education in Pakistan were inadequate. He said that what had differentiated countries such as Malaysia and South Korea from Pakistan was investment in human capital. He shared that due to non-recruitment in Federal Ministry of Education for number of years and departure of able human resource, the capacity of ministry has already been depleted. The case of provinces may not be too difference. Therefore there is need for provinces to invest in the quality of human resource which would be responsible for educational governance.

IX) Weak Linkages between the Public Sector and the NGOs

Ahson Rabbani stressed that simply handing over public sector schools to NGOs is not a solution. There is a need to ensure school accountability through better monitoring and inspection. Furthermore, the private sector is often reluctant to work with the government due to complex procedures and bureaucratic red tape. To establish a better working relationship between the public and private sector, simple and transparent processes need to be incorporated.

Insight from the observer

“What is missing in the system is an honest appraisal of outcomes. This can be achieved by spelling out standards and clear expectations are required in order to introduce a lever of change. Once people feel cheated by the system there will be passion and desire for change and reform. This will only be possible if the general population knows clearly what they can and should expect from their schools.”

Dr. Thomas Christie Education Board, Aga Khan University

Question from the moderator

Q) What is the role of the private sector and NGO vis-à-vis the state?

NGO's can only provide models; the primary responsibility to provide education rests with the state. An example which needs to be replicated in education can be found in the health sector. In Rahim Yaar Khan, 104 health units were contracted out to PSP which was run by the NGO for 2 years. The World Bank reported that within the same time they substantially increased OPD. It was so successful that private practices started to shut down in RYK and is being replicated in other areas. When the project was scaled up, capacity became an issue. However the RYK pilot still gives hope.

DR. AHSON RABBANI, CEO, i-Care Foundation

X) Politicization of Education

All panellists agreed that nepotism and partiality had no place in the governance of education. Competent persons needed to be hired while political appointees and transfers need to be stamped out. Dr. Kaiser Bengali also argued that the use of teachers as election officers politicized the education sector and the process of using teachers as election officers needs to be eliminated.

Mr Parvez Seehar of RSU assured the audience that nepotism nor favouritism was being allowed to influence the recruitment of teachers. He said that three rounds of selection process were initiated which were being conducted by external parties to ensure transparency. He emphasized that the government was taking concrete efforts to eliminate partiality in the education sector.

Question from the audience

Q) Is there any place for politics in governance of Education?

Nepotism needs to be eradicated from the education sector, however there is no need to do away with a political economy which is essential for functionality. Politics needs to be adopted through acts of parliament. Executive power needs to be backed by the parliament and the sovereign law making power i.e. the constitution. This increases the sustainability of ideas and proposals. It also allows decisions to be justiciable, where legal proceedings can be invoked as recourse to fairness and justice.

JAVED HASAN ALY, Former Secretary, Establishment Division, Islamabad

Insight from the observer

The provision of education is vital. Education helps to instil peace and prosperity in the country. For this to be achieved, the effort has to be put in. The profession of teaching once considered noble with the status of teacher or ustad almost revered, has been reduced to a profession of the last resort. Anyone who cannot find a job in another occupation becomes a teacher. This has a detrimental effect on the quality of education provided. Hence there is an urgent need to change the current mentality and way of thinking. The profession of teaching needs to be respected with qualified teachers hired. Transparency is also required to ensure that teachers are held accountable for their part in the child's development.

Mr. Abdul Malik Lakhmir, Director PITE

Section 3

Proposed Solutions

The esteemed panellists also provided solutions to the problem of governance in Sindh and a roadmap for a successful implementation of the 18th Amendment;

I) Setting up of a District Education Board

In order to improve the process of accountability, Dr. Ishrat Husain suggested the setting up of a District Education Board in each district to regulate and monitor education in the province. The District Education Board, it was suggested, should be headed by retired members of the civil society who have the time and expertise to dedicate to education. The Board would provide much needed direction and leadership and would allow for effective linkages of different institutions. The focus should be on recruitment of teachers and regulation of both private and public schools. It was suggested that the Board should undertake the following:

- Recruitment of teachers in their districts on merit basis
- Periodic inspection of schools
- Training of teachers
- Regulation of the private sector and NGO run schools
- Setting of standards and ensuring teachers are present and performing their duties.

Dr. Husain suggested that if literacy rates were increased to 100%, per capita, income would double and income inequality would decrease.

Question from the moderator

Q) Would the District Education Board be a parallel structure to the current education board and would it's jurisdiction extend to the colleges?

The district education board jurisdiction would not extend to the colleges. The district education officer would be the secretary of the district education board and would work in an inclusive structure. The present structure is weak and relies on one individual to look after the entire schooling system from pre-primary to high school. Cooperation of members of civil society who are willing to devote time and energy to education would under the proposed system be encouraged to resolve various issues pertaining to the education sector.

DR. ISHRAT HUSAIN, Dean & Director, IBA, Karachi

Insight from the observer

“There are many success stories in Pakistan which should be focused upon. The evidence from these should be used to determine what works and how it can be replicated in other parts of the country.”

Ms. Sadeqa Salahuddin, Director, Indus Resource Centre

II) Creation of a Federal Ministry of Education

One of the suggestions put forth by Dr. Captain Isani was to create a Ministry of Education at the Federal level. The ministry, he said, should play a role of planning of education at the national level and should aid in;

- Planning for education at the national level
- Resource mobilization from external sources
- Setting up national professional standards in education
- Administration of education institutions in the Federal areas and in those areas directly ministered by the Federation
- Coordination of the education sector by different ministries including Finance, International Affairs, Policy Planning etc. which are involved in raising resources, mobilizing external sources of funding and planning.

Dr. Isani urged cohesion especially in the matters of curriculum so that national integrity could be achieved through the medium of education. He suggested that a federal bureau of curriculum needs to be retained to allow discourse on this vital subject.

However Dr. Isani's suggestion on the creation of the Ministry of Education was not unanimously received. Dr. Kaiser Bengali and Mr. Javed Hasan Aly felt that a Ministry of Education at the federal level would be redundant after the 18th Constitutional Amendment devolved major powers including curriculum, policy and planning.

Dr. Ishrat Husain suggested that for the provision of Higher Education in the country, the Federal and Provincial governments should both take ownership. The Federal and provincial government should partake in policy planning initiatives while the provinces should be responsible for the implementation aspect. Inter Provincial Council of Ministers should meet regularly to debate national policies.

An important suggestion drawn out of the discussion was the setting up of an Interprovincial Coordinating Committee of Education Ministers to discuss interprovincial education matters and strategies.

III) Development of Linkages between Different Departments

Cooperation between different departments was also identified as an area requiring improvement for better governance of education. Mr. Uqaily, raised the point that different departments need to work together; cooperation between the works department, health department, electricity departments and municipal units was required to provide support for schools in their areas. Thus with the water department providing clean drinking water, electrical department ensuring electricity provision, the health department providing free health screening and the local tehsil and district government supporting initiatives in their localities, governance of education and its facilities could be significantly improved.

IV) Establishing a Better Working Relationship between NGOs and the Government

Dr. Ahson Rabbani lamented on the current relationship between the private and public sector, arguing that private organizations and donors preferred to not work with the government. He blamed lengthy and complex procedures and the lack of an accountable and transparent system for these apprehensions. Dr. Rabbani said that currently out of the 49,000 schools operating in Sindh, only 7,000 schools had 4 rooms or more. He suggested selecting the worst performing of the 7000 schools and handing them over to

the private sector. The government would continue to fund the school, but the administration would be handed over to the private sector for a certain period of time to improve results.

Mr. Javed Hasan Aly suggested that there exists a vacuum of competent and human resources to implement the policies at both the federal and provincial level. At the provincial level there is an opportunity to develop the required human resources. There is an urgent need to recruit, train and engage experts and specialized personnel into the education sector.

Question from the audience

Q) It seems the local MNA would not want to improve local education standards. There are no laws to aid private parties working in government schools.

A new system of governance is necessary whose starting point needs to be the introduction of management contracts between the government and the private party which indicate clear roles and objectives. The private party through such a contract should also be awarded greater autonomy. The Gadap Boarding School was transferred to the Sindh Graduates and achieved results in two years. This could be achieved in other schools as well if the principal was given freedom to fire teachers who were not performing.

Furthermore, in cases where a government school was being adopted by a private party, there should be clearly defined responsibilities for the adopter who should be allowed to select the headmaster for the schools.

DR. KAISER BENGALI, Former Advisor to the Chief Minister for Planning and Development

The SMC or adopter of the school should have the power to discipline headmasters of the school for poor performance. The principal in turn should have the authority to resolve issues of the schools including the suspension and firing the teachers.

DR. ISHRAT HUSAIN, Dean & Director, IBA, Karachi

Partnership between the public and private sector needs to be based on equality. A partnership means 50 50 stake but in reality, the partnership is more likely to be 90 10, at the detriment of the private sector. Hence, a change in attitude is needed to ensure a better working relationship between all parties. A system needs to be in place whereby three complaints on an issue by the adopter leads to action being taken by the government. Since the adopter cannot terminate the employment of a government employee, the government needs to play a greater role.

PROFESSOR ANITA GHULAM ALI (S.I.), Managing Director, Sindh Education Foudnation

V) Involvement of Academics and Researchers at the Policy Level

According to Dr. Memon, academic scholars and researchers should be actively engaged in policy making at the provincial levels. Research into governance of education should be given due importance with an academy of educational planning, research and governance established. Dr. Memon suggested that academics could be actively engaged at policy level through;

- Creation of an education oversight committee.
- ‘Advisory services’ provided by education advisors could be utilized to better manage education matters.
- Think tanks which could advise the provincial education department on strategic and policy matters. Furthermore, think tanks and education experts would allow for accountability to be built into the system. They would also be utilized for their expertise, their innovative thinking and their ability to resist political pressures.
- School management systems to monitor the education sector.

VI) Strengthening Current Government Initiatives

Parvez Ahmed Seehar also raised concerns on the quality and governance of education. Less than 1 million students pass the matriculation examinations. He said that governance was an issue and to improve management, the government had in Gizri created campuses where three or four schools located in the same premise were brought under one headmaster. Education management Sindh Graduate Association was also being considered by the Government so that schools could be given to NGOs for smooth running. He also stressed on the importance of building active School Management Committees (SMCs). He said that the internal monitoring system was weak, and the ministry was trying to get an independent internal monitoring unit which would report directly to the Chief Minister.

VII) Improving School Performance through Accountability and Transparent Systems

To improve accountability in schools, principal and teacher relationship need to be redefined especially in the public sector. One of the main reasons identified for the poor performance of public schools was the lack of authority of the principals in managing their staff. The principal needs to be given the authority to discipline non-performing teachers; the principal has to have the power to fire teachers who are not doing well, while the principal held accountable if the students’ performance is below par. Hence this creates an accountable and transparent system.

Furthermore, district government’s performance may also be improved if they are held accountable for the performance of their districts. Funding could be linked to school performance and directly proportional to the number of satisfactory schools in the district.

Section 4

The Way Forward

In today's increasingly globalized and competitive economy, tackling social inequalities and establishing a literate community which can keep pace with the world has become essential. Sindh has so far been unable to effectively use its resources to implement a governance system which provides quality and sustained education for its populace. With the introduction of the 18th Amendment to the Constitution and the further devolution of powers to the provinces, Sindh and all other provinces in Pakistan certainly face greater challenges, but also have a unique opportunity to undertake measures to improve the governance of education. The Policy Dialogue on Educational Governance organized by the Sindh Education Foundation and The Aga Khan University Institute for Educational Development aimed to bring a panel of experts to the discussion table to debate, discuss and brainstorm new ideas and practises that could be suggested to policy makers as a roadmap and way forward. Some of the key points to emerge from the dialogue are:

- ❑ The panellist identified problem areas for our government that need their immediate attention. The *who, what, how* framework helped to identify major actors, institutions, functions and processes involved in the smooth provision of education. It is hoped that the policy dialogue will provide policy makers with valuable references and a useful starting point as they attempt to tackle the problem of providing one of the most valuable and needed services in line with changes brought around by the 18th Amendment.
- ❑ The dialogue highlighted challenges currently faced by the Education Sector in Sindh.
- ❑ Various solutions to combat these problems were suggested by the panellists and observers present. The aim of the dialogue was to refine the proposed solutions and to present them to relevant policy makers to aid them in revamping the education sector in light of the 18th Amendment.
- ❑ The event highlighted the need to take forward the debate on Good Governance of Education in Sindh through various media and policy forums to ensure the issue remains alive and in the forefront.
- ❑ SEF and AKU-IED will develop a policy advocacy report on governance to be shared with the Department of Education and Literacy, Government of Sindh and seek their commitment for improving governance of education in the province.
- ❑ Under the STEP project, AKU-IED will provide technical assistance for building capacity of the Sindh Education Department for offering quality education.
- ❑ The document will also be disseminated to all political parties.

