



Education Policy in Pakistan: A ‘Then’ and ‘Now’ Situation Analysis of the Country

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Abstract. The process of education policy formation is context-bound which requires a vigorous and dynamic analysis of the country background, international scenario and the existing situation of socio-cultural, economic, political and education sector of the country. The present article attempts to analyze the situation of ‘then’; The Education policy (TEP)1972-80 and ‘now’; the National Education Policy (NEP) 2009, the policy that has been in practice prior to the current education policy. The purpose of the review is to delineate the journey of education in Pakistan between the two points in time to analyze educational development over the past forty-five years long journey of education. Using the first step of Haddad & Demsky’s (1995) conceptual framework for the analysis of education policy, it was revealed that according to the analysis of the existing situations identified and analyzed with the help of the selected framework, there was not much difference in educational attainments between ‘then’ and ‘now’. However, the two situation analyses show that today there is relatively more development in higher education and access to primary, elementary and secondary education after the implementation of National Education Policy 2009.

Keywords: Pakistan, Education Policy, Situation Analysis, Education Sector, Socio-Cultural Tradition, Economic Situation.

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INTRODUCTION

Pakistan is a country that has a great deal of human and natural resources but lacks utilization capability. During the last decade, it has gone through political instability, nature’s risk, geo-political unrest and prevalence of undemocratic values, which has affected most of the fields of national development. Among these, education is one of the most affected sectors. Aziz, Bloom, Humair, Jimenez, Rosengurg, & Sathar (2014) argue that “Pakistan’s education system faces long-standing problems in access, quality, and equal opportunity at every level: primary and secondary schools, higher education and vocational education” (p. 2). These factors, which have been existing somehow since the inception of the country, has made Pakistan a creeping creature in education sector, particularly since Fall of Dhaka 1971, when the country was divided into two independent parts. Soon after, The Education Policy (TEP) 1972-80, was designed to replace New Education Policy, formulated two years ago in 1970.

Pakistan has a long history of the development of education through education policies, plans, programs, conferences, reports, commissions, projects, and different kinds of school projects, which include: National Education Conference 1947, National Plan of Educational Development 1951-57, First Five Year Plan 1955-60, Report of the Commission on National Education 1959, Second Five Year Plan 1960-65, Third Five Year Plan 1965-70, The New Education Policy 1970, The Education Policy 1972-80, Fifth Five Year Plan 1978-83, National Education Policy and Implementation Programme 1979, Literacy and Mass Education Commission 1981, The 10-pint Programme 1983, Sixth Five Year Plan 1983-88, National Literacy Plan 1984-86, Evaluation of Iqra Pilot Project, Drop-in Schools 1986-89, Nationwide Literacy Programme 1986-90, ‘Nai Roshni’ Schools 1986-90, Seventh Five Year Plan 1988-93, National Education Policy 1992, Eight Five Year Plan 1993-98, National Education Policy 1998-2010, Ninth Five Year Plan 1998-2003, National Education Policy 2009, Tenth Five Year Plan 2010-2015 (Bengali, 1999).

It has been observed that an effective education policy and its successful execution in a country’s education system is deemed to be significantly high priority for a visionary nation, who desires to excel in

all fields of life by prioritizing education more than the defense system against the enemies. In other words, education policy of a nation can turn its fortune and future. Nevertheless, The New Education Policy 1970 was announced concurrently with the prevailing unstable political situation in the country. Due to this socio-political depression in the country, the fourth five-year plan (1970-75) could not be executed and the new policy left high and dry. As a result, another policy was evolved with the new name; The Education Policy 1972-80, introduced by the 'new' management at that time. Though, The Education Policy 1972-80 could not propose new provisions as compared to the previous policy, the main feature of the policy was initiation of nationalization process of educational and other institutions working in the private sector (Isani, 2001).

Purpose of the Study

The intent of the study is to compare the situation of the country prevailing in 1972-80 and 2009 when the two education policies were developed. Our point of 'Then' is; The Education Policy 1972-80 compared with the point of 'Now'; The Education Policy 2009, which covers 45 years of comparing and contrasting Pakistan's developmental efforts and their outcomes in the field of education through analysis of the existing situations prevailed at these two points in time; *then and now*. The article will utilize Haddad & Demsky (1995) conceptual framework for policy analysis developed under UNESCO International Institute for Educational Planning (IIEP), Paris. The purpose of the analysis is to cover the journey of development of education during the past 45 years to establish the efforts made and their output during the period and to mark the current standing of Pakistan's education status.

METHOD

The researchers employed content analysis in order to analyze content of the two policy documents. Haddad and Demsky (1995) developed a conceptual framework for the analysis of a policy. This framework was formulated under the umbrella of UNESCO International Institute for Educational Planning (IIEP), Paris. The content of the two policy documents was analyzed by employing this framework regarding the situation analysis of the country. It was noticed that how the socio-cultural context, political context, economic context, international scenario, education sector, access to educational opportunities, equity in the distribution of educational services, structure of the education system, internal and external efficiency and institutional arrangements for the management of the sector were different or same in two period of times when these policies were developed. The relevant part of the framework is given in the figure below.

Table .The Relevant Part of Haddad & Demsky (1995) Conceptual Framework for Policy Analysis

Empirical World		National Priorities	
	Interest Groups	Education	Economy
		Socio-Political Structures	
Situation A			

Analysis of the Existing Situation

The development or change in any current policy is usually shaped by a keen analysis of the existing situation prevailing in a country. In fact, change in the existing situation serves to stimulate change in the policy and demands for new strategies for its formation, evaluation and implementation in a relatively changed socio-cultural, technological, economical and political environment of the country. In the words of Haddad & Demsky (1995), "a number of aspects of the social context, including political, economic, demographic, cultural, and social issues which are likely to affect the decision making and even implementation processes of the education sector" (p. 25) are taken into account while formation of in a 'new' policy. Thus, these aspects have been analyzed in the present case of education policy in Pakistan, formed at two different point of time within a range of forty-five years.

Socio-Cultural Context

Socio-cultural context of the country has been most crucial aspect of the situation analysis during all decisions made in policy formation process because Pakistan came into being due to the huge socio-

cultural, linguistic, and religious differences between Muslims and Hindus living together in sub-continent. The Education Policy 1972-80 realized the significance of this context and included following provisions in the policy:

The study of various contemporary societies and areas is important for national interest. There is inadequate understanding of the language and literature of one region by the other regions of Pakistan... For national cohesion, it is necessary to understand the social structures and customs, attitudes, traditions and motivations of other regions of Pakistan (TEP 1972-80, pp. 14-15).

The purpose to study contemporary societies was to learn a lesson from them in order to pace with the prevailing developmental trends and societal reforms in these regions and countries. But, as a matter of fact, we could not even 'study' the contemporary societies within the region of South Asia. National Education Policy (2009) argues that:

On the Education Development Index...Pakistan lies at the bottom with Bangladesh and is considerably below in comparison to Sri Lanka...The overall Human Development Index (HDI) for Pakistan stands at 0.55, which is marginally better than Bangladesh and Nepal but poorer than other countries in the region...As the Global Competitiveness Index (GCI) shows, Pakistan's performance is weak, on the health and education related elements of competitiveness, when compared with its major competitors like India, China, Bangladesh, Sri Lanka and Malaysia. (NEP 2009, pp. 13-14)

Similarly, it was truly perceived that social structure and language were effective tools of national solidarity and social cohesion which prevent people from marginalization and social exclusion that entail many hidden and subsequently apparent dangers for a nation. As a matter, we still stress this idea in these words that "if immediate attention is not paid to reduce the social exclusion and moving towards inclusive development in Pakistan, the country can face unprecedented social upheavals"...(NEP, 2009, p. 12), which indicates that this issue still needs to be addressed after a long period of time since 1972.

Political Context

Analyzing political context helps understand national decision-making, educational priorities and function of education in political stability as well. Difference of priorities occurs at beurocratic and political level, but in many situations educational elite has autonomy to decide on important issues (Haddad, 1995). However, political dominance over bureaucracy of education sector hinders the progress of education in certain developing countries such as Pakistan.

The geo-political system of the country was facing extreme disruptions particularly in the very early years of 70s in Pakistan. This was reflected in all spheres of national development. Bengali (1999) points out that "the 1972 Policy was overtaken somewhat mid-stream by the military coup d'etat in 1977, leading to significant shift in priorities" (p. 1). The policy in this situation realized that "democratic values need to include in the institutions of higher education" (TEP, 1972, p. 29). But, it has been observed that today universities in Pakistan, which are Alma matter of higher education, being autonomous bodies are dominated by specific group of people within the institution and influenced by other political actors outside, who exert significant political pressure (Sarwar, 2011). Though, Aziz, Bloom, Humair, Jimenez, Rosengurg, and Sathar (2014) acknowledged that situation has changed now, but "Pakistan's checkered history of governance - in which the military ruled the country for more than half of its 66-year history - never allowed democratic norms to stabilize" (p. 5). Unfortunately, Pakistan has to face two long-term military-officer's regimes after the education policy 1972 that covers about 19 years of military and so-called democracy that hindered promotion of democratic values in administrative structure of social institutions in Pakistan.

Economic Context

In this section of existing situation analysis, the analyst makes an understanding of the existing situation of macro-economic particularly human capital. It determines the likelihood of the future trends in different fields and the expectations of economic and education sectors from each other. Further, Haddad & Demsky (1995) elaborates that certain "variables such as demographic shifts, urbanization, and migration, coupled with the likely growth in various sectors of the economy" (p. 28) have considerable influence on labor markets that results into demand for education and skill-acquisition.

Keeping in view the economic conditions and requirements of the country, the Third Five Year Plan (1965-70) visualized "the concept of education as a vital national investment and a major determination of the nation's economic growth" (p. 13). Similarly, it was also recognized in the plan that educational development and national growth are highly correlated with each other. Therefore, Bengali (1999) stated that "attention was also focused on improving retention rates, teacher training, teacher salaries, teaching

aids, and physical condition of schools” (p. 6). Based on the analysis of the existing economic situation, The Education Policy 1972-80 made significant provisions in the policy which include:

While expanding education at secondary and intermediate level it should also be related in its form and content to the nature and scope of our economic development (p. 9)... The articles published in the daily newspapers suggested that different parts of the country are not equally developed in the economic and educational areas. Foreign dependence in training the experts involves considerable foreign exchange and economic development requires highly trained personnel (p. 14)...The high prices of text books and their non availability in some area and the Poverty have constituted a barrier to the full and proper education of gifted and talented students (TEP 1972-80, p. 25).

Now, in NEP (2009), referring to two major functions of secondary and higher secondary education: “providing skills to the labor market, as many students leave formal schooling at this time; and providing input to the tertiary system, for those who go on to this level of learning” (p. 37), the policy, after more than four decades of educational journey discloses the failure that “the system does not provide an adequate base for both of these functions” (NEP, 2009, p. 37). Moreover, in response to the conformity of secondary and intermediate education to the country’s economic development desired in TEP 1972, the NEP (2009) proclaims that “the quality of skills it [the system] produces is not well matched with the needs of the labor market” (p. 37). It is also noteworthy that the policy still admits the unfulfillment of closing certain disparities such as gender, rural-urban divide, and regional difference. The policy asserts that “the averages for Pakistan...mask large differences in access across gender, ethnic minorities, provinces, regions and rural-urban divides” (p. 66), which is more visible from secondary grades to higher level of education. These differences are more evident in terms of quality and access to educational opportunities in provinces and other areas such as federally administered tribal areas (FATA) and federally administered northern areas (FANA). Concerning provinces, the policy (NEP, 2009) states that “a common pattern is for *Sindh or Punjab* to be at the top of the league, while *Balochistan* is a weak performer among the Provinces” (p. 68).

International Scenario

Due to globalization, the effects of scientific, technological and industrial development are rapidly growing on the overall national development of a country. Policy analysts, therefore, not only focus on the internal socio-economic, political and educational conditions of the country, but they also have to concentrate on what are the dynamics of change in other parts of the world to keep pace with them. Though, these effects are not instantly reached to the developing countries even in the 21st century, still it is an important aspect of the situation analysis to look around the world to set a criterion of development, priorities and targets to achieve in the near future.

The similar situation analysis of the country was made in international perspective that required policy makers to set certain targets to be achieved for the coming eight years after the formation of Policy in 1972. The emerging international trends in the field of science, technology, industry, education, economy, gender studies such as innovative mode of education, gender equity, role of instructional technology in the classroom, standard percentage of GNP to allocate in education sector were signified to compete the global market and appear as an international developing state of the world. The Education Policy 1972-80 states these trends as given below:

Keeping in view the development in the field of science, technology and industry in the world over, new areas of technology were of vital importance for the national development of Pakistan (p. 17)... Open universities are used in several countries to provide education and training to the people who cannot leave their home and jobs for full time studies (p. 22)... The proportion of women teachers in primary schools is more in USSR and USA than the Pakistan (p. 23)... Modern technology has placed at the disposal of educationist’s tools and techniques of great reach and effectiveness (p. 28)...The amount spent annually on public sector education is about Rs. 70 crores, which represents less than 2% of the GNP. The UNESCO recommends that at least 4% of the GNP should be spent annually by the developing countries. (TEP 1972-80, p. 41)

Globalization is one of the major tools to allow international trends and development to reach the country but, “unfortunately, a comprehensive national analysis and debate on the potential impact and possible benefits of globalization has been a major deficit”, even in the 21st century (NEP, 2009, p. 11). However, Allama Iqbal Open University (AIU) – the first Open University in Asia was established in May 1974, two years after the policy formation in 1972. It served the purpose of providing teachers and raising literacy in the country, and later served in most of the educational fields to fulfill the objective laid

down in the policy. Addressing to the problem of women teachers, it has been noted that proportion of women teachers in primary schools has been encouraging over the last fifteen years. According to the report, the percentage of women working as school teacher increased from 38% in 1999 to 50% in 2002, which shows a gradual and consistence increase in rate of women participation as school teachers in Pakistan (Govt. of Pakistan, 2010). Explaining this trend further, World Bank (2010) reported that the women teachers trained at primary level in Pakistan were increased to 76.43%. More recently, women teachers are being recruited at boys' primary schools even in a traditional rural society of Pakistan (Govt. of Punjab, 2014).

Responding to the trend of technology in Pakistan, it is argued that though, Pakistan's educational system has made a start to utilize educational technology in the classrooms particularly at university level, however, the teachers working at schools and colleges hesitate to use this technology for instructional purpose. Also, Arshad-Ayaz (2010) argued that "the current initiatives in Pakistan in introducing technology within classrooms represent a jump on the bandwagon of information technology for reasons that are not directly related to education" (p. 21). And concerning the percentage of GNP, the dilemma regarding the priority of education after 45 years of education journey is revealed when a big gap between the futuristic vision and level of commitment is exposed by Govt. of Pakistan (2007) itself in the planning commission's vision 2030 describing that "we can spend only 2.7 % of our GDP on education and expect to become vibrant knowledge economy" (p. 15). This situation has put the country back to where it was years ago.

Education Sector

After a century's British colonial rule, Pakistan came into being in August 1947. Since then, education sector had gone through different stages of development, but inconsistency of development efforts and non-continuity of education plan and policy implementation with a vigorous political will hampered progress of education and resultantly national development of the country. Also, education has not been the top priority of the state rather they focused more on strengthening the defense system against the neighboring country. The underlying factor was, after independence, Pakistan has to face many problems and it has to face four military wars against India. Pakistan was also kept backward in all fields of national development at the time of independence. For instance, giving the background of the education sector, Bengali (1999) states that "at independence, 85 percent of the population was illiterate and in the more backward regions of the country, e.g., Balochistan, the literacy rate was even lower, with the rate for rural women therein being virtually zero" (p. 7).

This sector begins with main issues and challenges in the education sector to understand how they were developed to the existing state. Haddad & Demsky (1995) suggests that these issues might be analyzed under six categories: (i) access to educational opportunities, (ii) equity in the distribution of educational services, (iii) structure of the education system, (iv) internal efficiency, (v) external efficiency and (vi) institutional arrangements for the management of the sector" (p. 28). The education sector is analyzed here according to the above-mentioned categories given by Haddad (1995).

Access to Educational Opportunities

Access to educational opportunities particularly at school level has been Pakistan's big issue since its inception. However, forty-five years journey of education gives somewhat encouraging picture of the situation. On the other hand, higher educating in the country needs to be further progressed to meet some of the targets made in 1972 policy. With an alarming background at the time of The Education Policy 1972-80, the following provisions were included in the policy:

Only 2% of the population of the relevant age group was enrolled in the institution of higher education in the country... Similarly, comparison regarding this situation of higher education was made with other countries to bring the percentage up to the 3 at the end of 1980. Moreover, more than 80% of the students enrolled in the universities were studying arts subjects... Up gradation of higher education institutions was necessary to meet the emerging demands of the country and for its national development. It was felt that education needs to be diversified not diluting the specialties of higher education institutions where it exist (p. 13)...About 60% students in the degree colleges are enrolled in arts subjects (p. 15)... Pakistan has high illiteracy rate due to population explosion and inadequate formal school system (TEP 1972-80, p. 21).

Till the formation of National Education Policy (2009), access to different educational facilities and services has been improved at different levels of the education. Govt. of Pakistan (a2007; a2009) found that Gross Enrolment Ratio (GER) for the children of Early Childhood Education (ECE), who were at the

age of 3-4, increased from 36% in 2001-02 to 91% in 2007-08. Similarly, a significant increase of GER was observed at primary level of education which escalated from 71% in 2001-02 to 84% in 2005-06 and from 84% to 90% in 2007-08. Also, secondary school students' GER and NER increased from 24% and 20% in 2001-02 to an encouraging level of 31% and 24% respectively in 2005-06. The policy (2009) states that "during 2005-06, literacy rate for all adults of 15 years and above rose to 51.7% & 53.5% during 2007-08 and for young adults (aged 15-24 years) to 67% in 2005-06 & 68% in 2007-08" (p. 66). Moreover, GoP (2009) states that access in higher education attainment has increased "rising from 2.2% of the 18 to 23 year age cohort in 2002 to over 4.7% in 2008, participation rates remain low compared to India (7%) and Malaysia (12%)" (p. 55).

On the other hand, it should be noticed from GoP (1972, b2009) that rate of incensement in higher education has been marginally slow from 2% in 1972 to 2.2% in 2002. Moreover, the comparison shows that the percentage of increase in higher education could not be raised to 3% in 1980 as speculated in 1972. There is still an unbalancing situation between the university students who are studying arts subjects and those who are studying in disciplines of science. The National Education Policy 2009 realized this matter even after a long history of higher education in the country. It states that "to address the requirements of the country it is necessary to focus on enhanced provision of scientific education relevant to the needs of the agricultural and industrial sector" (p. 55). Similarly, the industry-university linkage was stressed in the policy. It was also recommended that research in the field of social sciences should be encouraged in the universities. Moreover, a number of already established government colleges were upgraded to universities in the field of medical and technological, veterinary and agricultural sciences as well as in general education in 2002, which increased the access to higher education in the country. It is appreciating that according to Pakistan Social and Living Standards Measurement (PSLM) Survey 2012-13, "the literacy rate of the population (10 years and above) is 60 percent as compared to 58 percent in 2011-12. Literacy is higher in urban areas than in rural areas and much higher among male" (GoP, 2013).

Equity in the Distribution of Educational Services

Pakistan inherited class system from colonial British India, where Muslim community adopted a great deal of socio-cultural traditions and they followed social stratification unintentionally from Hindu society which was classified into four major castes; socio-economically exclusive from each other. The effects of this socialization were lasted for many years after independence. Even today, most of the socio-cultural traditions in Pakistan are found to having originated from ancient Indian society. On the other hand, Muslim community was discriminated by British rulers due to certain political and religious factors. After independence, British and Indian rulers and politicians jointly exploited Pakistan's socio-economic and political standing and they were deprived from many economic, military, and geo-political benefits that resulted into an inequitable society as compared to the region of other counterpart.

This disparity prevails even today. In 1972, inequity in the distribution of education services was analyzed, which was found in most of the educational setting, particularly students' community was affected directly due to this issue. In this regard, The Education Policy 1972-80 described the following provisions in the policy:

The comprehensive and public schools such as Aitcheson College Lahore has divided the society on the basis of wealth and the quality education has been inaccessible to the poor and intelligent students in the country ...Similarly, the privately managed schools and colleges have introduced many form of education system in the country (TEP 1972-80, p. 19).

Unfortunately, forty-five years of educational journey could not eradicate this social classification reflected today in the whole system of the country especially visible in education sector. NEP (2009) realized the situation and accepted the ground realities of prevalence of such discrimination across the education sector. It states that "the relative failure of the governmental educational system has resulted in the emergence of the alternative education provider i.e. the private sector" (p. 10). These differences extend to a larger spectrum of education and above all to the quality of life and basic human values. The policy (2009) argues that "the averages for Pakistan, noted above, mask large differences in access across gender, ethnic minorities, provinces, regions and rural-urban divides. This results in weaker performance on equitable distribution of educational opportunities" (p. 66).

Structure of the Education System

Though, structure of education system has been changing over the time period but, it did not observe drastic change in spite of experimentation in the examination system such as merging grades at a specific

level of education for the purpose of composite examination for that level. The Education policy 1972-80 pointed out similar situation in the country at that time:

The existing system of examination is one of the root cause of the general malaise in our education system...There is no system of observing, recording and evaluating the performance, behavior and aptitudes of the pupil throughout the year. The students are passed or failed on the basis of annual tests (TEP 1972-80, p. 31).

Similar challenges in the examination system at school level still exist to certain degree. The policy in 1972 pointed out the behavioral or moral aspect of students' personality which is neglected by our education system and students are forced to become mechanical producer of knowledge. Accepting this deficiency in the assessment system of education, National Education Policy (2009) put forward recommendation to compensate this situation. It states that "efforts have to be made to address this issue and need for inculcating critical and analytical thinking skills for producing life-long independent learners have to be emphasized" (p. 48). Notably, the 1972 policy realized this deficiency four decades ago to stress on the behavioral dimension of students' learning which the current policy is in pursuit to address today. In recent days, formation and developments made in National Education Assessment and Punjab Examination Commission are strategic steps to take the long-term prevailing assessment situation on a serious ground.

Internal and External efficiency

Internal efficiency of education is related to the provision of further education in order to generate a given output by employing less input of resources. Yang (2014) explains that "internal efficiency of an education system is concerned with the relationship between the inputs and outputs of an education system" (p. 14). On the contrary, external efficiency is briefly defined as the "attainment of social goals or objective". Yang (2014) asserts that "it measures, as mentioned above, not the immediate output but the ultimate benefits that is gained by passing through the system. External efficiency of an educational system is realized through the relevance of education to socio-economic conditions of a country" (p. 14).

Institutional Arrangements for the Management of the Sector

Various institutional arrangement and strategic planning is devised to achieve the desired policy targets and for the effective management of the whole education sector in order to implement, evaluate and subsequently complete the policy cycle. The Education Policy 1972-80 states that:

For the coordination of programs among the universities and developing facilities there in, as well as assessing requirements and securing funds, the need to establish University Grants Commission was considered ... University ordinances have caused unrest amongst the teachers and students. (TEP 1972-80, p. 13)

In accordance with this provision, the timely establishment of University Grants Commission (UGC) in 1974 initiated and promoted development in Higher Education in Pakistan through its coordination with universities. Later, this commission was re-organized with the name of Higher Education Commission of Pakistan (HEC), which is serving to deal with "all matters pertaining to policy, plans, programs, standards, funding and oversight of higher education in the country and transform the higher education sector to serve as an engine of growth for the socio-economic development in the country" (NEP, 2009, p. 55). The HEC changed the scenario of higher education in most fields of sector. Related to higher education, The Education Policy (1972-80) also desired "the advancement of knowledge and promotion of research are essential ... There is no specific program to assist scholars and scientist to continue the research work and study in their respective fields" (pp. 14-15). In order to address the problem, HEC since its inception in 2002 has taken several initiatives to develop research culture among young scientists of the country working in the universities or as a first stage researchers through providing opportunities of faculty development programs (FDP) and awarding fellowships and scholarships abroad for research training in doctoral programs, post-doctoral programs and other short term research training. A number of scholars have returned to the country and they are contributing in the national development through their consultations and conducting research for the development in their fields (GoP, 2013).

The Education Policy (1972-80) indicated that "quality of teaching has been affected by involving outstanding scholars and teachers in the administration (p. 15)...There is massive requirement of the teachers at all stages" (p. 23). Though, the education policy had pointed out specific situation of appointing the senior most faculty members as administrators and depriving student form their serves as teacher, in addition, the overall quality of teaching in public sector institutions is considered unsatisfactory. The NEP (2009) clarifies that "poor quality of teacher in the system in large numbers is

owed to the mutations in governance, an obsolete pre-service training structure and a less than adequate in-service training regime” (p. 42). The professors and other senior faculty members are still appointed as administrators which cause intellectual and scholarly loss for the nation as they are intensively involved in their official matter and other administrative duties.

Moreover, The Education Policy (1972) states that “there is need to review and upgrade the curricula for all stages of education and the courses of teacher training are out-dated” (p. 27). In agreement with this provision, National Education Policy (2009) after forty-five years of *education development* still believe that “the curriculum also does not cater to the diverse conditions in the education sector itself (e.g., multi-grade classes), as well as, the variations within the geographical breadth of the country” (p. 44). However:

A comprehensive review of school curricula was initiated in 2005. The Curriculum Wing of the Ministry of Education, strengthened by professionals from the field, reviewed the scheme of studies in the first phase. In the second phase, the revised curricula for 25 core subjects (Grades I to XII) were notified in 2007. (NEP 2009, p. 44)

Similarly, GoP (c2007) in National Textbook and Learning Materials Policy and Plan of Action, affirmed the “improvement in the quality of education at all levels through better quality textbooks at affordable prices and other learning materials for promoting Pakistan as a knowledge-based society” (p. 23). Though, the quality and production of learning material has improved now which was indicated in 1972 policy that “the facilities for the production of books and reading material are inadequate for literacy and education in the country” (10.7), still it requires others phases to be completed.

An analysis of the issues and challenges discussed above have considered their developmental nature: how these issues evolved in the system of education over a period of time? In many cases, the solution of one problem or fulfilling the requirements of an educational process cause to arise another one. For instance, expanding the education system by filling the gap and providing the new resources for change in the system creates new capacities for the system to be addressed and thus the system moves on to advanced level requiring more efforts than what were required at the previous stage of the evolution. Moreover, a developmental historical analysis of the policy allows to what developments occurred over the time period and to what an extent these were succeeded to achieve the set goals.

CONCLUSION

By making a socio-cultural, political, economic, international and educational comparison of virtually two *different situations* of the country, it can be concluded that the situation-analysis of the country, ‘Then’; at the time of The Education Policy formation in 1972-80 and ‘Now’; after the implementation of the most part of National Education Policy 2009, the results in the form of educational attainments, in general, do not make significant difference in overall development between two points in time. This conclusion is limited only to analysis of those situations which were identified according to the adopted conceptual framework for analysis of existing situation presented in the article. According to the framework employed for the analysis of two *different situations* and the assessment of the gap of educational development, it reveals that no significant difference was found except improvement in the field of higher education and increased access at primary, elementary and secondary level of education. Additionally, the purpose was not to claim the success or failure of the policy implementation and its outcome rather using a framework to analyze the two situations at a distance of forty-five years and to determine how this analysis gives us a point of view to understand the gap between them.

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