PLANNING AND IMPLEMENTATION ISSUE OF EDUCATIONAL POLICIES: DOMESTIC BREACHES

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ABSTRACT
Present research article deals with the policy making gaps, implementation of such policies for the promotion of primary education. The policies were identified and re-interpreted towards the existing policy issues after document analysis and in-depth interviews from the government officials and teaching staff. Various policies were present but number of out of school children were increasing as per annum demographic growth. Objective of the study was to identify the issues, ground based realities which create hinder in the promotion of education at the primary level. Various issues were included but those were not the only concerns which lessened educational development. The present research article was explorative and applied in nature which identify various issues in policy implementation level and ground facilities which were supporting factors for the promotion of educational development at primary school level. In-depth interviews were conducted from government officials, departments concerned with policymaking and its implementation e.g., NHCD, BECS and NEF. Both interview and document analysis techniques were used and included for the study. After the analysis of available educational policies, governmental departments’ viewpoint, and interventions for the promotion of education, it was found that the absence of the collaboration among various departments, lack of political will, poor communication among all the stakeholders, weak administration at national and provincial level, issues of governance were some of the major barriers. It was highlighted that lack of coordination among the government departments is the main reason of this less promotion. The study concluded that lack of documentation and identification of gaps were the major reasons of lesser enrollments in primary schools. Poor communication among various government departments, governance structure and the lack of political will discuss in detail with personal input of spokesperson which clearly states that financial gaps and irregularities were some of the major causes of educational policies’ failure in Pakistan.

Key Words: Educational Policy, Implementation gaps, political will, Corruption, Governance and poor coordination

INTRODUCTION
Education is a road to development. It ensures individual and collective freedom in all occupations as Pervaiz (1994) discussed in his work ‘education’. Pakistan, in spite of many ambitious education endeavors, remains the lowest in development ranked in the world endorsed by Haq & Haq (1998) in their study. Pakistan is a developing country with weak education system. Poor policy implementation has been one of the major causes for this state of affairs (Ahmad, et al., (2012) & Mohyuddin, at al., (2012)). Although, this issue was a general phenomenon in all areas of national life, yet it has been deeply affecting the education sector since inception of the country in 1947. Since its inception, more than half a century ago, the government of Pakistan has been trying to improve its educational profile. Several commissions, national conferences, and official policies have made proposals to redress the ongoing shortcomings of the education sector. However, most of these policy initiatives have failed to achieve their desired objectives. The objectives that were set out some 71 years ago still seem unattainable in the near future.

Education is an epicenter of all developments. Poor policy implementation in the education sector of Pakistan has exercised highly negative repercussions on all other areas of the national life as discussed by Bhatti, et al, (2010) & Ambreen, et al., (2020) in their study ‘problems of the implementation of national educational policies’. Policy implementation is setting of goals and anticipating for the consequences of the policy for the people, for whom it was made. It involves a
variety of actions such as issuing directives, decision-making, assigning duties, and hiring personnel, monitoring and evaluating activities. Implementation problems usually accrue when there is a gap between the policy and the achievement of the benefits of the policy by the targeted community as discussed by Bukhari (1995) & Mohyuddin, et al., (2022).

Education is a dynamic activity. The goals of education could be realized by concerted and consistent approach. Realization of the goals of education has direct relationship with overall national development. Pakistan, being a developing country has been facing problems in the arena of policy implementation in all areas generally and in education particularly. This trend has deeply affected the system of education on which the overall national edifice of the society depends as endorsed by Rasool (2007) and Shahid (1985) in their studies. A number of factors including political commitment, poor economic condition, less or non-involvement of stakeholders, discouraging attitudes of functionaries and lack of cooperation were responsible. Ambitious policy targets, less trained technical and educational managers, financial resource constraints and political instability have crippled the implementation of education policies in Pakistan, same finding were shared by Bengali (1999) in his study. Amongst the many problems, the weak implementation of education policies in Pakistan were teacher’s absenteeism, weak supervision, and lack of physical facilities as stated by Butt in (1996). Similarly, he further argues that non-involvement of lower-level managerial staff of education has contributed to the development of a sense of alienation between the district and provincial staff that has affected the process of policy implementation at these crucial levels.

According to a report by the Education For All (EFA) (2008) 5.5 million children of primary school age were out of school. There was an alarming rate of 45% dropouts at primary level in Pakistan. Report also stated that teacher absenteeism, poor supervisory mechanism, inadequate learning materials were some of the acute problems, which were direct offshoot of the weak policy implementation in the country. National Education Policy (2009) reports that weak policy implementation was primarily due to lack of commitment on the part of policy implementers, which leads to implementation gap. This gap was catapulted by the weak allocation and utilization of resources. Furthermore, even much of the developmental funds remained unspent to the tune of 10% to 30% in Pakistan. Main factors responsible for this situation were communication, resources, dispositions, bureaucratic attitudes, political structures and attitudes. These factors closely interacted with one another and consequently, either help or hinder the policy implementation process in any system, Rasool (2007) also endorsed the same in his study of ‘education’.

RESEARCH METHODOLOGY
For the present research study, educational policies were analyzed to identify the issue either at ground level or top level. Departments concerned with the establishment and preparation of the educational policies were interviewed. At implementation level NCHD, NEF, BCES were also included for making study comprehensive. Data were collected from various education departments. The locale chosen for fieldwork was Noor Pur and Muslim Colony in Bari Imam Locality, Capital Territory of Islamabad. In-depth interviews were conducted from government officials, policymakers and implementors. Private School Principles, NGO-based / Trust Schools were also included. Situation analysis of ground realities was conducted which contained certain issues linked with the policy implementation activities, coordination among government departments and lack of political will were identified after interviews and analysis of policies.

RESULTS AND DISCUSSION
Clearly Pakistan had much to address through this NEP, whereas in 2010, Pakistan was shown to have the highest out of school population at 7.3 million or 34% of children not in school, 57% of which were girls of primary age which were also shared by the EFA Monitoring Report (2010). Furthermore, in Karachi, the most populated city, had 4 million children, even optimistic figures suggested at least 25% were out of school. Furthermore, many of these figures did not distinguish between children enrolled and those who actually completed their schooling, the findings of Holmes (2003) in his work, ‘measuring the determinants of school completion in Pakistan’. The most significant impact of the outcomes of declining state educational provision in Pakistan had been the mushrooming of low cost rural/urban private schools, which had grown enormously and exceeded 50,000, in 2005 as shared by Andrabi, Das and Khwaja (2010) in their study.
Development of Policies
The task of every type of policy development goes to the Planning Commission (PC) in the country. The commission has been also responsible for developing five-year plans since inception of Pakistan. A number of plans have been developed and implemented till start of new century. For rapid development with the collaboration of different INGOs and International organizations, world treaties the government of Pakistan announced three year ‘Poverty Reduction Strategy’ (2001-04) for the economic development of the country. The policy wing of PC was in close collaboration during five-year plans with the Ministry of Education (MoE). With the number of policies and plans as well as educational reforms government of Pakistan seriously needed an effort to combine all stakeholders on one page. According to the spokespersons from NCHD, ‘There is a lack of proper coordination among all the departments of Government like in Capita NCHD, BCES and NEF are working to promote primary education and have their own wings for this purpose, but none of them have any internal cooperation that is why all three departments are working in the same area but differently.’

With the passage of time departments and institutions grow and provide new ways of development to the inhabitants, but here in Pakistan the situation is different which will be discussed further.

Policy Implementation Activities
Generally, the flow of policy steps to attain desired goals is the policy implementation (Sabatier & Mazmanian, 1983, p. 143).’ Bhola (2004) suggests that policy implementation is a process ‘to actualize, apply and utilize in practice’ (p. 296). Similarly, Hope (2002, p. 40) sees implementation as a process of ‘transforming educational policy into practice’.

The failure of educational policies in developing countries was largely attributed to the issues of poor implementation according to Singh and Rajakutty (1998) the failure of mass literacy program in India, which was seriously affected due to improper implementation. Pakistan was no exception to this; there had been many occasions, when educational programs failed to be properly implemented. Some examples were the failure of mega projects e.g., Social Action Program (SAP I & II), the Sindh Primary Education Development Project (SPEDP), Girls Primary Education Development Project I & II (GPEDP), Primary Education Curriculum Reform Project (PECRP) etc. (Mustafa, 2004; SPDC, 1997: 7).

The problem of implementation of education policy in Pakistan strengthens the view that policy making extends beyond its formulation, and this may help to explain many of the problems of implementation. In addition, Wildavsky (1975, p. 257) suggests that since policy is made on the basis of our present knowledge of an uncertain future, it is bound to fall short in some or many aspects depending on the accuracy of our knowledge and estimated predictions. Malik (1999) defined educational policy implementation, “The activities that carried out in the light of the stated and established policies in a country”. Following gaps were analyzed after review of literature in policy implementation and through interviews with the stakeholders.

Poor Communication System

Policy implementation is a dynamic process. Education policies in Pakistan is plagued by poor communication, less support from the stakeholders, less ownership of the policy by the stakeholders. Lack of commitment on the part of the implementers, no collaboration, and cooperation, less accurate and consistent approach towards the completion of the policy goals identified by Rashid (2004) are some of the major issues. Therefore, according to Shahid (1987) & Ambreen, et al., (2020) inadequate information creates distances between the policy implementers and the beneficiaries, ultimately causes serious obstacles to policy implementation.

A number of departments, NGOs and Private schools were providing education to the natives of the Bari Imam. There was no proper coordination among them, it was also documented that (2 KM per school) policy by the government failed in the area. There was an abundance of schools as stated in first and second part of the chapter, but lack of coordination and positive academic competition ruined all the efforts. According to the Principal of private School, ‘We have five branches in the area, three in Muslim Colony and Two in Noor Pur, we are providing cost efficient education till matriculation. There are a lot of schools which charges high fees from children but providing poor educational facilities, there is a private school regulation authority but their efficacy is questionable in terms of quality of services by the private schools. This is the responsibility of the competent authority to make it possible that all
the schools and the curriculum will be discussed on one table. But due to severe negligence of the government departments and their poor coordination among different wings, the riddle of illiteracy remains unsolved.’

According to the respondent from BECS,
‘There is a lack of communication between government departments. We, BECS and NCHD are working under the same ordinance but our jurisdiction is different, we no doubt have more community-based routes and provide more services to the population of Pakistan but due importance has never been given to the program, we have accurate number of schools and they are interlinked all over the Pakistan through internet. We have better in-field resources, but due to some official matters, the recognition is still pending and now the program is at the verge of dissolution. If our work gets due recognition, we can in-line all community schools of BECS, and feeder schools of NCHD and other private institution on one page for proper utilization of funds and more professional outputs. But due to lack of interdepartmental poor communication and lack of work sharing among different departments, we are facing such issues.’

Another respondent said,
‘There is only one way communication in education sector, and that is top-bottom flow of information. There is no mechanism of bottom-up communication. The departments do not extract information from grassroots level to find out issues and problems, which create hindrance for achieving the goals. Those who work in the field were not intact with the higher authority that is why their hard work remained under the shadow of departments.’ Another major problem is the poor implementation of policies and no mechanism of check-and-balance on them.

Weak Administration
The spokesperson of NCHD, BECS, RDO, Ministry of Education and Professional Training stated,
‘We have good and implementable educational policies and plans like National Education Policies (2009, 2017), for the promotion of primary literacy and to get rid of illiteracy. The issues broke-out at implementation level, provincial/regional and federal educational departments have their own objectives and restrictions. After 18th constitutional amendment, education had become a provincial subject, but federal government was developing National Educational Policies. Weak administration and lack of collaboration among federal and provincial departments was documented as the major issue. According to the deputy director NCHD,
‘There are no proper checkup mechanisms by the ministry on the running projects, top-down approach is always practiced.’

According to a respondent from BECS, ‘Policy makers were getting one-page summaries as background of new policy formation. These summaries most of the time were based on fabricated information and became the reason of unattainable high aims of the policies.

According to the Government of Pakistan (1979), for proper implementation of policies, effective implementation agencies were important. Various initiatives for policy implementation failed due to weak administrative machinery at the grassroots level. The agencies at this level did not own the policies (UNESCO & Government of Pakistan, 2003). The poor management capacity of the directorate of education at policy formulation levels and utilization of available operational facilities in school at implementation level were the main factors responsible for this devastating issue. Government of Pakistan (1998) considered weak and defective implementation mechanism, inadequate personnel, poor training, low political commitment, and absence of incentives, as the major reasons for the failure of educational policies’ implementation in Pakistan.

Governance Structure
In the case of SAP, the lack of trust among finance and education departments has caused a shortage of finances for the project, which has seriously affected the envisaged outcomes (World Bank, 2003: 16). Same responses were received from NCHD and BECS regarding the political assassination of different departments. As stated earlier the Supreme Court decision regarding the dissolutions of federal departments, both the departments still faced a lot of issues and hindrance in budget allocation. A responsible person from BECS stated,
‘Planning Commission has cut our budget short, our teachers in Community School are working without pay from last four months (end of 2018 to first two months of 2019), we don’t have budget for teachers’ trainings, which was available before the 18th amendment. Commission and ministry need results but without proper budgets, how can we provide them their desired numbers. We are facing so many internal issues as well, that is why the effectiveness of BECS is under observations.’

Every new government was coming up with new policies and plans, without considering the initiatives of previous governments. In Punjab province the situation was comparatively reasonable, the literacy department had their own networks for checking and rechecking the schools and teachers, as well as attendance and children participation. In federal areas, GB had the highest education rate, not because of GB government’s efforts, but because of community’s participation and their educational institutions, affiliated with the Aga Khan’s Golden Jubilee schools. Some of the schools were owned by Ismaili Community. The educational status was higher because NEF, and BECS were working properly and the community was also participating.

When we talk about the political will and participation of politicians, Ministers and members of the Upper and Lower house, priority wise education remains at sixth or seventh in number. Finances are blood for any department, without blood it is not possible to function properly. According to the official of NEF,

‘Average increase in population is very high in Pakistan, creating deficiency of all resources. Lack of school buildings is one of the departmental issues. We have overcrowded classrooms with less space. One of the girls’ school principals denied to admit that three girls belonged to the federal teacher’s families. The case was forwarded by the PS to me for a solution. I have called the principal and she said, ‘sir in 7th grade class we have the only capacity of 38 girls but believe me there are 55 girls in the class, we forwarded requests for funds to construct new rooms but our request is pending’. This is the one example I witnessed. Same in the case with finance and policy wings, they spent all the time in documentation and whenever new government take charge, we re-submit the application regarding our issues. Government’s documentation processes are prolonging, when one issue is about to solve, another breaks out and so on.’

After the desolation of powers, Education Department was no more under the federal ministry. Lack of coordination among the provinces and the federal ministry of education was another issue for implementation of plans to eradicate illiteracy. Observations indicated towards the issues that were related to the joint action of multiple actors, and its inherent problems.

Every province had their educational departments and policies but there was no comprehensive provincial policy that came forward. Provincial educational developments from Punjab, KP, Sindh and Balochistan were following NEP 2009, and draft policy of 2017 with minor amendments, but there were no provincial educational policies. Respondent from BECS stated,

‘We have only six-month extension; I am worried how government can vanish our 23 years’ hard work and commitment? Our community schools are in-line, we had provincial then division and then district coordination centers but after 18th amendment, government cut down our operational staff, even though we still have 20,000 community-based schools all over Pakistan. The number may be round because after third party evaluation in Punjab done by Literacy department, the operational schools were more than 80% in Punjab. I am not aware about the status of online registration of schools by NCHD and NEF, if the government starts any joint venture to compile all the functional schools on one website that would be beneficial for upcoming governments and educational department to check and evaluate the performance of every school in Pakistan.’

Stated understanding helps to explain the reasons for the ineffectiveness of such recognized policies as community participation in education in Pakistan. Under the SAP public schools were required to organize parent-teacher associations with school authorities. However, because many such associations were created hastily without proper training, the envisaged benefits to the schools did not materialize. The lack of cooperation among different organs of government and their mutual disrespect has created several ‘clearance points’ that hamper the overall implementation of policy (Pressman & Wildavsky, 1973; Sabatier & Mazmanian, 1983: 156). Eventually due to distrust among different agencies and the tendency of civil services to resist changes, the policies are implemented symbolically (Firestone &
Corbett, 1988: 513). The Sri Lankan experience suggests that a reform that involves fewer government agencies would experience more cooperative, and stand a better chance of successful implementation (Cummings, Gunawardena, & Williams, 1992, p. 16).

The issues of ineffective governance and corruption, particularly among politicians and civil servants described as a major obstacle to proper policy implementation in Pakistan (World Bank, 1997, p. 12). One of the major reasons for the ineffectiveness of governance was lack of coordination and trust among political representatives and government officials, and the lack of cooperation among different government departments (Ali, 2003, p. 5; The World Bank, 1999).

Many community members were also handpicked by head teachers, and this severely curtailed the effectiveness of community participation (SPDC, 1997, p. 12). Currently, under the devolved district system, the tension between provincial and the district governments due to lack of role clarity has caused serious difficulties for authorities under the new political system (Ali, 2003). These were not only related to implementation, but also related to policy makers and the overall environment, where the policies are formulated and implemented. According to the principal of boys’ primary school,

‘I think with the passage of time, formulation of educational policy is not the priority of Government, I am serving here from last 10 years, the number of students is increasing every year but we don’t have sufficient rooms, shelters and other services for children. All classes till 5th grade are overcrowded. We have doubled the number of students in every class, what we can do is just put applications to education department for our issue but due to budgetary constraints, my application is still under process. I think there is a lack of coordination among bureaucratic structure and the political government, ministers announced grants but when asked to the department, they said we have no money. In this situation how can we work with peace of mind and how do we produce kids like Arifa Kareem.’

Ghaffar (1992) found out that unless and until there was an efficient bureaucratic structure along strong professional knowledge, the problem of implementation of policies remained unresolved despite having clear communication, resources and positive disposition. In view of Shahid (2003) there were some other chronic factors which have hindered smooth policy implementation in Pakistan.

Devolution of Power
In 2010, the 18th Constitutional Amendment passed by the parliament, which has shifted many powers from center to provincial governments. Pakistan has a federal structure with four provincial and federally administered area governments. Historically, the federal government has retained most of the powers with weaker provinces. The 18th Amendment has given more autonomy to the provinces in several arenas; education being one of them. Thus, each province is now supposedly free to devise its own educational priorities and curriculum with minimum federal coordination. This was a significant move for a country where historically curriculum is scrutinized at federal level. The effects of 18th Amendment are yet to be seen, though administratively, the federal Ministry of Education has been abolished, which is a significant move by the government.

At one point of view, the devolution of power to the provincial level was a timely and wise decision of government but this decision must take serious steps, which were still pending. After the devolution of educational power to the provinces, it is now nine years but no province is able to develop/establish its educational policy. According to the respondent from NEF,

‘Devolution of power is easy, after the amendment you can give authority to the provinces, but now the issue starts, either all the provinces are equal or capable to take decisions for this greater cause. Still, there are budgetary issues regarding provinces and the monitoring mechanisms for educational development. But this could take a decade or more to in-line departments at the level in which they are beneficial for the government’

A respondent from BECS also shared the same,

‘Governance in bits and pieces e.g., Federal and Provincial and so on is good for equal participation and representation, but taking care and bringing all of them on one page is the most important thing, in which third government after 18th amendment failed.’

Lack of Political Will
Political will played a pivotal role in effective implementation process. In Pakistan, due to none or less participation of local implementer such as school principals, teachers and students, ownership factor of
the policy becomes weak. With the passage of time, as stated by different scholars, every political government come up with new ideas, educational stability and new visions without considering previous plans as the base of a new one.

The problem related to politics and politicians sits at the roots of implementation in Pakistan. There have been many instances where governments have failed to provide the political support needed for implementing and sustaining policy initiatives. Each new government has discontinued most programs of its predecessors, soon after assuming the power, for example, a literacy project titled Nai Roshni (new light) was launched in 1987 and was discontinued in 1989 with the change of government (Ahsan, 2003, p. 264). Other mass literacy programs have also failed due to low political commitment both at federal and local levels (Akhtar, 2004, p. 176). Political commitment and the will at grassroots level has its significance, as stated by the respondent,

‘Every government official comes up with his own commitment, ideas and directions. At director and deputy director level they require some time to understand the level and efficiency of the department but when they get the knowledge and start understanding the system, new government comes up with circle of transfers in different departments and ministries.’

If we look into the matter, ideally the elected representatives were expected to improve mass education in their constituencies by facilitating proper implementation of education development programs. Instead, they were indulged in rewarding their favorites by posting teachers to their desired locations, and allocating lucrative contracts to acquaintances. These predominantly feudal tendencies among the majority of elected representatives hindered educational improvement (Haq & Haq, 1998, p. 54). Parliamentarians were also unsure of their tenure, due to continuous political instability; hence many, mainly preoccupied by strengthening their chances of getting re-elected. For these reasons, parliamentarians use their political patronage ineffectively, which causes serious harm to the goals of development projects such as the Social Action Program (SPDC, 1997, p. 12). The lack of political will and sustained lack of interest amongst political leadership largely leaves the task of mass literacy to the civil services which has also been unable to improve the situation so far (Ahsan, 2003) & Mohyuddin et al., (2012).

The next major barrier was politicians and their commitment to education. Along with the political will of our leadership the bureaucratic structure also played an important role in creating the situation adverse. It was observed that curriculum modifications, addition and subtraction of lessons, subjects and concepts had been done by the new government. Political interest for educational development was very low among the last three regimes. Imposing cuts on educational budgets at all levels from primary to the higher education showed the commitment of the recent political government in the field of Education.

Since inception, every political government announced educational reforms but without budget allocations and without resource allocation reforms were not possible. Every financial year the government was facing fiscal deficit and to meet the budget deficit needed to go to IMF, and World Bank. A lot of resources had to be borrowed from different financial institutions. Due to this scarcity of resources budget allocations became a problem and while allocating resources unfortunately education remained at the bottom of the list. In this scenario role of politicians was very important. Legislation and discussion on the subject matter were necessary, but on one ever looked interested in this regard. Political elite of Pakistan was sending their children in private schools, that’s why the schools in government sector never developed and the policies were never implemented. Educational development in Pakistan is interlinked with the preferences of political elite, if they were sending their children to government schools the situation would have been different. Improvement in the educational system seemingly was not a priority by them. In this situation who would take the responsible for implementation of educational policies. According to the respondents from NCHD and BECS,

‘Budget constraints are the major issue with us, we requested for budgets from Planning Commission, drafting took too long. Though we are under the ministry, but due to the nature of the departments our budgets are released by the Planning Commission. They imposed some cuts on our budget, due to which our efficiency gets affected. We do not have any budget for training of teachers, remuneration of field officers, salary of teachers etc. We are fighting for our right as per Supreme Court’s Orders, we are responsibility of the federal government but we are struggling for our due space in federal government.’
Jatoi (1995) believed that the success of implementation of a policy largely depends on the political will of the policy makers and policy implementers alike. Literature on implementation highlighted the importance of political commitment by leadership as critical to policy success (Sabatier & Mazmanian, 1983, p. 158-59). Sri Lankan reform experience suggested that successful implementation crucially depends on the consistent support of top political and bureaucratic leadership (Cummings, Gunawardena, & Williams, 1992, p. 15). Citing the example of civil service reform in Swaziland, McCourt (2003) noticed that the lack of ‘political commitment’ in government was the principal reason for failure of reform programs.

Financial Gaps and Irregularities

Finance was major problems since inception of Pakistan in every field of life. As stated earlier the education remained vulnerable in all the governments. Pakistan always had a very uncertain political and military regimes. The average population growth was high, but the provision of basic facilities by the government was very poor. A number of villages still existed who were living in Stone Age without electricity in Balochistan. There was always very huge difference in revenue generation and utilization due to which the debt from IMF and World Bank increased day by day (total 300 million USD). There were 24.3 % of people living under the poverty line (BOS, 2017-18) they were struggling for their survival. Same was the case at macro level, government did not have enough resources for provision of facilities to the inhabitants less job opportunities less government-based services e.g., drinking water, electricity, transportation, medical, education scarce resources.

In 2005, UNESCO found that inadequate resource transformation was the main problem of policy implementation. Without any financial support no policies could be implemented. In Pakistan most of the five-year plans could not achieve the desired results due to a number of reasons with scarcity of funds remained at the top. The World Bank report (2000) stated, if any country does not have any resources for launching its policies, she must have to reconsider their economic resources and revisit their policies up to what they have. Money as well as skilled and competent staff was necessary for implementation and establishing any policy. According to the officials from NEF, NCHD, BECS and APAM,

‘Unavailability of funds remained the central problem in policy implementation, because without funds the departments could not work efficiently. All the departments either federal or provincial always faced budgetary issues. Ministry asked us for giving them result based reports but without investing in educational sector how we can provide them fact-based reports. Every year cut in budget reduces our dominions/powers and curtail us in major cities which already have other resources e.g., private schools, colleges and people can bear educational expenses, rather than providing us more resources to in-line villagers and semi-urban settings which were about 70% of the total population of the country.’

It was also documented that due to lack of proper allocation of budgets and less annual increase as per population the existing services facilitated fewer students. According to the teachers and principal of schools,

‘School Buildings needs major work and need a lot of resources it is not possible for an individual to invest a huge amount on school buildings. With the passage of time the number of students is increasing and the available resources becoming less efficient because of over burden. This burden reduces the actual production of educational institutes.’

If we talk about policies implementation mechanisms or the up gradation of available facilities including existing schools, staff of schools, classrooms (buildings), Mosque schools, adult literacy centers, recruitment of teachers, salaries of teaching and non-teaching staff, money is needed everywhere and for that purpose extra efforts are required to resolve the budgetary issue.

In its report UNESCO (2005) found that inadequate financial resources for education in Pakistan had hindered the policy implementation. According to Saleemi (2010) financial resource in any system played the role of a life blood. No matter how clearly and accurately the implementation orders were transmitted, if the resources both financial and material were less, the implementation would have failed. Therefore, according to the World Bank Report (2000) resource availability must be ensured by the implementers and policy makers before developing a policy. The resources included adequate number of staff, enough financial support, quality and trained staff etc. Without sufficient resources, required services would not reach the beneficiaries directly (Siddique, 1993).
Deeply Entrenched Corruption
As discussed in governance and attitudes towards the educational development, the corruption and personal interest remained the major issues, which must be controlled on urgent basis, a respondent stated that,

‘In every department deep-rooted corruption existed. There was a lack of professional commitment among the workers. People preferred their personal benefits rather than nation building. It was very common among the people who ever got an opportunity did the same. That was a popular culture among the masses, due to lack of economic opportunities and less economic resources, people utilized every situation and opportunity for their livelihood.’

Riaz (1998) stated that for successful implementation of any policy, it is essential that the stakeholders shall be ready to sacrifice their personal interest on the interest of the system and for the general welfare of all, irrespective of any vested interests. This type of attitude develops an environment of trust and transparency. However, the education system in Pakistan has been made hostage to evils for many years after its inception. This trend of corruption has played with the foundations of the overall system.

CONCLUSION
Every educational policy was launched after the tenure of the previous policy. None of the policies or plans could achieve its goals and objectives completely. There were always implementation gaps due to which sufficient results were never achieved. There was no mechanism for the midterm or any periodical evaluation of polices during its implementation, that’s why in the end when it was evaluated it gave us a long list of unachieved objectives. Policy gaps ranging from policy formulation to its implementation as discussed above, for the promotion of primary education in Pakistan were highlighted and endorsed by the interviews from officials stated very wage picture of the educational development in Pakistan. Different narratives strengthened the researcher’s observations regarding utilization of government machinery and resources in different directions under different influences. Policies were there for the benefit of parents, but no proper implementation ever took place. Due to improper evaluation most of the educational policies failed. Lack of documentation and identification of gaps were the major reasons of lesser enrollments in primary schools. Poor communication among various government departments, governance structure and the lack of political will discuss in detail with personal input of spokesperson which clearly states that financial gaps and irregularities were one of the major causes of educational policies’ failure in Pakistan. Either we had strong and structured policies for promotion of primary school children but the results showed a different picture.

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