



## RESEARCH ARTICLE

### THE CONTRIBUTION OF INTERNATIONAL COMMUNITY AND THE DYNAMICS OF HISTORY IN EDUCATIONAL POLICIES IN PAKISTAN: THE CASE OF SUCCESS OR FAILURE

\*<sup>1</sup>Shahzad KHAN, <sup>2</sup>Puangkaew LURHATHAIOPATH and <sup>2</sup>Shusuke MATSUSHITA

<sup>1</sup>School of Life and Environmental Sciences, University of Tsukuba, Ibaraki-ken, Japan

<sup>2</sup>Faculty of Life and Environmental Sciences, University of Tsukuba, Japan

#### ARTICLE INFO

##### Article History:

Received 18<sup>th</sup> August, 2016

Received in revised form

11<sup>th</sup> September, 2016

Accepted 21<sup>st</sup> October, 2016

Published online 30<sup>th</sup> November, 2016

##### Key words:

Policies, Pakistan, Education,  
National education plans,  
International organizations.

#### ABSTRACT

The main purpose of this paper was to realize why the policies were ineffective to implement in Pakistan. A review of previous literature, research articles and reports on policies were discussed in this study. The review of different authors shows that a total at least nine reports were based on the educational policies and only one document was contented the remaining all of the other approved papers were ineffective to distribute for the public welfares, this is due to lack of funding, political uncertainty, incompatible administration of the public sector. There were many funds and loans granted by plenty of international organizations around the world but all the funds and loans were not properly utilized in to the education related issues due to policies constraints. The contribution of the international communities and their funds must be appreciated and should be allocated on proper places. The government of Pakistan must take the initiatives to expand the policies and focus the education sector as Pakistan is far behind the world in educational attainment. Before designing the policies, political supervision about the past experiences and deficiencies will be taken into the consideration, they must confirm availability of the economical apportionment and the establishment of proper monitoring and evaluation cell to monitor the whole plan.

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Citation: Shahzad KHAN, Puangkaew LURHATHAIOPATH and Shusuke MATSUSHITA, 2016. "The contribution of international community and the dynamics of history in educational policies in pakistan: The case of success or failure", *International Journal of Current Research*, 8, (11), 42150-42156.

## INTRODUCTION

As a developing country Pakistan is situated in the western part of South Asia, with a total land area 770,880. It is estimated that 62% of the population is living rural areas and 38% is living in urban area of the country. The total estimated population of Pakistan is 188.93 million and in which 60% of its population depends on agriculture practices. The GDP of Pakistan in the year 2013-14 is 243 Billion while the GDP per capita income of the country is 1316.14 (US\$) in the year 2015 and 29.50% is the poverty headcount ratio at the poverty line while the inflation rate is 8.04% which is a big problem for a large number of Population (Khan et al., 2016). Since the independence 1947 when Pakistan came into being the quality and quantity of education could not improve comparatively to the other part of the world. The rationale in the education sector of Pakistan is not yet eliminated from the system there are many dynamic issues, like gender disparity, vulnerability, deficiency in enrolment rate, lack of school's infrastructure, untrained teachers, not fully developed roads and communication system, deficiency of funds and socio-economic and political instability in the country. The planning in education sector is mostly tragic but if there are some

fruitful projects launched by the government of Pakistan, those projects could not reach to their fulfillments and were cancelled due to political interference and lack of financial management (Education Sector Reforms, 2007). The Universal Declaration of Human Rights (1946) the general assembly passed an ordinance about the child rights for all over the world that a child must live a happy childhood with the freedom and dignity. The Convention on the Rights of the Child (1989) also proclaimed that child should have to receive a free and compulsory education minimum level is up to elementary stages. To develop his abilities with provision of equal opportunities and to promote his general cultural practices, he shall be given free educational prospects to achieve all his goals, which will enable his individual judgement, his intellectual thoughts of social and moral responsibilities to become an important element of the society. The first responsibility is of the parents as well to give proper attention to the child's educational achievements and to give preference to his rights (Verhellen, 2000). The public authorities must endeavor to promote the educational and recreational opportunities to every child of their region. The recent world's conference on Education for All, addressed on the development of education and for the allocation of new resources for the education sector reforms all over the world. The multiplicity of restricted conditions, complication of

\*Corresponding author: Shahzad KHAN, School of Life and Environmental Sciences, University of Tsukuba, Ibaraki-ken, Japan.

technical issues, improper allocation of financing education sector and the failure of the target achievements in the education sectors were taken into the consideration (McLaughlin, 1987). Financial support to any project or program is an initial step towards the success of the system of education sector, which require a proper monitoring and evaluation support. If the implementation orders are clearly and accurately transmitted but there is lack of financial resources the problems will be occurred in the implementation of the project or any program (Saleemi 2010). Therefore for a well-designed education policy the allocation of budget is important with well-planned monitoring system before the developing of a policy. The resource obtainability must be mentioned by the policy makers to give a successful shape to the policy. These resources are based on quality and trained staff, proper financial support for the program, building, equipment and proper material availability for the working people in policy operation. Without these resources and proper planning, the targets through policies cannot be achieved and the beneficiaries will be directly effected through weak policy management. Davis (1990) identified in his study that three main tasks must be kept in view point when the educational policy making procedure is taking place, for example, prediction, examination, data analyses necessities and objectives of the policies. (Haddad and Demsky 1995) Before these policies will be implemented an analysis of the affordability, feasibility and desirability will be taken and then will be given proper shape to launch according to the needs and deficiencies in the society. Memon (2007) plenty of barriers faced by the education sector of Pakistan, which has been discussed by many researchers, policy makers and writers, but there is still a wide gap in regional and gender disparities in Pakistan. The insufficient and incomplete school infrastructure, the tough and not friendly syllabus at schools, untrained teachers, not proper allocation of funds for primary school sector, a large amount of fund is spent on the higher education, and poor labor market, insufficient jobs. This paper is based on the review about the history of educational policies of Pakistan and its failure. The first section of the paper is based on the history of educational policies, the second section is concerned on the failure of these educational policies, the third section is based on the contribution of the international organizations and the last section of the paper is based on the conclusion of the study.

### **Historical back ground of Educational Policies in Pakistan**

For a predictable timeframe educational policies of every country has a conceptual importance for future plans in improvement in social norms and values of a society and developing the life standard of an individual. Pakistan as Islamic republic focus on Islamic ideologies and philosophical thoughts, where 1400 years ago, the ideology of Islam is to give quality education to each and every individual of the society, which is an essential element for socio-economic development of a person. Mostly the educational policies since its independence are based on the teachings of Islam in modern school system and also, provided the options for minorities in the country. The aim of the educational policies was based on the educational indicators, to eliminate the illiteracy, increase the schooling attainment at all levels and provide training and technical institute to improve the deficiencies in the educational sector. Therefore, this will result a productive, skillful creative and confident individual, who will have technological skills and will contribute to the economic

development of the country, which is the fundamental right of an individual in a society. Education is an investment in human capital. The quality and high skills for productivity is a result of systematic reforms, with the gradual time requirement, which defines the quality of the system. The mechanism of the quality of education of a country is the implementation of the policy formulation, formation, planning and the evaluation of the project (Hallak, 1995). For this purpose, plenty of educational policies were introduced in different stages, since the country came into being, the main goals of these policies were based as follows,

### **Main goals of the education policies**

- 1) Accountability and assessment measures for the better academic achievements of all the students with the help of standard reforms in national education system.
- 2) The establishment of province wise finance system for education which will be based on predictability, adequacy, equity and accountability.
- 3) Hiring high quality well trained and well qualified teachers and their viability in schools to build the skillful and effective educational support to the students in the schools.
- 4) Making of leaders for each school who will support all the students through instructional effective leadership under the management of school authorities and school governance system.
- 5) To ensure that all the provinces or states must have easy access to free and compulsory education including pre-school and full day kindergarten for every child of the state.
- 6) Also the availability of all the citizens of the country and their accessibility to every post-secondary in both practical and physical assessment.

The table below shows the period of educational policies and its implementation in comparison with the main goals. The historical background of these policies shows that due to financial and political instability these policies could not implemented due to which the educational sector is badly affected for the last several years.

### **National Education Conference: 1947**

The first conference about the National Education Policies was held in the year 1947, in Karachi. The chairperson Education Minister of the country addressed to the hall and made Committees to work with the recommendation of guidelines mentioned by the state. He proposed three dimensions of education, social, spiritual and vocational. The committees were based on the following sub-committees according to the need of the country. Scientific research and technical education, adult education, university, primary and secondary education, education committee for women, committee for scheduled caste and progressive classes and cultural relation. There was some diverse meeting by the members of the committees on the special focus of cultural contacts, scientific research, university education and technical education. Also some meetings were held on primary, secondary and women's education (Kazmi, 2005). The report was based on the first 5 years' plan, in which it was mentioned that teachers will be recruited and proper training will be given to make 500,000 literates as at that time a large number of urban population was illiterate so, this program was only focused to the urban area there were no rural area selection at that time.

**Table 1. Educational policies in Pakistan since it came into existence**

Period (year)	Policy (Name)	Features	Goals of Policies						
			1	2	3	4	5	6	
1947	National Education Conference	Objectives Scientific Research and Technical Education Adults and Women Education University Education Committee Primary and Secondary Education Committee Primary, Secondary and University Education	O	O	O				
1959	National Commission for Education Policy	Objectives The three years degree program Elimination of Illiteracy Grants for University & Religious education	O	O	O	O			
1970	New Education Policy	Objectives Importance on conceptual coordination. Highlighting on science and technology education. Regionalization of scholastic administration. Special focus on girl's education up to grade 5	O			O	O		
1972 to 1980	National Educational 1972	Objectives Universal education promotion. Equal opportunities for women Give preference to the people with disabilities. Projects for personality development. Social economic needs of society and curriculum. Integrated Science and technical education.	O	O	O				O
1979	NEP, Policy Program 79	Objectives To Attain universal enrolment for both boys and girls Renovate or recover 17,000 current primary schools To open new primary school 13000 To establish some 500 mosque schools for boys Provide tools and equipment's to 12,000 current schools To supply free text books on primary School level.	O	O		O	O	O	
1992	National Education Policy	Objectives The establishment of non-formal education center. 100% literacy rate achievement for some districts Establishment of model schools for both sexes Introducing social services for the students. Introducing the evening shift to reduce dropout rate.	O	O	O				
1998 to 2010	NE. Policy 1998 to 2010	Objectives Improve, skills and productivity through trainings Deenimadaris and modern school will be provided with same curriculum Quran obligatory from grade 1 to grade 8. Translation of the verses of Holy Quran will be taught.	1	2	3	4	5	6	
	Failure due to Political Instability	Source: Prepared by Author for the present study with the reference to the Ministry of Education							

This strategy could not have applied appropriately due to the large number of the immigrants to the organizational units and there were some administrative problems due to which the project was failed to continue.

### National Commission for Education Policy 1959

In 1959 the president of Pakistan general MohdAyub Khan implemented National commission on education, the

commission was based on the 10-year free compulsory education with equal rights for both boys and girls. The main recommendations of this commission were based, compulsory primary education for all, character building of an individual child, main focus on science and technical education, national language as medium of instruction, the three years' degree program, elimination of illiteracy, three stages religious education, establishment of university grants, the internal and external evaluation of examination system. The commission

was based on positive education policies but could not implemented due to the condition of the country under the martial law system and the commission was failed (Memon 2007).

### **The New Education Policy 1970**

The president of Pakistan once again announced that the government would give proper attention to social sectors and will focus on the problems in the education sector of Pakistan. A new educational policy was developed and the public comments were also heard. The previous proposal which was mentioned earlier was revised with some addition related to the problems. In march 1970 the new educational policy was implemented and they started to further continue their goals towards the betterment in the field of education. Importance on conceptual coordination, highlighting on science and technology education, Regionalization of scholastic administration, The Plan designed for free and compulsory universal enrolment for grade 5 by the year 1980 with special focus on girl's education attainment. At that time 90% of the 100 million illiterate people were living in the rural area and it was mentioned that this time rural people will also be focused to the increase the literacy rate and eradicate illiteracy. The literacy rate in 1970 was 21.7%, the rural literacy rate was 14.3% while the urban literacy rate was 41.5%. the female literacy rate was 11.6% while the male literacy was based on 30.2%. While the literacy rate of female in rural area was 4.7% (Kaiser Bengali 1999). Due to the war with India and the East Pakistan separation and the collapse of the military government this education policy could not implemented.

### **The Education Policy 1972 to 1980**

The national education policy was announced by Zulfikar Bhutto on 29th March 1972, this was a revolutionary policy for the philosophical declarations in the field of educational development. The main purpose of this policy was that with in a shortest possible time with the help of universalization of elementary education and to eliminate the illiteracy and an enormous adult programs for adult education, Universal education promotion, Equal opportunities for women with special provision of facilities, Give preference to the people with disabilities, Projects for personality development, Social economic needs of the society on the basis of curriculum, Integrated Science and technical education, Nationalization of all the educational institute province wise, The support of the private school systems. The strategy was focused on the construction of 61,000 new class rooms primary schools, 150,000 teachers were to be given trainings, and to give employment opportunities to the 75,000 teachers through national literacy policy. In 1972 the first phase of the program was launched, free education up to grade 8 was decided and all the public and private schools were focused to universalize the education system in Pakistan. In 1972 the 2nd phase was introduced and the free and compulsory education was further extended to the grade 10. This policy was based on many problems but it was a better approach in the direction of educational development policies. Due to many reasons this policy could not achieve all its goals but it could continue for several years till 1977. Later on the conversion took place in the universal basic education and it became agro technical studies (Parveen, 2011).

### **Educational Policy 1979 and its implementation**

The policy was adopted for the universal enrolment for the age group of (5-9) by the year 1986-87. The aim of this policy was to bring positive change in the indigenous institutions attainment and enrolment rate and bring educational development in the country. To provide quality fundamental education and increase the literacy level of all the citizen with in the country especially the young, without the differences of their caste, creed and faith for the individual productivity and increasing the socio-economic condition of an individual. The adult education program was also implemented to fulfill the requirements for literacy achievements. A total 10,000 adults were introduced. This program was designed to increase the literacy rate from 24% to 35% by the year 1983 and to further launch the program to increase the literacy rate up to 100% by the year 2010. The main purpose of this policy was, to Attain universal enrolment of boys by the year 1987 and of girls by the year 1992, Renovate or recover 17,000 current primary schools and to open 1300new primary school, to establish some 500 mosque schools for boys, also to provide tools and equipment's to 12,000 current schools, to supply free text books to all the students at primary level, directions of funds for large scale primary schools, repairing of primary schools launching programs, mohalla girl's schools, training workshops and school for mothers to be trained. This policy could not apply due to lack of financial assistance and the program was not properly planned (Ministry of Education 1999).

### **National Education Policy 1992**

A large number of educational conferences were held all over Pakistan almost all the provinces in the country. In these conferences a large number of educational administrators and educationist participated and were consisted both on primary, secondary and tertiary level of education. In 1991 the federal education minister conducted a conference in Islamabad in the capital of Pakistan which was attended by scientist, professors and teachers and also, newspaper editors and lawmakers. The aim of this conference was to discuss about the dynamic problems faced by Pakistan in the field of Educational development. The universal primary education was the main purpose of the conference to increase the enrolment rate in schools and reduce the dropout rate from schools. Objectives of the program were consisted on the following factors, which were suggested as follows, the establishment of non-formal education center for NGOs, 100% literacy rate achievement in some selected districts all over Pakistan, establishment of model schools for both male and female, introducing social services for the students, and evening shift in the schools to reduce dropout rate. There were plenty of issues related to the program, like at various district level the participation rate was very low, the progress for universal primary education was far behind the achievement rate, the dropout at primary level was so high which was 50%.Female educational attainment was very low, the issue of medium of instructions, the system has not accused to the participations made due to the quality of public instructions, the deficiency in the curricula and in the text books which were not easy to self-learning, the lowest literacy rate in the region, lack of adult literacy institutes in Past. This program could not have implemented due to the political instability and lack of the interest of the political leaders (Hussain *et al.*, 2011).

### National Education policy 1998 to 2010

The Ministry of Education designed the new educational policy in the year 1998. The 1973 constitution, article 25 consisted on the following rights for the citizens of Pakistan, as it is mentioned that all the citizens of Pakistan have equal protection of law and equal rights. On the basis of sex there will be no discrimination. This policy was focused the following objectives, according to the teaching of Islam to train and educate each and every individual which will increase their productivity and skills. Deenimadaris and modern school will be provided with curriculum in the basic needs of education at national level. Quran by reading will be the obligatory section from grade 1 to grade 8. Translation of the verses of Holy Quran will be taught. There were different issues and problems related to the policies in education which were as follows, the literacy rate was 39% which could be increased to 55% in the first 5 years plan while could reach to 70% by the year 2010. Purposeful literacy and level of productivity of the rural women of age 15 to 25 could be increased. Working children could be provided with basic education. The adolescents of year 10 to 14 could be re-enrolled who missed the school earlier to give them a chance to get better education and to decrease the inequalities in the educational level (Kazmi 2005). But government of Pakistan failed to achieve all these goals as today the literacy rate is 57% and 2.57 million children of primary school age children are still out of school which is a very big problem in the region (UNICEF 2016). In the year 2005 a review about the national education policy 1998-2010 was launched by the ministry of education Pakistan, that the national education policy, did not achieve the desired results and its performance was not substantial in several key problems, including the equity, quality and access to educational opportunities. Therefore, the Million Development Goals, Education for All and all other challenges in the field of educational development and the commitment of the government of Pakistan were not fulfilled (Ahmad *et al.*, 2009).

### National Education policy 2009-2015

The national education policy 2009 was formally accepted by the cabinet by 19<sup>th</sup> April 2010, and it was based on the Inter Provincial Education Minister Conference (IPEMC), which was consisted on all the provinces of the country, (Khyber Pakhtunkhwa, Panjab, Sindh, Baluchistan, and other Parts like FATA and Gilgit Baltistan) it was decided in the conference that according to the 18<sup>th</sup> amendment the provinces will be provided their own part for financing the education problems (UNESCO 2009). The policy of 2009 is based on the review of the previous policies and is decided for improved appointment of policy execution for the development of education sector. The latest education policy 2009-2015, has been based on the issues addressed by the International Institute for Educational Planning (IIEP) established by UNESCO and its framework. Which is based on equity, quality, structure, management, administration, financing, curriculum, planning techniques and modern approaches. The policy is also based on proper monitoring and evaluation process. However, the policy implementation is limited due to its frame work for development and the financing problems, with the view point of political instability and the targets for economic growth, this policy could not achieve all the targets for educational development. And the desired targets for the sustainable development goal (SDGs) (Ahmad *et al.*, 2009).

### Failure of the educational policies

The research conducted by different authors and their discussions highlighted the main causes for the failure of the educational policies. Sattar and Rizwan (2012) stated in their studies that the disappointment in educational policy making is due to the lack of institutional development and improper planning in the country. There are number of constraints in the education sector of Pakistan and this is due to the political instability and inadequate distribution of power among the political leaders. Since 1947 when Pakistan came into existence there is continues failure in the education reforms and policy making. Chaudhry (2005) stated that there were plenty of education sector reforms, employed by the government for the rationale of eradicating the literacy rate and to provide the quality of education to the people of Pakistan. But due to plenty of problems all the reforms were unsuccessful due to socio-economic and governmental variability in Pakistan. Sattar (2012) described that the inadequate funding, lack of political commitment, insufficient infrastructure and inappropriate budget distribution is the main causes of weakness in non-implementation of educational reforms in Pakistan. The government of Pakistan must take the initiatives to improve the policy and focus the education sector as Pakistan is far behind the world. Before designing the policies for the education sector the policy makers and political administration must see the past experiences in the failure of their policies, they must ensure the budget allocation and proper monitoring and evaluation cell will be established to look after the whole project. Carley and Derow (1980) the enactment of policy in conflictive societies has plenty of challenges, which is affected by the methodological and political concerns. Williams and Cummings (2005) To develop the execution of new educational policies for a governmental system, which is based on technical and mythological enactment, the efficiency and child's achievements, funding allocation on time, quality, equity in educational opportunities and proper monitoring and evaluation process. The problems related to the education sector in developing countries is mostly due to the difficulty in their economic progression, thus they are investing in vocational trainings in both secondary and post-secondary education and the denial for basic education which creates problems for their future human resources and economic growth (Carny and Samoff, 1999). There were several funds and loans granted by the UNICEF, World Bank, USAID and the UK funds, but all the funds and loans were not properly utilized to the related issues in the education sector, due to deficiencies in other sectors the funds were transferred to many other projects and the inflexible variability and insurgency was the main reason for Pakistan's poor educational policies discontent and weakness. As today 25 million children in Pakistan have never been to schools and Pakistan has the worst position in education sector in South Asia, it has to focus the education sector because in future Pakistan will face plenty of challenges for its future generations. The government must address this issue through conferences and seminar and must launch some awareness programs among the individual person of the society.

### The initiatives taken by the international community

Foreign funds for supporting the education sector in Pakistan played a significant role both multilateral and bilateral aid for education has been received by the government for the last few decades while in 2002 the aid to education was 20 million

(USD) which has been increased up to 432 million (USD) in the year 2012. Currently Pakistan is in the top ten countries who receives the foreign aid to education, the main reason for that large amount of donation by international community is the security and geopolitical importance of the country (Malik and Rose 2015). The international community's understanding of the childhood rights and its issues played a significant role in educational development in the regional problems as well as in the individual country's policies and objectives for educating their children. Plenty of international conferences have been conducted in support of children's basic education problems. The United Nations General Assembly, UNICEF, WHO, UNFPA, UNESCO, World bank and other international organizations have all developed different plans and program, have been focused the different issues related to the educational attainment and have given proper attention, both financially as well as practical enactment for the eradication of the global out of school children issues. Despite the number of international and local organizations are involved in making the policies and implementations for the schooling attainment there is still a big gap in the schooling attainments and the targets that have been plagued by the international community and the regional organizations.

According to UNESCO (2016), the recent effort by the Education for All, which is consisted on six goals and focused the learning requirements of all children, youth and adult in the year 2015. It was the global commitment for all the children, youth and adults to deliver excellent elementary education. The program was launched at World Conference in 1990 by World Bank, UNESCO, UNICEF and UNDP, it was decided to universalize the Primary education and to eliminate illiteracy by the end of 2015, which was based on the following goals.

- 1) It was constructed on the disbursing of early childhood care and compulsory education for those vulnerable children who are in need to the accessibility of education.
- 2) The ensuring of free and compulsory primary education for all children, especially for girls and those children who have difficult circumstances,
- 3) Give an insurance to the young people and adults to learn appropriate learning and life skills programs.
- 4) 50% improvement in adult literacy especially for women by the year 2015 was the area.
- 5) The target was the gender equality by the year 2015 and to eliminate the gender disparity.
- 6) To improve all the education quality level by the year 2015.

The UNESCO and the OECD has unforgettable efforts in collecting and analyzing the statistics related to educational development all over the world. These international bodies have their own regional offices in developing countries and have the concerns related to the educational divisions. Their main emphasis is working with the ministry of education of the countries worldwide and collecting the statistical data, related to enrollment rates in schools, literacy rates of the population of all ages, number of institutions, teachers, graduates and the expenditure as % of GDP on education. Also, the UNESCO Institute of Statistics (UIS), which was established in 1999, has also brilliant effort in providing the up to date statistical data information about the educational concerns which is much helpful for the policy making processes (Yuto Kitamura 2009). It is uncommon that children are accessed as they are the key

stakeholders and eminence facilities are to be existing for them. It need to be identified through a statistical finding, which is not possible without the relevant data about the problems faced by the child in the same region (Hill and Dixon 1999). Therefore countries all over the world using the statistical data indicators related to education, which is much informative especially for the developing countries in making their policy evaluation and is essential for improvement in reforms and policy implication. The international donor agencies and their efforts are significantly important for the developing countries. In spite of billions of dollars of donations, funds and loans for educational development Pakistan was unable to implement a successful educational policy to achieve the targets in educational attainment. The continues failure in educational policies since Pakistan came into existence has created plenty of challenges for the socio-economic development of the country.

### Conclusion and Recommendation

The main purpose of this paper related to the educational policies was to give an attention to the educational policies and to understand why these policies were failed to implement. A total at least nine booklets were based on the educational policies since the partition of the country and only 1972 document was implemented the remaining all of the other official documents related to educational policies were failed to deliver to the public benefits, this is due to improper management system of public sector of Pakistan and the political instability. The government of Pakistan must take the initiatives to improve the policy and focus the education sector as it is far behind the world in its educational attainment. Before designing the policies for the education sector the policy makers and political administration must see the past experiences and the failure of their policies, they must ensure the budget allocation and proper monitoring and evaluation process. There were many funds and loan granted by the international community and plenty of other organizations around the world but all the funds and loans were not properly utilized in to the education related problems. As today 25 million children in Pakistan of primary lower secondary school age have never been to schools and Pakistan has the worst position in education sector in South Asia, this is due to the improper planning for the deficiencies in education sector (UNESCO 2016). It has to focus the education sector because in future Pakistan will face plenty of challenges for its future generations. The government must address this issue through conferences and seminar and it is essential to launch some awareness programs among the individual person of the society. The importance and scope of the educational policies and its planning is the need and requirement of a society, therefore the administrators, planners and policy maker have more awareness about the significant effect of policy implementation (Haddad and Demsky, 1995).

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