

Gender in Education: Knowledge, Attitude and Practice (KAP) Assessment

Gender in Education Policy Support Project
(GEPSP)



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Attitude and Practice (KAP) Assessment**

**Education Policy Makers and Implementers at Federal,
Provincial, District and School Levels**

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Executive Summary

During the last decade significant reforms and changes have taken place both at the policy and operational levels in education sector of Pakistan. As a result of these reforms some improvement has been witnessed in education indicators, however, Pakistan's performance on gender related education indicators is not yet satisfactory in comparison with many other countries. The disparities between enrollment rates, retention, attainment, number of schools and overall literacy rate of boys and girls in Pakistan point towards the lack of responsiveness of the system to the gender needs and issues in education policy, planning and implementation.

Most of the efforts and initiatives of the Government during past one decade largely focused on improving service delivery through quantitative supply-side interventions. The efforts from the government included more stipends for girls, increase in number of girls or mixed schools, recruitment of more female teachers, mobilization of parents to send their girls to school, etc. Although such interventions have reduced gender gap to some extent, but still gender insensitivity of policy frameworks besides capacity gaps at planning and implementation levels pose pressing challenges to the education system of the country.

Realizing the need for gender mainstreaming to address the qualitative issues such as gender insensitive policies, gender stereotyping in curriculum design and lack of gender responsive budgeting and service delivery, the Ministry of Education, Government of Pakistan in collaboration with UNICEF and Department of International Development (DFID) initiated implementation of Gender in Education Policy Support Project (GEPSP). GEPSP is aimed at building capacities and sensitizing the policy making and implementation processes within the Ministry and its attached departments to improve gender parity and equality in education. An initial exercise for the implementation of this project is Knowledge, Attitude and Practice (KAP) assessment, which has been implemented with the technical support of Institute of Social and Policy Sciences (I-SAPS).

KAP assessment was carried out at federal, provincial and district levels with education policy makers and education managers at various levels, curriculum developers and textbook writers as well as head teachers and teachers of both public and private sector schools. The assessment aimed at assessing gaps in the existing knowledge, attitude and practices of education policy makers and implementers with reference to gender in education.

The assessment findings highlight that the education policy makers and implementers at different governance levels lack knowledge and understanding of not only the basic gender concepts and issues but also about the policy framework and key policy objectives. At the same time a significant number of education policy makers and implementers were not familiar with the concepts and tools used for gender responsive budgeting, need-based planning, gender sensitive policy making and use of education management information systems.

The attitude of most of the policy makers and implementers was not completely gender insensitive, however still there is need for improvement in attitudes (see charts 8, 9, 10 and tables 25 & 26 in section III). The policy implementers, curriculum developers, textbook writers and teachers were mostly in favour of gender specific job segregation and subject selection (see table

27 in section III and table III in Annex I). Moreover, the survey respondents also expressed views which promote gender stereotypes and most importantly they were not in favour of the gender role reversal. The missing links at practice and policy implementation level were also highlighted during this assessment. For example, around 35 percent of policy makers and implementers reported that they did not take any step, at their respective level of education governance, for reducing gender disparity and improving girls' access to education.

Based on the findings of this assessment a number of recommendations have been provided along with a capacity building plan. The recommendations have been provided to create an enabling environment, bring improvement at organizational level and enhance capacities at the individual level. The recommendations are briefly described here:

Creating Enabling Environment: The assessment suggests that for creating an enabling environment education policy framework should be made more sensitive to gender issues not only focusing on quantitative interventions but also introducing qualitative improvement in policies, curricula design, program strategies, etc. Moreover, there is also a need to ensure maximum involvement of female professionals of MoE, national institutions, provincial departments of education, district education departments and related institutions in the policy making, project design besides program development and implementation processes.

Gender responsive budgeting and need-based resource allocation is another important area that needs special attention of the policy community for creating an enabling environment to improve gender parity. This study also recommends that while implementing poverty reduction strategies and introducing financial incentives like income support programmes, Government should tie them with the girls' enrollment and retention in schools. Such an arrangement will not only work as a financial aid for the poor families but will also serve as an incentive for improving girls' education.

In order to improve the teaching learning environment at schools, there is a need to provide basic missing facilities, improve the condition of existing facilities, improve curricula and textbooks besides gender sensitization of teaching and support staff.

Improvements at Organizational and Institutional Levels: The KAP assessment also helped identify some areas of improvement at organizational and institutional levels, which include institutional environment, knowledge management and information sharing systems, procedures for staff recruitment, composition and promotion, as well as practices for ensuring gender mainstreaming and achieving gender parity. The gaps at organizational and institutional level can be bridged by ensuring equity in the number of male and female staff at federal, provincial and district education departments and by ensuring effective participation of female staff in decision making processes. There is also a need to provide equal opportunities to both male and female staff for personal growth, professional development, and promotions besides improving working conditions for women. Steps should also be taken for facilitating participation and even representation of women in various institutional structures created for the management of financial resources.

Capacity Building: In the light of findings regarding knowledge gaps, attitudinal issues and missing practices at the individual level, a number of trainings have been recommended in this study.

in order to build capacity of policy makers and implementers regarding gender and related concepts, education policy, gender responsive budgeting, need-based planning and implementation at various management levels. The recommended training modules range from the basic concepts for gender sensitization to the more complex analysis frameworks, budgeting procedures and audits for gender responsive policies and budgets. The proposed trainings would improve functional capacities and knowledge of policy makers and implementers besides sensitizing them about gender and related concepts.

The findings and recommendations of this assessment would help the Ministry of Education and its partners set priorities and sequence interventions for ensuring gender mainstreaming in the education policy and its implementation.

SECTION I: INTRODUCTION AND METHODOLOGY

Context of the Study

Pakistan's education system is riddled with several inadequacies from the standpoint of gender equality. Though, over the years, several efforts and policy commitments have been made to fill the gender gaps in education system of the country, but so far very little progress has been achieved with reference to reducing gender disparity and creating enabling environment for providing equal opportunities to girls. There is convincing evidence available to suggest that inadequate policy provisions, poor planning and policy implementation besides insufficient budget allocations for girls' education have exacerbated the situation.

The Education data provides enough evidence of gender disparities in enrollment rates, retention, attainment rates and number of schools for boys and girls. For example, out of every 100 children enrolled at the primary level in 2006-07, the girls were 43.52% compared to 56.48% boys whilst the gap is more acute at the secondary and tertiary levels, and particularly, in rural areas.¹ Similarly, the overall literacy rate is considerably lower for women (42%) as compared to men (67%), whereas in the rural areas, these percentages stand at 30% and 60%, for women and men respectively.² District-level studies also show similar disparities. For example, gender-aware beneficiary assessments of education conducted in Jacobabad, Gujrat and Rajanpur have shown that significant inequality in access exists even in developed urban areas of these districts.³ Such disparities are undermining the government's commitment to provide education for all according to the national policy objectives and Millennium Development Goals on one hand, and reinforcing social inequality in all domains of life, on the other.

In view of the persistent gender gaps in education sector the realization for integrating gender in education policy has increased significantly in Pakistan, in recent years. This is evident from greater consideration of gender issues in National Education Policy, 2009, education sector reforms programmes, action plans, and various projects that have been executed by the government, development assistance agencies, and civil society. However, it is felt that the national policy, sub-national strategies, and service delivery in education tend to address gender inequality, mainly through supply-side interventions such as provision of more stipends, increase in number of girls or mixed schools, recruitment of more female teachers, mobilization of parents to send their girls to school, etc. Such interventions have reduced the gap to some extent, but still it poses pressing challenges to the education system of Pakistan, which highlight the need for comprehensive policy response and system-wide change.

There is no denying the fact that the efforts for addressing gender inequality in education are less likely to be fruitful unless the key institutions of planning, policy formulation and implementation are involved in a sustainable way. A system-wide change is possible only if gender is mainstreamed in the policymaking process by involving the Ministry of Education

¹ These percentages have been calculated from the data on enrolled students given in *Pakistan Education Statistics 2006-07*, Academy of Educational Planning and Management, Ministry of Education, Islamabad.

² Federal Bureau of Statistics, *Pakistan Social and Living Measurement Standards (PSLM) 2006-07*, Islamabad.

³ Consumer Rights Commission of Pakistan, *Gender-Aware Beneficiary Assessments, Gujrat and Rajanpur (2007) and Jacobabad (2008)*, Gender Responsive Budgeting Initiative, Ministry of Finance, Government of Pakistan.

(MoE), Policy and Planning Wing (PPW), Policy and Development Division (PDD), Academy for Educational Planning and Management (AEPAM), provincial education departments, universities, National Book Foundation (NBF), Curriculum Wing (CW), Text Book Boards, etc. These institutions have a large number of staff, but few among those are gender sensitive or possess the knowledge and competencies to apply gender lens in their official work. The MoE, for example, has only one gender focal person who has specialized training and represents the Ministry at the national or international gender-related workshops, trainings and forums, whereas other staff members have little awareness on gender issues.

An analysis of the education policies informs that although gender inequality has been identified as one of the key challenges of the education sector, but these policy documents do not outline comprehensive policy response to deal with the issue. This state of affairs informs that the existing attitudes, knowledge and practices within the educational policy domain appear to be largely indifferent to the complexity of gender issues, or the stakeholders are deficient in the capacities that are needed to apply gender lens in the decision-making. This situation necessitates strengthening of the individual and institutional capacities for mainstreaming gender in education policy at the federal as well as provincial levels.

The capacity deficit at institutional and individual levels is partly due to the inability of the staff development programmes to provide adequate exposure to the information and available data on gender inequality. Moreover, these programmes do not provide sufficient knowledge and skills to policy makers and implementers for seeing through their work from gender perspectives. On the other hand, there is no systematic mechanism for assessment of the staff's attitudes, knowledge and practices about gender, which have a bearing on their role in the planning, policymaking and implementation. In this backdrop, the Knowledge, Attitude and Practice (KAP) assessment under GEPS is a coherent and comprehensive initiative for identifying core issues, assessing needs, establishing priorities and sequencing interventions for mainstreaming gender in education policy making and implementation.

Objectives

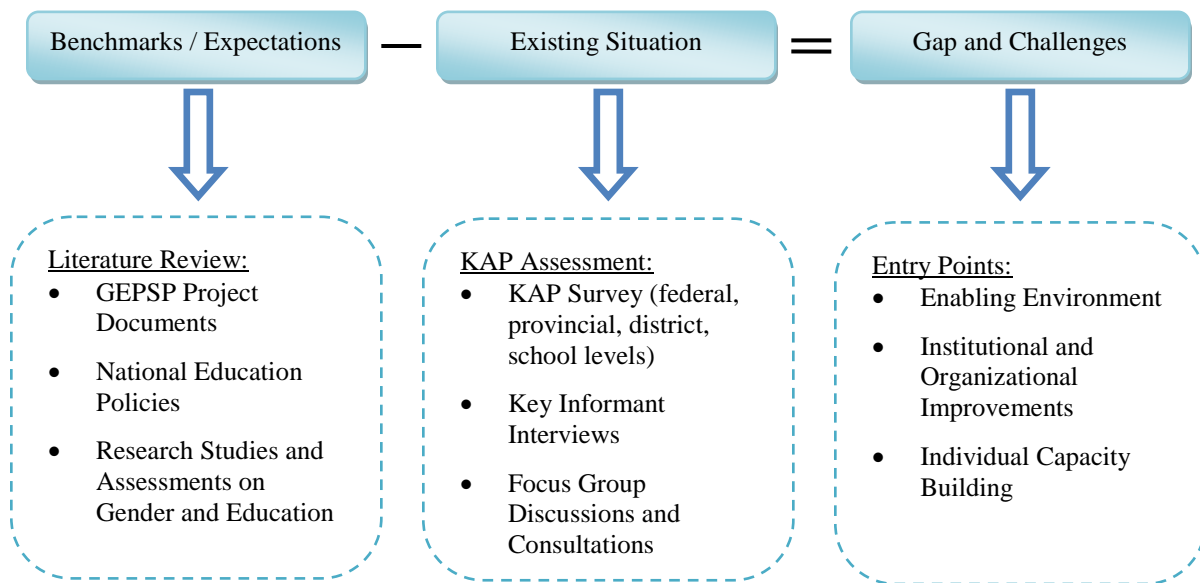
The main objective of the assessment is to design and conduct a Training Needs Assessment (TNA) of stakeholders for strengthening the policy planning and implementation so as to mainstream gender in education at the federal, provincial and district levels. Specific objectives are to:

- Map the existing gaps in Knowledge, Attitudes, and Practices related to gender; and
- Identify the capacity development needs for addressing these gaps at the individual, institutional, and policy-making levels and implementation processes.

In this way, the KAP/TNA serves as a baseline of the existing capacities on one hand, and as a guide for GEPS interventions to target the identified gaps in a precise manner, on the other.

Methodology and Framework of Analysis

For knowledge, attitude and practice (KAP) assessment of policy makers and implementers a participatory methodology was employed that comprehensively captured the needs and gaps at various levels. The KAP exercise helped identify and analyze the gaps between what currently exists in education policy planning and implementation vis-à-vis what is needed in the future for addressing gender issues in education policy and its implementation. The framework of analysis for this study was based on identification of the gaps in the existing system by comparing the knowledge, attitude and practices with the benchmarks and expectations. The benchmarks and expectations were identified through literature review which included review and analysis of the national education policies, rules and regulations besides research studies and assessments on the topic. Following figure illustrates the broader framework of analysis used for this study:



The assessment process included literature review, a knowledge attitude and practice (KAP) survey at federal, provincial, district and school levels, key informant interviews with education policy makers and implementers at federal, provincial and district levels, focus group discussions at school and district levels besides provincial consultations. For the purpose of KAP survey questionnaires were developed for each major stakeholder group i.e. policy makers (at all three tiers i.e. federal, provincial and district), academic material (curriculum and textbooks) developers and teachers. Each questionnaire gathered information about the current knowledge, attitude and practice of the respondent groups. Moreover, key informant interviews, focus group discussions and provincial consultations were also conducted to collect qualitative data in order to identify core issues and capacity gaps.

In order to undertake KAP survey a sample of total 2810 respondents was covered from different tiers. The sample included 50% of the professional staff of ministry, 25% staff of selected national institutions, 15% staff of provincial departments of education and institutions, around 40 respondents from district management, and 2500 teachers. This sample was carefully designed to improve research quality and analysis. Moreover, 05 focus group discussions (FGDs), 04 provincial consultations and 18 key informant interviews were also conducted during this

assessment. The KAP survey was carried out in district Islamabad and 12 districts selected from four provinces thus covering 13 districts in total (see heading 1.1, 1.2 and 1.3 in section III of this report for details of sample for each group of respondents). Within each province diverse districts have been selected which represent range of gender disparity with reference to literacy rate of boys and girls besides rural-urban composition. For the purpose of this assessment both districts with less gender disparity in literacy rate and the districts with high gender disparity in literacy rate were selected based on the data provided in Pakistan Social and Living Standards Measurement (PSLM) Survey, 2006-07. Following table describes sample distribution in detail.

Table 1.A: District-wise Sample Distribution for Teachers' Survey

Name Of District / Province	Selected Sample						Grand Total		
	Public			Private			Both Public Private		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Batagram	85	0	85	20	0	20	105	0	105
Haripur	76	27	103	17	15	32	93	42	135
Peshawar	74	38	112	19	29	48	93	67	160
NWFP	235	65	300	56	44	100	291	109	400
Bahawalpur	152	72	224	29	31	60	181	103	284
Lahore	76	98	174	30	74	104	106	172	278
Jhelum	115	52	167	22	24	46	137	76	213
Khushab	132	53	185	22	18	40	154	71	225
Punjab	475	275	750	103	147	250	578	422	1000
Karachi City	30	172	202	30	73	103	60	245	305
Jacobabad	123	22	145	11	14	25	134	36	170
Shikarpur	83	20	103	12	10	22	95	30	125
Sindh	236	214	450	53	97	150	289	311	600
Sibi	83	34	117	22	12	34	105	46	151
Lasbilla	60	48	108	19	22	41	79	70	149
Balochistan⁴	143	82	225	41	34	75	184	116	300
Islamabad	75	75	150	25	25	50	100	100	200
Total	1164	711	1875	278	347	625	1442	1058	2500

⁴ Initially districts Quetta and Khuzdar were selected for the purpose of this study. However, due to winter vacation in schools at the time of data collection the districts were replaced with Sibi and Lasbilla in consultation with Ministry of Education and Provincial Department of Education, Balochistan.

Structure of the Report

The findings and analysis of policy and literature review, KAP survey, FGDs and key informant interviews have been presented in this report. The report not only provides information about the gaps and issues in education policy documents but also identifies the knowledge gaps, attitudinal issues and capacity needs of the education policy makers and implementers. The report highlights gaps between what is currently available in education policy planning and implementation and what is needed in the future for addressing gender issues in education policy and its implementation. It also provides recommendations to help out-line future strategy for building competencies and capacities of policy makers and implementers. All key findings and information collected using various analysis techniques and sources have been presented in the sections two and three. In both sections the data collected through different sources has been cross-referenced to provide a comprehensive analysis.

SECTION II: SITUATION ANALYSIS AND LITERATURE REVIEW

The present section presents an analysis of the education policy framework, reflection of gender issues in it and responsiveness of policy to such issues. Moreover, the state of gender disparity has been discussed with reference to education indicators, data and various research studies carried out by different organizations and researchers.

Gender Gaps and Pakistan's Educational System

Gender disparity is a persistent issue in the education system of Pakistan due to a number of reasons. Few major reasons include low levels of public spending (supply-side inadequacies and under investment) in girls education, high rate of poverty, cultural constraints to girls education, high ratio of missing facilities in schools and fewer number of schools and female teachers for girls. The Economic Survey of Pakistan (2008-2009) tells that female literacy rate is 44%, which lags far behind than literacy of boys which is 69%. The Survey also highlights gender gap in over-all school attendance which, during 2007-08, was 46% for women and 71% for men. Enrollment in primary education is another area marked by wide gender disparity. During 2007-2008, gross enrollment ratio for primary (5-9) male students was 97%, whereas for female students the same was 83%. Net enrollment ratio of same age was 59% for male students and 52 % for female students.⁵

On the Gender related Development Index (GDI) for year 2009, Pakistan stands at 124th position out of 155 countries and on Gender Empowerment Measures (GEM) Pakistan's position is 90th out of 109 countries⁶. The Gender Parity Index (GPI)⁷ highlights gender disparity of Pakistan's educational system which was 0.64 during 2007-08. The GPI varies considerably across regions and educational levels in the country. For example GPI for middle schools during 2007-08 remained 0.77 (Economic Survey of Pakistan 2008-2009), whereas the same was 0.75 for secondary education during the same period. Similarly, GPI on the basis of literacy rate 10 years and above is 0.69 in Punjab whereas it is far lower in Balochistan which is 0.35.⁸

Gender gap also persists in terms of number of institutions at various levels. For example, in the total 157,525 number of primary schools, only 29 percent are female schools out of total 39,639 middle schools only 20 percent are girl schools. At secondary level female schools comprise only 18 percent i.e. 4159 out of total 23,551 secondary schools. In total 1208 arts and science colleges, female colleges are 529. In total 432 professional colleges, female share counts just 23 colleges. In total 51 universities, female universities are only 3 in numbers.⁹ Along with this huge disparity in the number of educational facilities there also exist huge gaps in the number of male and

⁵ Government of Pakistan, 2009, *Economic Survey of Pakistan 2008-09*, Ministry of Finance, p.158-159

⁶ United Nations Development Program (UNDP), 2009, *Human Development Report 2008-09, Overcoming Barriers Human Mobility and Development*, p. 185.

⁷ The GPI measures progress towards gender parity in education participation and/or learning opportunities available for women in relation to those available to men. A GPI equal to 1 indicates parity between females and males. In general, a value less than 1 indicates disparity in favour of boys and a value greater than 1 indicates disparity in favour of girls.

⁸ Economic Survey, op. cit.

⁹ . Government of Pakistan, 2009, *Pakistan Statistical Year Book 2008*, p.117.

female teachers besides their qualifications. The difference between number of male and female teachers and their qualifications is given in the table 1:¹⁰

Table 1.B: Number of Male and Female Teachers and their Qualifications

Public Sector Teachers							
Academic Qualification/Gender	Attainment of Professional Qualification						
	No. of Teaching Staff	P.T.C	C.T	B.Ed	M.Ed	Other Trained	Un-Trained
All Areas							
Total	672,306	254,600	97,184	171,672	54,303	52,695	32,096
Matric	167,581	143,619	8	14	6	13,634	8,768
F.A/F.Sc.	129,259	67,454	45,309	31	4	9,106	5,942
B.A./B.Sc./B.Com./BCS	196,330	38,431	41,674	96,884	4	10,772	6,331
M.A./M.Sc./M.Com./MCS	166,736	4,871	10,043	74,245	53,250	12,330	8,401
M.Phil	2,850	51	85	364	658	1,073	226
Ph.D	1,080	20	9	56	201	531	73
Others	8,470	154	56	78	180	5,249	2,355
Female	258,577	105,654	37,076	64,323	16,843	17,003	14,089
Matric	76,809	67,601				4,514	4,074
F.A/F.Sc.	52,644	25,804	19,868	2		3,563	2,846
B.A./B.Sc./B.Com./BCS	71,236	10,871	14,301	38,550		3,745	2,959
M.A./M.Sc./M.Com./MCS	55,383	1,297	2,841	25,641	16,404	4,030	3,736
M.Phil	914	15	39	81	289	366	76
Ph.D	263	19	8	24	69	106	19
Others	1,328	47	19	25	81	679	379
Male	413,729	148,946	60,108	107,349	37,460	35,692	18,007
Matric	90,772	76,018	8	14	6	9,120	4,694
F.A/F.Sc.	76,615	41,650	25,441	29	4	5,543	3,096
B.A./B.Sc./B.Com./BCS	125,094	27,560	27,373	58,334	4	7,027	3,372
M.A./M.Sc./M.Com./MCS	111,353	3,574	7,202	48,604	36,846	8,300	4,665
M.Phil	1,936	36	46	283	369	707	150
Ph.D	817	1	1	32	132	425	54
Others	7,142	107	37	53	99	4,570	1,976

The above details highlight the gravity and sensitivity of the issue of gender disparity in the educational system of the country. More detailed analysis informs that gender gaps are more prominent in rural areas than the urban. The persistence of these issues also indicates that policy framework of the country has not been much successful in providing adequate and sustainable policy response to these issues. A detailed review and analysis of various education policy documents and plans would give an insight into the challenges related to education policy, planning and its implementation.

¹⁰ National Education Census 2005.

Gender and Education Policy Framework

A review of education policy making history in Pakistan tells that since 1947 in all its national education policies, five year plans, programs and strategies, almost every government has adopted same pattern of highlighting issues related to girls' education followed by new proposals related to service delivery for improving girls' access to education. However, these policies were not successful in achieving their gender parity related targets owing to political and policy inconsistency, lack of skills and expertise in the policy implementers, very low participation of women in the policy making and at executive posts in major educational institutions and departments besides lack of coordination amongst various departments.

The National Educational Conference in 1947 was the pioneering initiative which defined government's policies and commitment to education. It not only highlighted the concept of equality in the light of Holy Quran but also introduced steps like setting-up co-education schools at primary level, establishing industrial homes for providing vocational training to women and allocating 50 percent of the adult education related budget for women. The conference also recognized significance of female teachers for promoting girls education. However, gender related issues in the curriculum, budget, teachers' capacities and learning environments were not comprehensively covered by the policy makers at that time. In the conference it was suggested that:

“Domestic science and home-nursing should be introduced as compulsory subjects in the curriculum. (P-24)”

This policy statement informs that even the education system of the country was aimed at grooming the female students to only meet their domestic responsibilities, instead of improving their knowledge and skills to enhance women's participation in the other spheres of the society. This is indicative of the fact that since its inception the education policy framework in Pakistan has not been much sensitive to the issues of gender discrimination and gender stereotyping.

The 1947 conference was followed by another National Education Conference in 1951, which led to the formulation of National Plan for Educational Development (NPED), 1951-1957. The participants of National Education Conference, 1951 agreed to establish separate colleges for women. This commitment of the Government was stated as:

“Although there are colleges where students of both sexes study, the special social conditions of Pakistan require separate colleges for women. (P-393)”

This policy approach encouraged the segregation of the Pakistani society on the basis of biological differences between women and men having a view of cultural norms and values; which continued for many years. Eventually, this policy approach restricted opportunities for women's participation in different fields of life and segregated the subjects, knowledge domains and jobs into male and female domains. This may have been the starting point for 'social exclusion' during early years after independence.

However, due to high influx of migrants from India the policy makers were not much successful in achieving their physical targets including the targets set for the education sector. Moreover, the second national education conference and NPED did not recommend any concrete policy actions for dealing with gender disparity and related issues.

In 1959 the National Commission on Education comprehensively reviewed the education system and recommended compulsory schooling for age group 6-11 within 10 years and for 11-14 within 15 years. The commission also highlighted the need for diversifying curricula to introduce technical/vocational subjects in secondary stages and enhancement of middle level technical (poly-technical) education. As far as female education was concerned the Commission recommended that:

“In the future expansion of primary education the facilities provided for girls should be equal to those provided for boys. (P-195)”

Moreover, the Commission also recommended for the provision of better opportunities and facilities to female teachers at primary level. It was suggested that”

“Women are ideally qualified to teach in primary schools, particularly in the first three classes. Steps should be taken to recruit women teachers by making terms of service acceptable to them and providing residential accommodation. (P-187)”

Although, recommendation for increasing number of female teachers at primary level is quite encouraging but the above statement on one hand gives an impression as if the female teachers have the ability to teach only at primary level and not beyond. On the other hand, this policy statement is indirectly also conforming cultural perceptions and taboos that female teachers should not come into interactions with students, particularly the boys after class 3. At the same time, the conference again recommended opening of departments of home economics only in women’s colleges and in the universities. These two recommendations of the Commission indicate that the education system was promoting the gender stereotypes of the society.

When viewed from a gender lens the Hamood-ur-Rehman Commission Report, 1966, placed all its emphasis on the issue of having co-education institutions or opening separate schools for girls. The report highlighted the issue and recommended opening of few separate institutions for girls. The Commission Report states:

“We realize that to cater to the needs of the orthodox section we must have some institutions where they can send their girls with an easy mind.....In the end we would urge all co-educational institutions to provide all due amenities to their women students.”

Once again the issues related to girls access to education facilities, dearth of female teaching staff and gender stereotypes in the curriculum were not given much consideration. Besides, the Hamood-ur-Rehman Commission Report mentioned the demand for separate girl schools and university as a demand of the orthodox section of the community which is without any real justification. On the other hand, the proposal for New Education Policy, which came forward in

July 1969, highlighted fewer number of girl schools as a major reason for low female enrolment rate. The policy stated that:

“The enrolment of girls in primary schools is no more than 20% of the total enrolment at that stage. The situation is even worse at higher levels. There are two main reasons for the low enrolment of girl students. One is economic and the other social.The second reason for the low enrolment of girls is the fact that many parents, for social reasons, do not want girls to attend co-educational institutions, particularly those which have male teachers. This is understandable, and therefore it is necessary to provide more institutions which are exclusively for girls. (P-42)”

This indicates that the national education policy framework was not responsive to various gender issues which were persistent in the education system and all the policies kept shifting their goal posts regarding girls’ education. Moreover, presence of women in educational administrations and policy making process was also not given much importance.

The New Education Policy of 1970 was in consonance with the issues highlighted and recommendations given in the proposal of 1969. Policy recognized that a major cause of low female enrolment is parents’ reluctance to send their girls to co-education schools. To address this issue policy recommended establishment of separate girl schools and encouraged recruitment of female teachers in these schools. In addition, the Policy also suggested relaxation in the qualification conditions for ensuring availability of female teachers in rural areas. However, gender issues related to curriculum, textbooks, female participation in education administration and higher education were not addressed comprehensively in this policy.

The Education Policy, 1972-1978 aims at equalizing girls’ access to education in all areas in general and in backward areas in particular. It emphasizes over special facilities for education of women and other under-privileged sections of society. But this objective in first line is partially covered in proceeding details. It emphasizes that number of female teachers will be increased at all levels, especially at primary level. Further, it suggests relaxations in required qualifications for recruitment of female teachers. A noticeable policy recommendation is replacement of male primary teachers with female teachers which is envisaged to increase girls’ enrolment and retention rates. The policy states:

“At present, the proportion of women teachers in primary schools in Pakistan is less than 30% as against 71% in USSR and over 75% in USA. It is proposed gradually to replace male primary teachers with female teachers. This will remove one of the major hurdles in the way of education of girls, because there will be no objection to their studying with boys if their teachers are women. (P-23)”

Although policy suggests affirmative actions for improving girls’ access to education, but still it is not fully responsive to gender issues in education system. The issues of absence of special facilities for women in higher education remained un-entertained and under the student welfare schemes women were not duly treated. Moreover, in curriculum review program gender prospective was not given due consideration.

The National Education Policy, 1979, embodied special chapter over female education. It aimed at laying solid foundations at primary level to achieve universal education among females by 1992. Policy recommends establishment of 5000 *Mahallah* schools with female teachers to provide better educational facilities to girls students. The policy suggested promotion of gender roles through curricula. It articulated:

“Curricula for female education will be related to the distinctive role assigned to women in an Islamic society, and to provide education up-to the highest level to girls in separate institutions. (P-03)”

Moreover, Policy intended to establish separate women universities in both Lahore and Karachi and for higher education of women subject of home economics was also extended horizontally as well vertically. Despite making various supply-side interventions for improving girls access to education the policy had serious limitations with reference gender equity and equality. In *Mahallah* schools, for example, courses were limited to teaching of Holy Quran and Islamiyat only and in village workshop schools women were not included.

The National Education Policy 1992 sufficiently recognized the importance of female education and pledged commitment for its improvement. The policy envisaged to promote female education through a combination of formal, informal and distant education initiatives, especially in rural areas. These initiatives included establishment of quality Model Primary School at the Union Council Level, introduction of mixed Primary School in provinces and lowering teachers’ qualifications to attract more female population towards the teaching profession. Moreover, the policy also pledged to increase salary of teachers of *Muhallah* schools, provide financial grants to the private schools involved in female education and give scholarships to talented rural female students.

Although the policy states that ultimate aim of education is to eliminate disparity yet it demonstrates lack of responsiveness to gender disparity when it suggests opening-up of male vocational high schools at tehsil level and female vocational schools at district level. Besides, no measures have been suggested for promoting women participation in educational administration and in the program of computer literacy facilities for women education are hard to find.

The National Education Policy, 1998-2010 was formulated amidst the environment when there was much emphasis on women rights. This policy is gender inclined as in introduction it commits to reduce gender disparities at all levels of education and importance of women education was recognized as a key factor for social development. One objective of the policy was to ensure that all boys and girls enter into secondary education. In order to achieve its objectives and meet its commitments the policy suggests separate categorization of female schools and teachers, age relaxation for recruitment of female teachers, staffing of new primary schools with female teachers, expansion of distant education and promotion of higher education on merit and equitable basis irrespective of gender, religion, class, region or caste.

For increasing participation of female teachers at primary level the policy suggested following strategy:

“There is sufficient evidence to substantiate the fact that female teachers are more effective than male teachers at the primary level. In order to encourage more female teacher to join the primary institutions, three-pronged measures will be adopted, viz: (a) 70% newly established primary schools will be staffed by female teachers. These schools will provide education to both boys and girls; (b) staggered pre-service training courses during summer vacation will be launched at PTC, CT levels through which untrained female teachers will be provided pre-service training during summer vacation; and (c) there will be no upper age restriction for female teachers to join the teaching profession.”

Although, this policy focused on various aspects of gender disparity and suggested appropriate policy actions to reduce gender disparity, however, like all previous policies it also failed to recognize and resolve gender issues related to curriculum, education administration, vocational and professional education and increasing girls access to higher education institutions. An important shortfall in the policy is suggestion for replication of an Asian Development Bank (ADB) supported project related to female adult literacy which was still at its pilot phase and whose success was yet not determined. The policy stated:

“The Asian Development Bank (ADB) sponsored pilot project for 15-25 years old rural women on successful completion, shall be replicated nationwide. (P. 18)”

Moreover, although there was considerable evidence available to suggest Social Action Program (SAP) in both its first and second phase failed to achieve set targets the NEP, 1998-2010 still decided to adhere to its concepts, procedures and targets. In the introductory chapter of the policy it is mentioned:

“The first major thrust of the policy is on the eradication of illiteracy. The policy stipulates to use all possible formal and informal means for expansion of basic education. The concepts, procedures and targets as envisaged in Social Action Program (SAP-II) shall be adhered to.”

The idea of replication of an under implementation pilot project besides plan to follow the procedures and concepts of an unsuccessful program reflect upon policy makers' lack of vision for long-term policy goals.

Recently, the national education policy (NEP), 2009 has been approved after going through a comprehensive review and consultation process. The policy articulates the ways of filling the commitment and implementation gaps and outlines reforms and policy actions to be taken at the sub-sector level. Like its predecessors the policy aims at equalizing access to education through provision of basic facilities for girls and boys alike, under-privileged/marginalized groups and special children and adults. This policy is more gender sensitive compared to previous policies as it suggests policy actions gender disparity not only at the service delivery level but also in curriculum and policy frameworks.

In order to promote equity in education to eliminate social exclusion and for promoting national cohesion, the policy aims at providing greater opportunities to marginalized groups of society,

particularly girls. The policy actions proposed for improving girls' access to education and eliminating gender gaps and stereotypes are as follows:

1. All children – boys and girls – shall be brought inside school by the year 2015.
2. Food based incentive shall be introduced to increase enrolment and improve retention and completion rates, especially for girls.
3. Schools shall be made more attractive for retaining the children by providing an attractive learning environment, basic missing facilities and other measures.
4. At secondary and higher secondary levels provision shall be expanded, particularly in the rural areas and of schools dedicated for girls. Priority shall be given to those locations where the ratio of secondary schools is low.
5. Maximum age limit shall be waived off for recruitment of female teachers.
6. Curriculum wing of ministry of education and provincial textbook boards shall ensure elimination of all types of gender biases from textbooks. Also adequate representation of females shall be ensured in all curriculum and textbooks review committees

The NEP, 2009 has moved a step forward from previous policies by recommending policy action for removing gender stereotypes from the curriculum and textbooks. However, while providing implementation framework, it does not take into account the issues of capacity deficit and lack of knowledge regarding gender responsive planning and budgeting which can affect implementation of all policy actions.

Along with National Education Policies the Government of Pakistan also introduced and implemented a number of strategic and policy measures to promote gender equality in education. These measures included among others introduction of National Policy for the Development and Empowerment of Women, 2002; National Plan of Action (NPA), 2001; Education Sector Reform (ESR) Program, 2001-05; Poverty Reduction Strategy Paper (PRSP); and the Medium Term Development Framework (MDTF), 2005-2010. Besides, Government also established National Commission on the Status of Women in 2000, which is required to examine the policy, programs and other measures taken by the Government for women development and gender equality.

Although all of these strategic and institutional measures are aimed at achieving the targets of gender mainstreaming and women empowerment, but, they usually failed to achieve their targets owing to knowledge and capacity deficits related to planning, financial management and effective implementation. Further analysis of these strategic interventions informs about the extent to which each initiative was successful in achieving targets of gender mainstreaming and equity.

The Social Action Programme (SAP), which was implemented in two phases, was launched, to improve the delivery of social services including education, especially for women in rural

areas. In both its first and second phase the SAP education sector program placed greatest emphasis on improving the quantity and quality of primary schooling, however, SAP-II expanded its scope to include non-formal education, middle schooling and vocational education as well. In a cabinet meeting held in May 2002, the government decided formally to close the SAP on 30th June 2002. The reason behind its closure was that it could not achieve the desired objectives. Though SAP was not successful in achieving its targets, yet it helped bring human development aspects, especially in the context of women and girls, to the forefront of the social sector policy agenda.

In 2001 Government prepared the National Plan of Action (NPA) in follow-up to the Dakar Conference on Education for All, which was held in 2000. The NPA defined targets and also identified strategies for achieving these targets in three EFA sectors; namely early childhood education, elementary education and adult literacy. An important aspect of NPA was that it set sex-disaggregated targets for net participation rates. Despite the fact that there is huge gender difference with reference to achievement against education indicators, NAP placed identical targets for both boys and girls. In order to provide enabling environment for achieving targets for girls' education more financial resources were allocated for females.

Education Sector Reforms (ESR) Program was another initiative of the Government which was aimed at improving education, including all areas of EFA and entailing legislative, administrative and financial actions at all levels. The third guiding principle of ESR was to create gender balance in education at all levels. Though the ESR targets focus on sub-sectors e. g., literacy, primary, school enrollment, technical streams and polytechnics, which incorporate a large number of females, but the targets were not sex-disaggregated and as such their relevance to improving female education was limited.

The present state of education in Pakistan is a direct result of education not receiving adequate attention among national priorities. Though various policy actions and reform projects brought slight improvements in the education indicators but the system could not achieve its targets due to financial constraints along with coordination issues and capacity gaps. The problems and the solutions, which were obvious, were repeated from one education policy to another but none of these well thought documents were successfully implemented.

Research Studies and Literature

Sufficient literature pertinent to gender in education is available in Pakistan, which include scoping studies, program reviews and assessments, case studies, curriculum review, budget and data analyses besides learning assessment. However, there are very few studies which reviewed education policy making and implementation related issues and even the studies which included an analysis of these issues did not present a comprehensive analysis of the knowledge, attitude and practices related challenges at the organizational and individual level. A mapping of few research studies which highlighted gender related issues in the education sector is given here.

A scoping study (Sabina Qureshi: 2003) highlighting factors that affect literacy and major constraints to girl's education in Pakistan provided an overview of the education policies and program implemented over the years. Although the study provided valuable insights into the

crises of low level of female literacy in Pakistan however its scope was limited to the in-depth analysis of primary education only, moreover, the policy review in the report does not provide detailed review with reference to gender issues.

A study by Jamal and Khan (2003) assessed the educational inequalities, including gender differences, in Pakistan, by using District Education Index (DEI). In the study, DEI has been calculated separately for provinces, rural and urban areas, and male and female populations, where the results indicate low access and high inequality for female as compared to male, in rural as well as urban areas. Considering that more than half of the districts have a value of DEI less than average, the study recommended to take an effective national education action, in order to address the gender inequalities. This study did not highlight major challenges related to education policy and programs making and their implementation.

A research report of Khawar Mumtaz (2007) established the link between persistent gender gaps in all sectors of the society, including education, with the poverty. It underscored the need to address gender dimensions of the poverty meaningfully since it termed the poverty as the main reason for lower Gender Development Index (GDI) than Human Development Index (HDI). On the other hand, the report, *Gender Inequality in Developing Countries: A Case Study of Pakistan* (1999) analyzed that the gender role is affected by the state of economy because the lower per capita income leads to inequality in education and nutrition.

Education in Pakistan: The Key Issues, Problems and the New Challenges (2007), also documented the key issues and new challenges in education in Pakistan and highlighted that significant gender disparities are visible in education sector of Pakistan. The argument has been supported by the UNESCO figures, which present a discouraging picture of girls' enrollment as compared to boys' enrollment, at all levels of education. In a similar kind of study, *The Gender and Household Education Expenditure in Pakistan* (2005) documented pro-male bias in decision of expenditure on male and female children's education, by hypothesizing the two biases, i.e. bias in decision of enrolment of male and female children and bias in expenditure on male and female children's education.

As regards gender bias, the study, *Gender Analysis of Curriculum and Text Books* (2004), found that the curriculum and textbooks are also not gender sensitive both numerically and qualitatively. Later, the *Learning and Educational Achievement in Punjab Schools (LEAPS)* (2007) survey shed light on strengths and weaknesses of public and private education system, and investigated that children perform significantly below than curricular standards for common subjects and concepts at their grade level. The case study, *Rural Girls in Pakistan: Constraints of Policy and Culture* (2007), found that government follows a rough common practice of providing one girls' primary school on two boys' primary schools, which indicates that provision of equal educational access, to boys and girls, was never the policy of the government.

The gender assessment, *Bridging the Gender Gap: Opportunities and Challenges*, (2005) found that restricted mobility and dearth of information are the main reasons for lack of women's access to education, which has far-reaching consequences. It also realized that economic incentives alone, like provision of stipends to female students, are not likely to reduce the gender gaps. The study proposed a two-pronged strategy examining both supply-side and demand-side

initiatives, which will reduce gender gaps in education and constraint mobility of women for education.

Later a study, *Conditional Cash Transfers and Female Schooling: The Impact of the Female School Stipend Program on Public School Enrollments in Punjab, Pakistan*, (2006) evaluated the impact of the stipend program on female enrollment in public schools in Punjab province of Pakistan, by applying statistical methods. The study found that the effects of the stipend programs are statistically significant. In addition, the stipend program proved useful for disadvantaged children, and is heading towards its goal of increasing female enrolment in schools.

Another study, the gender-aware beneficiary assessment (GABA-2006) report of Gujrat and Rajanpur districts, assessed the satisfaction level of intended beneficiaries, of health and education services in the districts, by gender. The report focused only on the services provided by health and education sectors, with emphasis on gender budgeting in these sectors. It concluded that the education of girls does not have any clear demand in the districts, owing to the prevalence of socio-cultural norms. The report emphasized the need of making local level program targets and using organizational reach and capability to remove gender disparities in the education and health service delivery in the districts. In addition, the report called for the inclusion of gender equity as a cross cutting theme to address the supply and demand problems.

The *State of Education in Pakistan 2003-2004* (2005) also highlighted that gender issues are not mainstreamed fully in the education planning and management. The report underscored the need to enhance equity through gender sensitive policies. *Overcoming Inequality: Why Governance Matters, A Compilation of Background Information about Educational Legislation, Governance, Management and Financing Structures and Processes: South and West Asia* (2009) is a compilation of data on educational legislation and other basic regulations concerning education; governance, management and administration of the education system; and the financing of education. Overall, 9 South and West Asian country cases are presented in it. In case of Pakistan, the report assessed that the Constitution (1973) ensures no discrimination based on sex, caste and creed. While NEP (1998) and Ninth Five-year Plan (1999-2004) clearly provides the government's commitment to achieve UPE by 2010.

Similarly, the gender-aware policy appraisal (Eshya Mujahid: 2006) revealed that the national policy initiatives and strategies in education tend to address the gender inequalities, but mainly through supply-side intervention, and ignores the demand-side and cultural barriers to female education. It also found that the education policy and education budgeting are detached initiatives, as the education budget is mostly gender-blind, which is allocated on the basis of "existing situation". This results in more allocation to boys' schools as compared to girls' school, because of the more existence of the former. Therefore, the GAPA stressed the need for resolving the problem of female education and improving the gender outcomes in education, by addressing both supply and demand side barriers to female education.

However, the GAPA (Saba Gul Khatak: 2009) documented that the national education policy and other national policies are, no doubt, gender-sensitive and cognizant of the differential needs of boys and girls, and men and women. But, the pace of implementation of the gender-sensitive

commitments is slow, owing to insufficient financial allocation and deficient budget utilization capacity of officials. Thus, it underscored the need to create a proper system for compiling the gender-disaggregated data that address the emerging gender-related issues, in education, effectively.

The Education for All by 2015: Will We Make It? Pakistan Country Case Study (2007) highlighted that Pakistan is persistently ignoring the Dakar goals 1, 3, and 4 in its education policies, despite paying serious attention to education policy formation and documentations. The pace of country is slow in achieving the Education for All (EFA) targets. The challenges of Universal Primary Education (UPE) are also huge, where gender, income and regional disparities are high in educational attainment. This state-of-affairs is attributed to the deficit staff and resources in Ministry of Education, which also lacks the budget utilization capacity. For that reason, in order to increase the progress towards EFA, the report recommended to make increased allocation to education sector in Pakistan. While in terms of gender gap, the report suggested that innovative experiences should be learnt from those NGOs that have been able to bring girls to schools.

The case study, Post-earthquake Response and Education Challenges in Pakistan, (2008) identified the policy-relevant issues, and highlighted that no high-level attention was paid to child protection issues. However, the issue of girls' access to education was a priority of Education Cluster partners. The study, Overcoming Inequality: Why Governance Matters, Public Private Partnerships (PPPs) as 'Anchor' of Educational Reforms: Lessons From Pakistan, (2009) assessed that the Public Private Partnerships (PPPs) have been unable to address the issues of access, quality and equity in education. This is evident from the significant gender and income disparities that are visible across Pakistan, owing to the prevalent socio-cultural norms of the society. In addition, PPPs have the limited ability in meeting the EFA goals. The study also noted that the Draft National Education Policy 2008 presents a shift in the idea, i.e. pressurizing the state to be the primary provider while retaining the idea of PPPs.

As regards gender bias, the study, Gender Analysis of Curriculum and Text Books (2004), found that the curriculum and textbooks are also not gender sensitive both numerically and qualitatively.

Moreover, many toolkits are available for promoting gender equality in education, in terms of access, retention, performance, and gender-sensitive education policies. One such toolkit, Gender in Education Network in Asia (GENIA): A Toolkit for Promoting Gender Equality in Education is prepared by United Nations Education and Scientific, and Cultural Organization (UNESCO), which contains several types of resources. It includes tools to explain gender mainstreaming, to create gender responsive Education for All plan and gender tools to use in education ministries. The GENIA has created a series of operational gender lenses. With reference to Pakistan, two gender lenses have been created, one for measuring the friendliness of schools and the other for creating the curriculum and textbooks free of gender bias.

SECTION III: KNOWLEDGE, ATTITUDE AND PRACTICE (KAP) ASSESSMENT

Analysis and Findings

A detailed analysis of the literature, education statistics and policies informs that even the gender sensitive policies and gender responsive budgets are not executed as planned often due to lack of appreciation for and understanding of gender issues among the policy implementers and education managers. Barriers do exist both at the policy making, planning and resource allocation level besides at the implementation level. Literature and data analysis informs that despite introduction of policy measures for ensuring equality in the system gender disparities still exist in the education system of Pakistan. These disparities are more visible in the curriculum, textbooks, learning environment, basic facilities, school management and teaching & learning practices of public sector schools.

This highlights the need for mapping current knowledge, attitudes and practices of education policy makers and implementers in order to identify capacity needs and policy actions required at the organizational and individual level. In this context, the Knowledge, Attitude and Practice (KAP) survey has been conducted to help the Ministry of Education and partners establish priorities and sequence interventions for ensuring gender mainstreaming in the education policy.

The present chapter summarizes the profile of KAP survey and key informant interview besides participants of provincial consultation and FGD at federal and district level to put detailed findings into context. The context setting is followed by the survey findings regarding, knowledge level, attitude and practices of the education policy makers and implementers.

1. Profile of Respondents

Primary data for the KAP study has been collected from policy makers and implementers at national, provincial and district levels besides from head teachers and teachers of the public and private schools. A separate structured questionnaire was used for three major categories of respondents namely policy makers and implementers, curriculum developers and textbook writers and teachers.

For the purpose of KAP survey a sample of total 2812 respondents has been covered from different tiers. The sample included 263 respondents from the Ministry of Education, selected national institutions, provincial departments of education and institutions, besides district education managers. Moreover, 49 curriculum developers and textbook writers at the federal and provincial levels were also among the respondents. At the policy making, implementation and curriculum design level total number of male respondents was 74 percent and female respondents were only 26 percent, mainly due to less presence of female at management level in the departments and institutions for education planning and implementation. A case in point is MoE where out of total available professional staff in all wings of the ministry, the female professional staff comprised only 12 to 15 percent.

Through interviews with head teachers and teachers the KAP survey covered a total of 2500

respondents, 75 percent from public sector and 25 per cent from private sector. Close to 57 percent of schools were from rural areas and 43 percent from urban areas. Around 44, 24 and 32 percent schools were selected from primary, middle and secondary levels, respectively. Sample size in terms of number of teachers to be selected from public and private schools/institutions of 13 districts by urban and rural diversity has been allocated using \sqrt{p} sampling technique. Keeping in view the wide range of variation in the sampling units, the \sqrt{p} sample allocation technique was adopted. The \sqrt{p} technique is best for allocating a sample with wide variation as it smoothly distributes the sample thus reducing variations which might result in extraordinary over/under allocation of sample among different strata. Simple random sampling technique was used for the selection of respondents.

1.1 Policy Makers at Various Levels and Departments

The respondents falling in the category of policy makers and implementers were selected from the six wings of the Ministry of Education (MoE), select national institutions, provincial departments of education, provincial institutions and district management. The percentage of respondents in each category of respondents is given here (see Table 2).

Table 2: Percentage of Respondent at Each Level and Category

S. No.	Policy Makers and Implementers	% of Respondents
1.	Ministry of Education	19
2.	National Institutions	21
3.	Provincial Departments of Education	11
4.	Provincial Institutions	18
5.	District Management	31
	Total	100

The national departments and institutions included Ministry of Planning and Development, National Book Foundation (NBF), National Education Management Information System (NEMIS), Gender Responsive Budgeting Initiative-Ministry of Finance, Academy for Educational Planning and Management (AEPAM), Federal Directorate of Education (FDE), National Education Assessment System (NEAS), National Commission on the Status of Women (NCSW), Federal College of Education (FCE), Gender Study Center in Quaid-i-Azam University (QAU) and Pakistan Academy of Letters (PAL).

The institutions at the provincial level included Bureaus of Curriculum and Extension Wing (BoC/BCEWs), Directorate of Staff Development (DSD), Provincial Institutes for Teacher Education (PITEs) and Provincial Education Assessment Systems. Realizing the importance of district level education managers and their role in the policy formulation and implementation assessment was also carried out with district education managers in 12 districts excluding Islamabad selected from all the four provinces. The respondents at the district level included Executive District Officers (EDOs) Education, District Education Officers (DEOs) and Area Education Officers (AEOs).

Around 73 percent or 192 interviewed policy makers and implementers were male and 71 or 27

percent were female. In terms of qualification, majority of policy makers and implementers 81 percent had Masters Degrees, 8 percent were M. Phil, 7 percent were graduates and 5 percent had PhD degree. Out of total respondents 43 percent claimed to have attended any training or course that focused on any aspect of the gender. (See table 3).

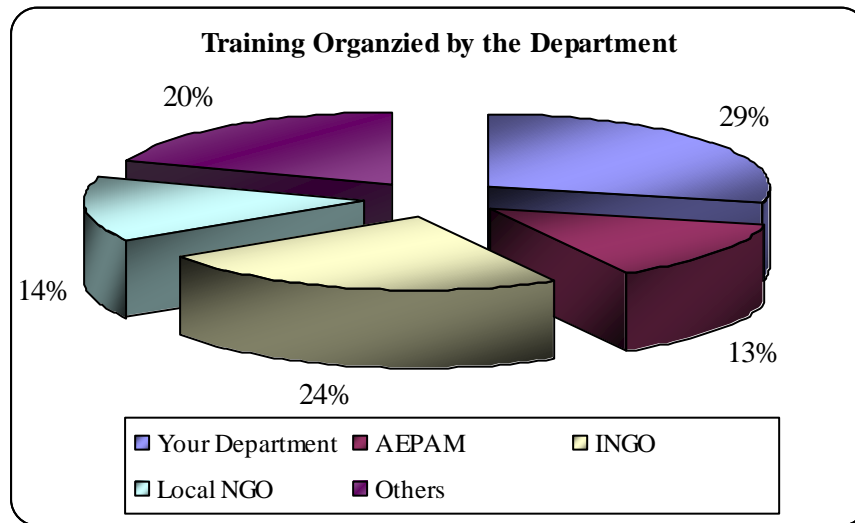
Table 3: Percentage Attended Training or Course

	Yes	No	Total
Male	26	47	73
Female	17	10	27
Total	43	57	100

The duration of training courses varies between less than five days to more than 6 weeks. The length of the most of these trainings, nearly 60 percent, was between 1 to 4 days followed by 24 percent trainings spread over the length of 5 days to 2 weeks and 16 percent trainings or courses which were for 3 weeks or more. Out of total respondents 95 percent believed that the course or training was relevant to their professional requirements, while remaining 5 percent believed it was not. The major focus areas or gender aspects covered in these trainings were general in nature and less focused on education such as gender mainstreaming, gender and development, gender discrimination issues and gender analysis frameworks. Very few training were also organized on more technical and focused areas such as gender in policy making, gender audit of curriculum or textbooks and gender sensitive learning styles in classrooms.

Most of the trainings were organized by the relevant department of the respondents. (See Chart 1).

Chart 1: Training Organized by the Department



Around 24 percent policy makers and implementers attended trainings which were organized by international non-governmental organizations. In line with the above details around 47 percent policy makers and implementers attended trainings during January – July 2009, whereas remaining 53 percent attended training prior to January 2009, meaning thereby more than 1 year ago. Out of total respondents 29 percent attended training before January 2007, approximately 3

years back.

1.2 Curriculum Developers and Textbook Writers

On the whole 49 curriculum developers and textbook writers were among the respondents of KAP survey, which included 82 percent male and 18 percent female. Around 76 percent or 37 curriculum developers and textbook writers had Masters Degrees, followed by 12 percent or 6 PhDs and 6 percent or 3, 3 each possessing graduate and M. Phil Degrees. (See table 4)

Table 4: Educational Qualifications of Respondents

Education Level Achieved	Number	Percent
Bachelors	3	6
Masters	37	76
M. Phil	3	6
PhD	6	12
Total	49	100

In order to select a representative and most appropriate sample for assessing the knowledge, attitude and practices of the curriculum developers and text book writers, the sample was categorized in well defined categories of grade levels and subjects to be involved. As a first step, in the light of literature review, the text book writers and curriculum developers for grades I-VIII were selected as target group of respondents keeping in view less representation of female characters in the text books at these grades.

In addition, within these grades the curriculum developers and text book writers of the select subject, which display more gender disparity with reference to content and pictures, were given priority in selection. Our sample selection was based on literature review which informed that the issues of gender disparity are high in some subjects such as Social Studies, Islamiyat, English and Urdu (UNESCO: 2004). However, the curriculum developers and textbook writers of other subjects were not completely excluded rather they were also given adequate representation.

Most of the respondents, around 55 percent possessed more than 15 years experience in the Government service. Out of total respondents 35 percent or 17 curriculum developers and textbook writers were on their current position for less than 3 years, whereas 33 percent or 16 respondents possessed 3 to 5 years experience on their current position. Around 24 percent or 12 curriculum developers were in the current department for 10 more than 10 years. (See table 5)

Table 5: Experience in Government Services

Experience in Years	Frequency	Percent
Less than 5	3	6.12
5 - 9	9	18.37
10 - 14	10	20.41
15 and more	27	55.10
Total	49	100.00

Out of total respondents 47 percent claimed to have attended any training or course that focused

on any aspect of the gender. Almost all textbook writers claimed to have attended the training on the other hand out of total curriculum developers only 34 percent claimed that they have attended training on gender related issues.

The duration of training courses varied between less than five days to more than 6 weeks. The length of the most of these trainings, nearly 78 percent, was between 1 to 4 days. (See table 6).

Table 6: Length of Training or Course

Duration of Training	Frequency	Percent
1-4 days	18	78
5 days to 2 week	4	17
3 to 5 weeks	1	4
Total	23	100

Out of total respondents 96 percent believed that the course or training was relevant to their professional requirements, while remaining 4 percent believed it was not. It is pertinent to note that all the 4 percent respondents who said training was not relevant to their professional requirements were male curriculum developers, meaning there by none of the textbook writers said that training was not relevant to their professional requirements. The major focus areas or gender aspects covered in these trainings included gender audit of curriculum and textbooks, gender mainstreaming and gender discrimination issues. Few training and courses also covered the topics such as gender analysis framework, gender in policy making and gender and development.

1.3 Head Teachers and Teachers

For the purpose of KAP survey a sample of 2500 head teachers, deputy heads and teachers was selected from 4 provinces and federal capital. The sample from each geographic unit was selected in proportion to the number of total recruited teachers in that geographic unit. Sample was allocated using \sqrt{p} sampling technique; however, Balochistan was assigned slightly higher size of sample in order to give it substantial representation and to provide statistically reliable estimates.

The teachers' survey was carried out in district Islamabad and 12 districts selected from four provinces thus covering 13 districts in total. Within each province diverse districts were selected which represented range of gender disparity with reference to literacy rate of boys and girls besides rural-urban composition. For the purpose of this study both type of districts, ones with less gender disparity in literacy rate and others with high gender disparity in literacy rate, were selected to cover contrasting features vis-à-vis capacities, attitudes and practices. Table 7 informs about the select districts and gender disparity in the literacy rate.

Table 7: Districts Selected from each Province

District	Male Literacy Rate	Female Literacy Rate	Total Literacy Rate
Punjab			
Lahore	78%	70%	74%
Jehlum	89%	70%	79%
Khushab	75%	42%	58%
Bahawalpur	53%	33%	43%
Sindh			
Karachi	82%	72%	77%
Jacobabad	50%	09%	31%
Shikarpur	59%	22%	42%
NWFP			
Peshawar	64%	27%	47%
Battagram	59%	21%	41%
Haripur	80%	48%	63%
Balochistan			
Sibi	55%	25%	42%
Lasbilla	46%	16%	33%

Source: Pakistan Social and Living Standards Measurement Survey 2006-07, Federal Bureau of Statistics, Government of Pakistan.

From within each district teachers were selected from both rural and urban areas. Out of total respondents 75 percent or 1869 teachers and head teachers were selected from public sector schools and remaining 25 percent or 631 were from private sector institutions. The total respondents included 385 head teachers, 1985 teachers and 120 deputy heads, which were selected in the absence of head teachers.

Around 1097, 609 and 792 head teachers and teachers were selected from primary, middle and secondary levels, respectively. (See table 8)

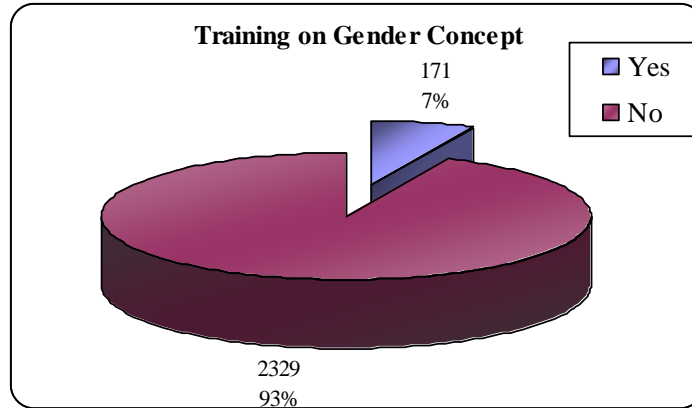
Table 8: Respondents at Each Level of Education

School Level	Frequency	Percent
Primary	1097	44
Middle	609	24
Secondary	792	32
Others	2	0.08
Total	2500	100

Around 47 percent of the teachers and head teachers in the sample possess 15 years or more experience of working in government offices and on the whole 35 percent have less than 3 years experience working in the current institution. Approximately 30 percent or 736 teachers and head teachers having been serving in the current institution for 10 or more than 10 years.

Unlike policy makers and curriculum developers only few (7 percent) teachers and head teachers attended any training which covered gender related topics. (See chart 2).

Chart 2: Training Attended on Gender or Related Topic



Out of total teachers who attended training 60 percent were female and 40 percent were male, and 70 percent were from public schools whereas 30 percent from private schools. Out of total teaches and head teachers who attended training 29 percent attended pre-service courses whereas 71 percent attended courses or training during their service. (See table 9)

Table 9: Type of Training Attended: Pre-service or In-service

Type of Training	Public		Private		Total	
	Count	Percent	Count	Percent	Count	Percent
Pre-service	32	19	17	10	49	29
In-service	88	51	34	20	122	71
Total	120	70	51	30	171	100

Out of 177 trained teachers around 88 percent head teachers and teacher considered that the training was relevant to their professional requirements remaining 12 percent said it was not.

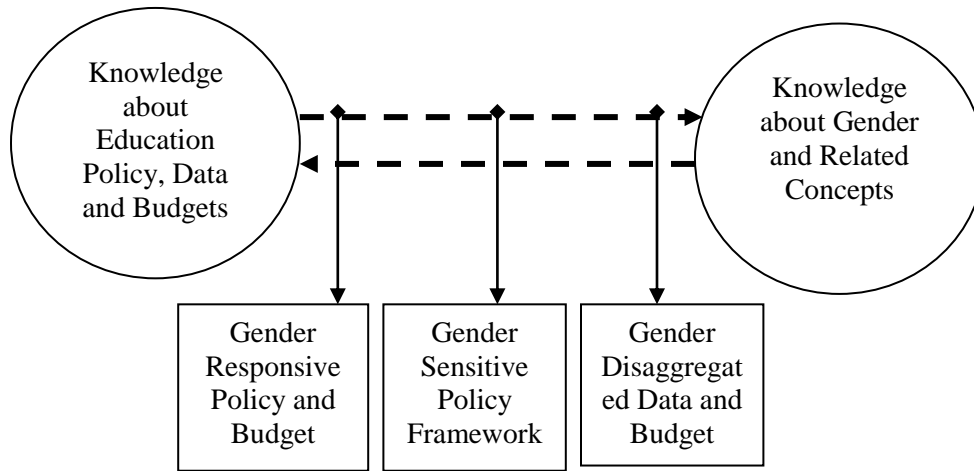
Focus Group Discussions and Key Informants

To supplement the data collected through the survey, Focus Groups Discussions (FGDs) were held in 12 select districts in four provinces. The FGDs brought together some eighty three participants in all, including officials of the district education departments, head teachers, teachers and school council members. Eighteen key informants including gender focal persons, gender specialist and key officials in education management positions were also interviewed.

2. Knowledge and Capacity of Education Policy Makers and Implementers

Within the context mapped out so far, this section will now analyze the data with a view to identify gaps in the three major aspects of this study that include knowledge, attitudes and practices of education policy makers and implementers at various levels. The data collected using different sources sheds light on the awareness level and understanding of education policy community regarding gender and related concepts, education policies especially NEP, 2009, gender issues in the education system of Pakistan and receptiveness of education policy to gender issues. The survey also informs about the opinions, attitudes of education policy makers and implementers regarding gender related issues and their practices for eliminating these issues.

The knowledge and understanding of the policy community about gender and related concepts has been assessed against the information provided in various official documents of the Ministry of Education and Planning Commission of Pakistan. In order to map-out current level of awareness and understanding of the policy makers and implementers in detail the survey questionnaire covered two main areas (i.e. gender and education policy) and their interlink.



2.1 Understanding of the Gender and Related Concepts:

One can hardly over emphasize the significance of the awareness and understanding of gender concepts and related issues among policy makers and implementers for reducing gender disparity of the system. The education policy makers at federal, provincial and district levels were mostly not well aware of even the basic concept of gender. See Table 10.

Table 10: Defining the Gender

	Physical/Biological Differences	Difference in Mental Capabilities	Socially Defined Roles	All of the Above	None of the Above	Total
Male	17	5	27	21	2	73
Female	5	1	14	5	2	27
Total	23	6	41	25	4	100

Only 41 percent policy makers and implementers said that gender attributes socially-assigned

roles and relations between men and women and they are not just limited to the physical, biological and mental differences¹¹. The data informs that there were around 23 percent policy makers and implementers who were unable to differentiate gender from sexuality and they referred gender to the grammatical categories of male and female which are differentiated on the basis of their physical and biological characteristics.

The situation is not much different for curriculum developers, textbook writers and teachers. Only 41 percent curriculum developers and textbook writers and 22 percent head teachers and teachers, of both public and private sector schools, were aware of the gender concept. See Charts 3 and 4.

Chart 3: Curriculum Developers Defining Gender

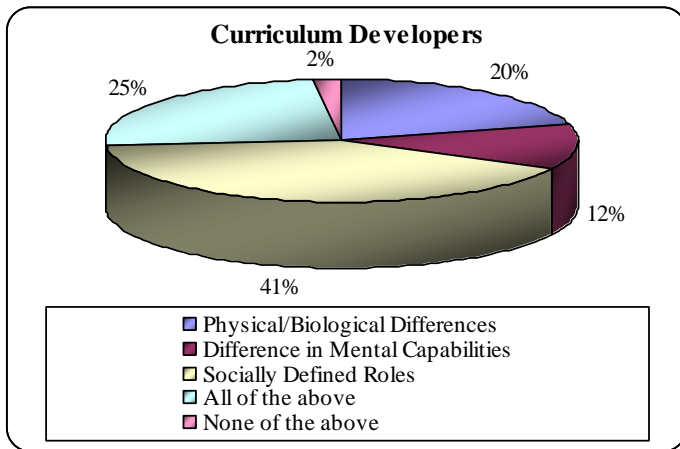
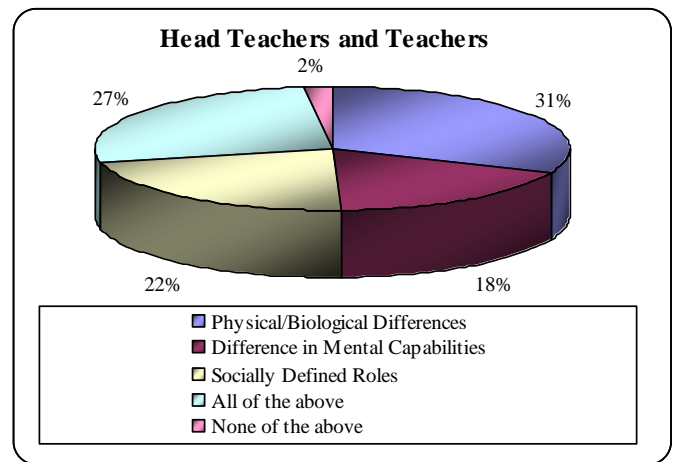


Chart 4: Teachers Defining Gender



Further analysis informs that out of the total interviewed curriculum developers and textbook writers not even a single female curriculum developer or textbook writer had the understanding of gender concept. This indicates that female curriculum developers and textbook writers should be sensitized about gender issues and capacitated to develop gender sensitive curriculum and textbooks. Moreover, among teachers more private sector teachers around 27 percent as compared to only 20 percent public sector teachers possessed the understanding of gender. The findings of focus group discussions (FGDs) also inform that except few individuals most of the policy implementers were not well versed with the concept of gender.

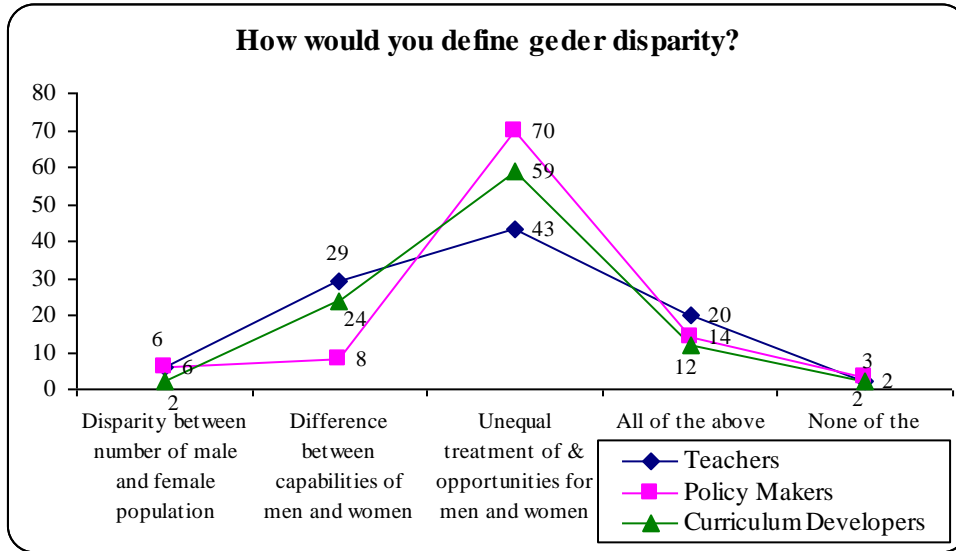
Due to this lack of knowledge about the concept of gender the policy makers and implementers usually do not take into account differential needs of girls and boys, men and women, and children of different age groups while formulating policies, programs, projects and budgets in the education sector. It is evident from the documentary review that this lack of knowledge leads to exacerbation of gender related issues and disparities in the system.

However, when asked to define gender disparity around 70 percent policy makers, 59 percent

¹¹ This understanding is in conformity with the definition provided in the gender mainstreaming training and reference material of the Planning and Development Division, which was developed under Gender Mainstreaming Project.

curriculum developers and textbook writers and approximately 43 percent teachers responded that it is related to the unequal treatment of opportunities for different genders.

Chart 5: Defining Gender Disparity



Although majority of respondents had some understanding of the gender disparity but still quite sizeable number 29 percent teachers, 24 percent curriculum developers and 8 percent policy makers were insensitive to this issue and they attributed it to the difference in mental and physical capabilities of men and women. The survey results, FGDs and key informant findings also inform that a considerable majority of the policy community is aware of the gender disparity issues in education system of the country. In response to another related question around 83 percent policy makers and implementers were of the opinion that gender disparity is an issue in the education system of Pakistan.

Table 11: Is gender disparity an issue in educational system of Pakistan?

	Yes	No	Don't know	Total
Male	62	10	2	73
Female	21	6	0	27
Total	83	15	2	100

Similarly, 90 percent curriculum developers and textbook writers also realized that gender disparity is an issue in the educational system of the country. The participants of FGDs conducted at Karachi, Haripur, Jehlum and Islamabad also highlighted gender disparity of the system. One of the participants of FGD said that gender disparity is a real issue which needs to be addressed in order to improve access to and quality of education for both boys and girls. A participant of FGD in Karachi further pointed out that:

“Gender disparity in education prevails all around the country but it is not uniform everywhere. It is more evident and stark in rural areas than urban and affects girls more than boys. (FGD participant at Karachi)”

In addition curriculum developers and textbook writers were also asked if they know the meaning of gender stereotypes. This knowledge is essential for eliminating the stereotypes from the textbooks of different grades and subjects. Only 41 percent respondents were aware of the concept and meaning of gender stereotypes¹².

Table 12: Do you know the meaning of gender stereotype?

Qualification of Respondent	Yes	No	Total
Bachelors	0	6	6
Masters	35	41	76
M. Phil	4	2	6
PhD	2	10	12
Total	41	59	100

In response to a related question 35 curriculum developers and textbook writers were of the opinion that gender stereotypes are not depicted in the curricula and textbooks, which indicates their lack of awareness and capacity deficit. The literature review informs that this lack of awareness and insensitivity is resulting in the promotion of gender stereotypes through curricula and textbooks especially in subjects such as Social Studies, Islamiyat, Urdu and English.

Later on, further analysis in this report will inform that just awareness about gender disparity, gender inequality and gender stereotypes is not sufficient to make education policies, curricula and budgets gender sensitive and responsive to differential needs of boys and girls.

Moreover, despite realizing that there is gender disparity in the system most of the policy makers (69 percent) were unaware about the different educational needs of boys and girls.

Table 13: Do you think educational needs of boys and girls are different?

Respondent Category	Yes	No	Don't know	Total
Policy Makers	27	71	2	100
Curriculum Developers/Textbook Writers	24	69	7	100
Teachers	27	69	4	100

This shows that although the policy makers and implementers possessed general understanding of the major issues faced by the education sector but very few of them had an in-depth knowledge and comprehension of the actual gender issues and their main causes. This lack of profound understanding was ultimately resulting in policies, programs and budgets which were less gender responsive and more gender blind.

¹² Gender stereotypes are beliefs held about characteristics, traits, and activity-domains that are "deemed" appropriate for men and women. For example, traditionally, typical characteristics for women are piety, submissiveness, and domesticity, while authority, and social behavior, are traits commonly held by men.

2.2 Knowledge about Education Policy, Curricula, Data and Budget:

Besides, assessing the knowledge of policy community with reference to gender concepts and related issues this assessment also captured their awareness regarding National Education Policy 1998-2010, National Education Policy 2009 and the education information systems and datasets. Besides, knowledge of curriculum developers and textbook writers was also assessed with reference to depiction of gender and gender stereotypes in the curriculum and textbooks.

As reported by the policy makers and implementers at the national, provincial and district levels around 57 percent (see table 14) of them had not seen the National Education Policy 1998-2010 in detail, even though it remained under implementation for more than 9 years and was recently replaced by the National Education Policy, 2009.

Table 14: Have you seen contents of national education policy 1998-2010 in detail?

	Yes	No	Don't know	Total
Male	31	39	3	73
Female	8	18	1	27
Total	39	57	4	100

This lack of familiarity of policy community with the main policy document, which serves as the guiding document for the education sector, informs how unaware the implementers remained of the educational priorities defined by the Government. This also highlights the information gap and lack of coordination between different tiers of education governance. The participants of FGDs in Jacobabad also shared that the NEP 1998-2010 was not officially circulated among the education managers at district level.

However, it is encouraging to note that around 56 percent policy makers and implementers at different levels and in various national and provincial institutions reported that they are aware of the NEP, 2009, which has also been placed on the Ministry of Education's official website.

Table 15: Awareness about National Education Policy 2009

Department/Institute	Yes	No	Total
Ministry of Education	10	9	19
National Institutions	15	6	21
Provincial Department of Education	6	5	11
Provincial Institution	11	7	18
District Management	14	17	31
Total	56	44	100

This could be due to the fact that during formulation of the NEP, 2009 extensive consultations were held with various stakeholders, which resulted in improved awareness about the policy document. However, the above survey data (see table 15) also indicates that there is still need to improve dissemination of the policy document among the policy community especially at the devolved level.

Moreover, further analysis of the data informs that even the policy makers and implementers who claimed to have seen the NEP 1998-2010 in detail were not well familiar with its objectives and policy actions. When asked what the policy states regarding availability of opportunities for male and female students in the educational system of the country around 50 percent were of the opinion that policy states it they enjoy equal opportunities. Only 48 percent policy makers and implementers knew what exactly the policy mentioned.

Table 16: Does this policy state that in our educational system boys and girls equal opportunities?

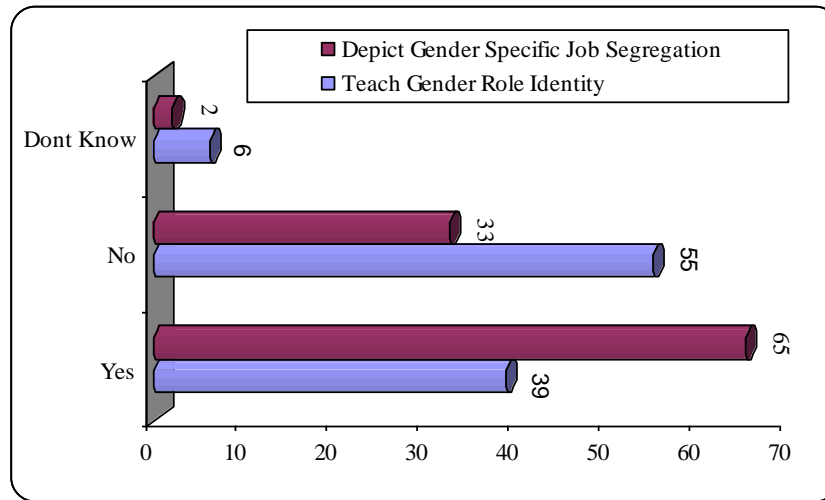
	Enjoy Equal Opportunity	Male are Less Advantaged	Female are Less Advantaged	Total
Male	39	1	39	79
Female	11	1	9	21
Total	50	2	48	100

This informs that out of 37 percent policy makers and implementers more than half around 52 percent were not well versed with its content and actions, meaning thereby in reality only 19 percent policy makers and implementers had some knowledge and understanding of the policy. Moreover, around 52 percent policy makers and implementers were also not aware that the NEP, 1998-2010 has relaxed upper-age limit for recruitment of female teachers (See table I in Annex I).

Knowledge of curriculum developers and textbook writers was assessed regarding depiction of gender in the prevailing curricula and textbooks. The survey data reveals that a majority (around 65 percent) of curriculum developers and textbook writers were either insensitivity to the problem or they were denying the fact that our curriculum and textbooks teach gender role identity and expectations to the students¹³. Only 39 percent curriculum developers and textbook writers agreed that our curriculum and textbooks teach gender role identity.

¹³ A study conducted by UNESCO (2004) highlighted the issues of gender disparity in the curriculum and textbooks. The issues highlighted by the study include less female representation in the textbooks, depiction of gender stereotypes and promotion of gender role identity and expectations.

Chart 6: Do the curricula and textbooks teach gender role identity and promote gender specific job segregation?



In addition, around 65 percent curriculum developers and textbook writers possessed the knowledge and understanding that the textbooks used in our educational system promote gender specific job segregation. A comparison of the responses to both the questions highlights the inconsistency in awareness and understanding thus highlighting the need for orientation of curriculum developers and textbook writers regarding gender related concepts and its relation with the curricula and textbooks.

Along with the policy documents the awareness and understanding of policy community regarding available data sources for education system was also mapped-out.

Table 17: Are you familiar with the following database/information system?

Information Systems/Database	Percent
Punjab Education Management Information System (PEMIS)	19
PMIU (Punjab)	16
Balochistan Education Management Information System (BEMIS)	14
Sindh Education Management Information System (SEMIS)	20
Frontier Education Management Information System (NWFP-EMIS)	15
Federal Education Management Information System (Fed EMIS)	20
None of these	30
All of these	5

Around 30 percent policy makers and implementers were not familiar with any of the major education management information systems and datasets available at federal and provincial levels. Further analysis informs that out of all those policy makers and implementers who were familiar with the available data sources around 26 percent (see table 18) did not know that the information provided by these databases can reflect gender specific needs in the education sector.

Table 18: Does the database reflect specific needs of male and female in education sector?

	Yes	No	Total
Male	57	21	78
Female	17	5	22
Total	74	26	100

An in-depth analysis of the survey data and findings of FGDs inform that lack of awareness about sex-disaggregated datasets is high at the devolved level. Most of the FGD participants in Jehlum, Lasbela and Haripur were not aware of the available databases and those who were knew that the information systems are available shared that they do not possess the capacity and skills to collect and use the sex-disaggregated data.

When asked if they have seen details of education budget allocated at their respective level of education management (federal, provincial or district) around 63 percent policy makers and implementers shared their ignorance.

Table 19: Have you ever seen details of education budget?

	Yes	No	Total
Male	29	44	73
Female	8	19	27
Total	37	63	100

Further analysis informs that out of those who were familiar with the education budget only 62 percent were aware that the budget is not allocated according to the differential needs of both boys and girls (See chart I in Annex I). Qualitative data collected through FGDs further informs that those who considered that the budget allocations were responsive to differential gender needs were not well versed with the concepts of gender responsive and need-based budgeting.

The awareness level and understanding of both public and private sector teachers regarding gender issues in the education system and differential needs of girls and boys was also assessed. Although the teachers were aware of the gender disparity of the system and issues related to girls access to education but they did not know about different educational needs of boys and girls. Around 69 percent head teachers and teachers were of the opinion that the educational needs of girls are not different from boys.

Table 20: Are educational needs of girls different than boys?

School Type	Yes	No	Don't know	Total
Public	18	51	6	75
Private	6	18	2	25
Total	24	69	7	100

The response of the teachers from both public and private sector schools was almost similar however more teachers from urban areas were aware of the differential needs of girls than the teachers of rural areas (See table II in Annex II). However, an encouraging point is that teachers

are aware that girls enjoy fewer opportunities than boys with reference to access to education. Around 71 percent teachers from both rural and urban schools were aware of this issue.

Table 21: Do girls enjoy fewer opportunities than boys regarding access to education?

	Yes	No	Don't know	Total
Rural	40	15	1	57
Urban	31	12	0	43
Total	71	27	2	100

The survey data shows that teachers had partial understanding of the gender related challenges and issues but most of them were not familiar with the gender specific needs of female students and teachers.

2.3 Gender in Education Policy and Curricula:

The policy makers and implementers were also asked few questions about gender sensitivity of education policy framework. The policy makers and education managers at various levels who claimed to have seen details of the NEP 1998-2010 were asked whether they found it gender sensitive, gender blind or gender neutral.

Table 22: Opinion about Gender Sensitivity of the NEP 1998-2010

	Gender Sensitive	Gender Neutral ¹⁴	Gender Blind	Don't know	Total
Male	42	24	6	8	79
Female	11	6	2	2	21
Total	53	29	8	10	100

Most of the respondents (53 percent) were of the opinion that the policy was gender sensitive, around 29 percent considered it gender neutral and 8 percent stated that the policy was gender blind. Detailed analysis of the survey data informs that the policy makers and implementers were not only unaware of the basic concepts of gender (such as gender sensitive, gender neutral and gender blind) besides they also did not know how gender issues have been addressed in the education policy.

¹⁴ Gender-neutral policies are not specifically aimed at either men or women and are assumed to affect both sexes equally. They are appropriate to the realization of predetermined goals, which leave the existing division of resources and gender responsibilities intact. This definition has not been provided in the reference material of Planning and Development Division.

The concepts of gender sensitive and gender blind have been defined in the reference and training material of the Planning and Development Division and various international organizations. The definitions extracted from the reference material developed under the project “Mainstreaming Gender in Policies, Programs and Projects” are given her.

Gender Blind means that a policy or program is unaware of gender concepts and the impact that they have on life experiences and outcomes for girls and boys, men and women.

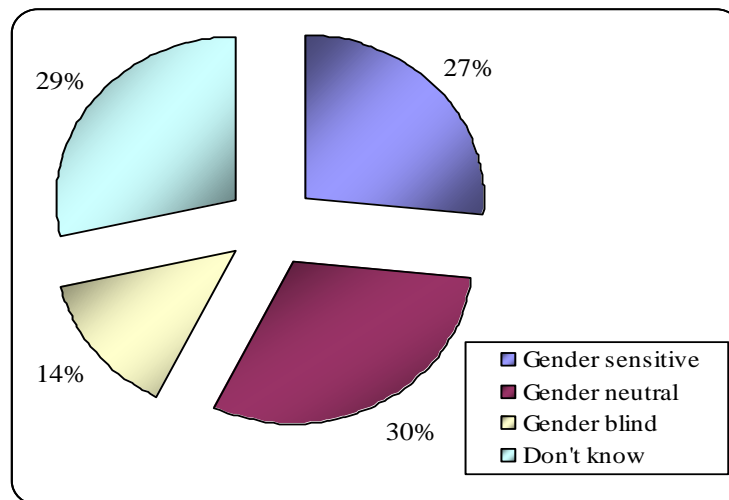
Gender Sensitive indicates that the policy, program or project is properly aware of the different needs, roles, responsibilities of men and women. Besides, it understands that these differences can result in difference for women and men in:

- Access to and control over resources; and
- Level of participation in and benefit from resources and development.

Source: Gender Mainstreaming Training and Reference Material developed by Planning and Development Division under project named Mainstreaming Gender in Policies, Programs and Projects.

The curriculum developers and textbook writers were also asked similar question about the curricula and textbooks used in Pakistan. Here again mixed and confused responses were received. Nearly 30 percent respondents were of the opinion that the curricula and textbooks in Pakistan were gender neutral. Around 29 percent said that they do not know whereas 27 percent textbook writers and curricula developers of the opinion that it was gender sensitive. This highlights the need for increasing understanding and building capacity of curriculum developers and textbook writers regarding gender concepts and responsiveness of curricula and textbooks to differential gender needs.

Chart 7: Are curricula and textbooks in Pakistan gender sensitive, gender blind or gender neutral?



In addition, when the knowledge of curriculum developers and textbook writers was assessed regarding awareness about and use of available studies and literature on gender analysis, it was found that only 16 percent respondents were aware of such work. Around 37 percent respondents said that they do not know whether such work has been carried out by any organization or not. Most significant finding is that 47 percent curriculum developers and textbook writes were of the opinion that no such work has ever been carried-out (See Chart II in Annex I).

Similarly, when the policy makers and implementers were asked if they were aware of any assessment that mapped-out gender issues in the education sector of Pakistan, only 14 percent responded in affirmative.

Table 23: Are you aware of any assessment that mapped gender issues in education sector of Pakistan?

	Yes	No	Total
Male	11	62	73
Female	3	24	27
Total	14	86	100

This highlights that most of the professionals involved in policy making and implementation and in curriculum development or textbook writing not only lack knowledge and understanding of the basic concepts and techniques of gender analysis and or assessments but they are also not familiar with the latest research and analysis that has been carried-out in their respective areas.

3 Attitudes and Education Policy Environment

Attitude refers to preconceived ideas and opinions, inclinations to react in a certain way to certain situations; and to see and interpret events according to certain predispositions. Along with knowledge and understanding, attitudes play an important role during policy making and its implementation. One can hardly over emphasize the significance of positive attitudes for ensuring gender mainstreaming in a system. Even a good knowledge based and well informed policy community would not be successful in realizing policy goals into concrete actions and practices unless their attitude is positive and free of gender bias or discrimination.

This sub-section will provide information about the current attitudes and views of education policy makers and implementers at federal, provincial and district levels. The assessment has been carried-out to capture positive, negative and neutral attitudes about gender issues in education; views about gender stereotypes and biases in the education system; and opinion about affirmative action of the education policy and concept of gender role reversal.

When asked if gender disparity was a real issue in Pakistan or western construct, a significant majority of policy makers, education managers, curriculum developers, textbook writers and teachers were of the opinion that it is a real issue. Comparatively policy makers were more aware of the gravity of the gender disparity as an issue compared to professionals involved in curriculum design, textbook writing and teaching.

Chart 8: Policy Makers and Implementers

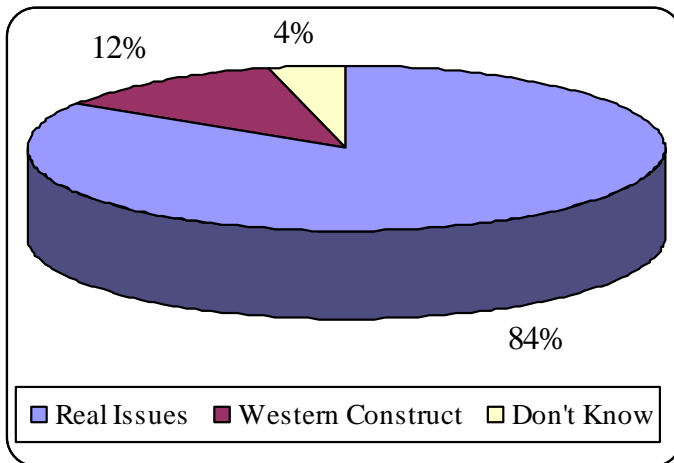
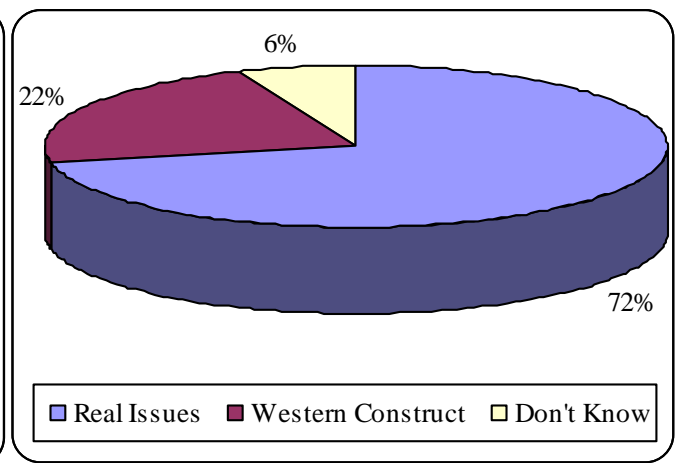
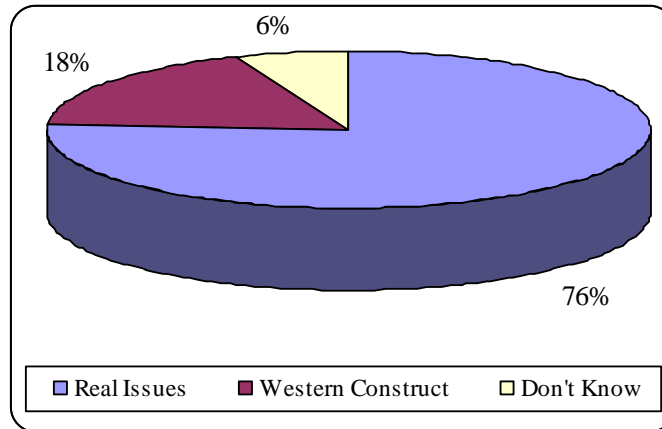


Chart 9: Curriculum Developers and Textbook Writers



Further analysis informs that among curriculum developers and textbook writers more female held the view that gender disparity is not a real issue rather this concept has been borrowed from the west (see chart III in Annex I).

Chart 10: Head Teachers and Teachers



The survey data informs that there is a need to shift the attitude of around 16 percent policy makers, 28 percent professional staff involved in curriculum development and textbook writing and 24 percent head teachers and teachers to reduce gender biases and disparities from the system.

Moreover, while sharing their views about significance of female education a significant majority of policy makers and implementers nearly 89 percent male and 92 percent female said that it is a basic human right. Besides, 52 percent male and 42 percent female policy makers and implementers also held the view that female education is an economic opportunity. However, there were more than 4 percent respondents who said that female education is a privilege that should be reserved for some.

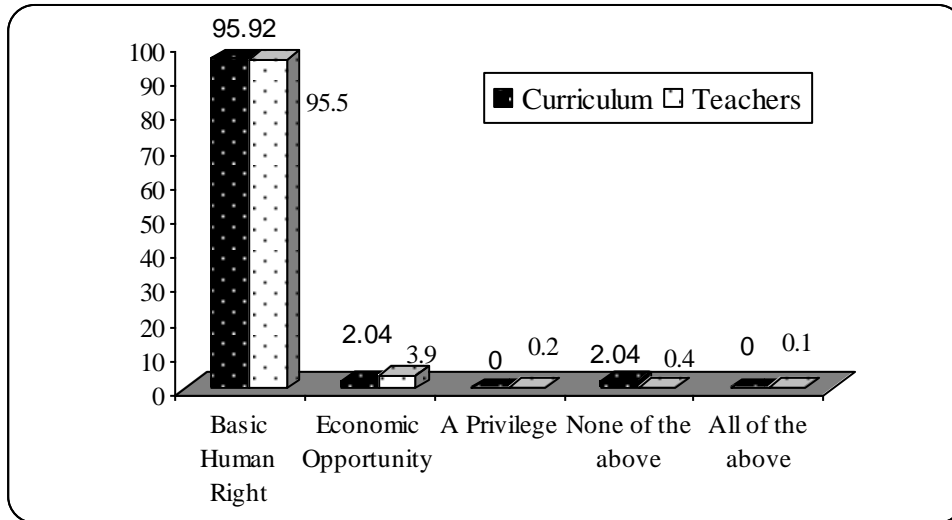
Table 24: Do you think female education is¹⁵:

Policy Makers and Implementers	Male	Female
	%	%
A basic human right	89	92
Economic opportunity	52	42
A privilege that should be reserved for some	4	3
None of the above	3	3
All of the above	8	10

The views of professionals involved in curriculum design, textbook writing and teaching were also quite encouraging as out of total 96 percent respondents held the view that female education is a basic human right.

¹⁵ The respondent was allowed to choose maximum two options therefore total of this percentage is more than 100.

Chart 11: In your opinion female education is:



However, only few curriculum developers and teachers agreed that it is an economic opportunity this informs about their preconceived notions regarding economic benefits of female education and girls’ involvement in the workforce. In response to a related question around 16 percent policy makers shared the opinion that girls’ education is less beneficial than boys’ education.

Table 25: Do you think girls’ education is less beneficial than boys?

Policy	Yes	No	Neutral	Total
Male	11	54	7	73
Female	5	19	3	27
Total	16	74	10	100

The responses of both male and female policy makers and implementers were almost similar regarding economic and social benefits of female education. Despite the fact that all of the respondents were well educated professionals yet a considerable number out of them held the views and opinions regarding female education which were in conformity with the existing gender stereotypes and discrimination of the society. These policy makers and implementers are not well aware that such gender stereotypes often do not reflect an individual's actual capacity and usually limit what a person is permitted and expected to do by others in the society. Meaning thereby such stereotypes and gender discrimination would continue to limit the economic opportunities for Pakistani women and ultimately this would affect the macro-economic development of the country.

When assessed on Likert scale around 6, 6 and 14 percent policy makers, curriculum developers and textbook writers and teachers, respectively, stated that they strongly agree with the statement that difference in the enrollment rates of boys and girls is due to difference between mental and physical capabilities of both. Moreover, 11 policy makers and implementers, 27 curriculum developers and textbook writers and 19 percent teachers agreed with the statement.

Table 26: Difference in enrollment is due to difference in mental and physical capabilities

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
Policy	6	11	6	44	33	100
Curriculum	6	27	0	39	29	100
Teachers	14	19	12	37	17	100

Moreover, 46 percent policy makers and education managers, 31 curriculum developers/textbook writers and 60 head teachers and teachers were of the opinion that there are some subjects such as home economics and fine arts that should be specified only for women.

Table 27: Subjects like Home Economics and Fine Arts should be specified only for girls

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
Policy Makers and Implementers	16	30	8	32	14	100
Curriculum Developers and Textbook Writers	4	27	6	53	10	100
Head Teachers and Teachers	24	36	7	23	10	100

This indicates that most of the officials involved in education policy making and implementation are in favour of gender specific job segregation. The survey data informs that the attitude and opinions of teachers are more gender insensitive compared to policy makers and implementers. Around 53 percent teachers were of the opinion that boys learn technical concepts quicker than girls, besides, 47 percent teachers and head teachers agreed to the statement that there should be clear demarcation between the professional education of girls and boys. Similarly, 64 percent teachers held the view that co-curricular activities and sports of boys and girls should be different. (See table III in Annex I). This attitude is not only promoting gender discrimination and stereotypes but is also limiting professional, economic and recreational opportunities for girls, right from the start of their education.

Moreover, it was found that discouraging attitude and preconceived notions of education policy makers and implementers is one of the main contributing factors affecting recruitment of women to senior management positions and their involvement in the decision making and policy making processes. On the whole, 29 percent policy makers and implementers involved at various levels of education governance were of the opinion that some senior posts in education management can be adequately filled-in only by men.

Table 28: Some senior posts can be adequately filled-in only by men

	Male	Female	Total
Strongly Agree	10	4	9
Agree	21	15	20
Neutral	16	10	14
Disagree	39	42	40
Strongly Disagree	14	28	17
Total	100	100	100

Further analysis informs that more men (nearly 31 percent) than women (nearly 19 percent), at

various policy making and implementation levels, agreed to this statement. In addition, around 45 percent policy makers and education managers at federal, provincial and district levels either strongly agreed or agreed to the statement that women are more emotional while discharging their duties. In response to a related question 23 percent of total policy makers and implementers expressed that women are less rational while discharging their duties (See table 29). Teachers and head teachers were also asked similar questions and their responses were not much different from policy makers. Around where 59 percent teachers held opinion that female teachers are more emotional and at the same time out of total 2500 interviewed teachers 39 percent stated that female teachers are less rational while discharging their duties (See table IV in Annex I).

Table 29: Are women more emotional / less rational while discharging their duties? (Policy Makers and Implementers)

Women are	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
More emotional while discharging duties	7	38	22	26	7	100
Less rational while discharging duties	4	19	27	42	7	100

Moreover, the attitudes and opinions of professionals involved in different sub-sectors of education were also mapped-out regarding the affirmative actions of the education policy and the concept of gender role-reversal. It is encouraging to note that nearly 53 percent policy makers and implementers strongly agreed, further 27 percent agreed and none of the respondents disagreed with the affirmative policy action of not specifying upper age limit for recruitment of female teachers.

Table 30: Do you agree with policy action of not specifying upper age limit of female teachers? (Policy Makers and Implementers)

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
53	27	20	0	0	100

At the same time when teachers were asked to share their views about provision of day-care facility in schools to facilitate female teaching staff most of them nearly 89 percent either agreed or strongly agreed with the idea.

Table 31: Should government provide day-care facilities in schools to facilitate female teachers?

Respondents	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
Teachers	56	36	4	4	1	100
Policy Makers and Implementers	43	44	6	3	4	100

Similarly, 87 percent policy makers and implementers were also in favour of the idea of providing day-care centers in the schools.

When inquired if gender role reversal was acceptable to them or not, around 36 percent responded in affirmative whereas majority of respondents (nearly 53 percent) were not in favour of such change.

Table 32: Is reversal or re-distribution of gender roles acceptable to you?

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total
Male	10	16	10	27	18	82
Female	4	6	0	8	0	18
Total	14	22	10	35	18	100

The survey data informs that although a majority of respondents in various departments and at different governance levels had positive attitude but still there were a sizeable number of respondents who disagreed with affirmative policy actions or who possessed preconceived ideas which promoted gender discrimination or stereotypes. This highlights the need to sensitize and inform policy makers and implementers including education managers, curriculum developers and teachers, especially male, about gender issues and stereotypes in order to encourage change in their impressions and views. The change in attitude would help create enabling environment for eliminating gender disparity and discrimination from the educational system of the country.

4 Implementation and Practices

KAP survey also assessed practices and actions taken to address gender issues in education especially in education policy. For the purpose of this exercise practices were defined as consistent actions which demonstrated the attitude and knowledge of policy makers. These consistent actions are undertaken to address gender related issues and challenges. The survey and key informant findings informed how the staff at policy making and implementation level relates gender to official responsibilities and what the practices for reducing gender disparity are.

The practices of education policy makers and implementers are discussed in three main categories in which the respondents were interviewed, which are policy makers and implementers, curriculum developers and textbook writers and head teachers and teachers.

Most of the policy makers and implementers interviewed during the survey and as key informants informed that their main responsibilities and functions include policy implementation and project/program planning. Other functions performed by respondents included policy formulation, review of plans and program, monitoring progress of various sectors and initiatives and education budget formulation and management.

Further analysis informs that practice of using gender-disaggregated data for education planning and management is not common among policy community. Around 29 percent policy makers and implementers informed that they never used gender-disaggregated data to perform their duties and 22 percent said they used it rarely.

Table 33: How often you use gender-disaggregated data to perform your duties?

Policy Makers and Implementers	Always	Very often	Rarely	Never	Total
Use of Gender-disaggregated data	21	27	22	29	100

When this practice is linked with the findings under the knowledge section it becomes evident that approximately same number (30 percent) of respondents said that they are not familiar with the gender-disaggregated data compiled by any education management and information system or database (see table 17).

Although, nearly 71 percent policy makers and implementers claimed to have used the gender-disaggregated data while performing their duties but this response rate is in sharp contrast with the response to a similar question where only 14 percent policy makers and implementers said that they used gender disaggregated data while performing their duties and functions in order to avoid gender discrimination (see table 34).

Table 34: What steps do you take to reduce gender discrimination while performing duties?

Steps Taken	Percent
Use of gender disaggregated database	14
Need-based planning	51
Need-based budgeting	21
Consultation with stakeholders	23
Involvement of women in the budgeting/planning/policy making	6
No step taken	35

The survey data informs that a significant number of policy makers and implementers do not use the available data sources which are an important tool for identifying differential needs of boys and girls thus feeding into gender responsive programs and budgets. Moreover, around 35 percent policy makers and implementers did not take any step, at their respective level of education governance, for reducing gender disparity and improving girls access to education.

In response to a similar question, majority of policy makers and implementers around 57 percent said they never put forward any recommendations for elimination of gender disparity and discrimination from education sector.

Chart 12: Did you put forward any recommendations to eliminate gender disparity?

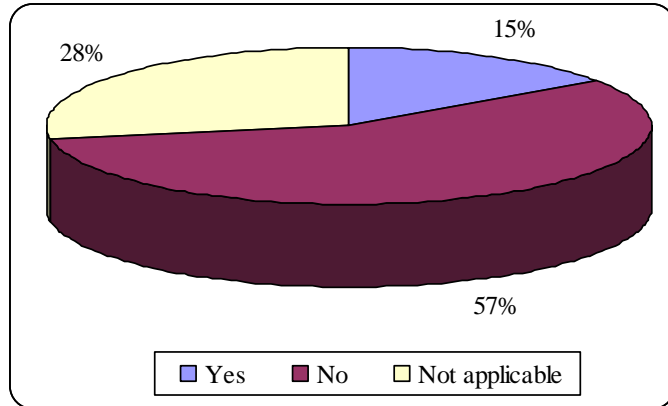
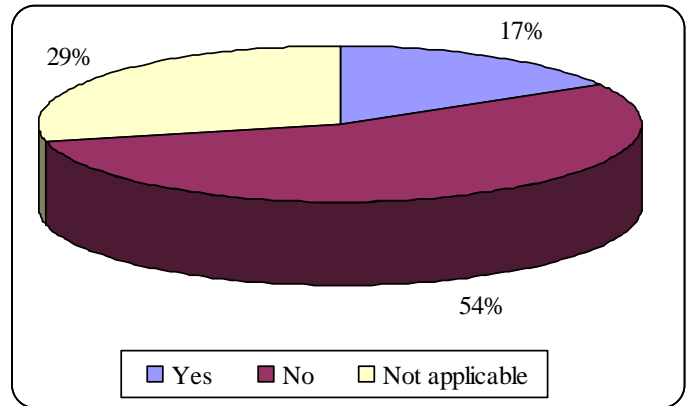


Chart 13: Did you take any steps to eliminate gender disparity?



Only 15 percent respondents stated that they had put forward recommendations for eliminating gender disparity. Out of total only 17 percent respondents said that they undertook steps for reducing gender disparity during past two years. However, detailed analysis and findings of key informant interviews inform that steps taken by the officials were mainly project or program-based one time activities or stand alone initiatives which do not reflect the attitude and practices of the individual policy maker.

When asked if they ever recommended making recently approved National Education Policy, 2009 more gender responsive, only 22 percent policy makers and implementers replied in affirmative. Out of total male respondents 26 percent and out of total female respondents only 8 percent said that they had shared recommendations for making the NEP, 2009 more gender

responsive.

Table 35: Have you ever recommended making NEP, 2009 gender responsive?

	Yes	No	Total
Male	20	56	76
Female	2	22	24
Total	22	78	100

The above analysis informs that most of the policy makers and implementers did not take any concrete steps to address gender issues in education especially in education policy. The practice of making gender responsive budgeting is also not common. Besides, a majority of the professional at national, provincial and district levels involved in education planning, budgeting and implementation also did not take any steps or put forward any recommendations for reducing gender disparity and gaps in the system.

The curriculum developers and textbook writers were also asked whether they apply guidelines provided by the curriculum wing for avoiding gender stereotypes while preparing curricula and textbooks. Around 62 percent curriculum developers and textbook writers claimed that they use the guidelines always or very often and only 20 percent said that they never used these guidelines.

Table 36: How often do you apply guidelines provided by curriculum wing?

	Always	Very often	Rarely	Never	Total
Male	21	29	14	18	82
Female	8	4	4	2	18
Total	29	33	18	20	100

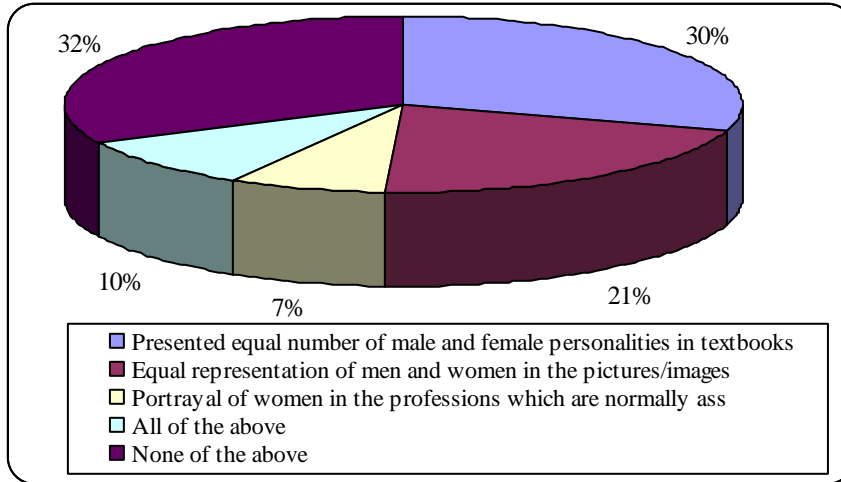
Further analysis informs that more curriculum developers than textbook writers and more female compared to male were following the guidelines provided by the curriculum wing. Moreover, 33 percent curriculum developers and textbook writers informed that they never took into account gender aspects while developing or revising the curricula and textbooks.

Table 37: Do you take into account gender aspects while performing your duty?

	Always	Very often	Rarely	Never	Total
Male	8	31	12	31	82
Female	6	6	4	2	18
Total	14	37	16	33	100

Similarly, around 32 percent curriculum developers and textbook writers informed that they did not take any step to reduce gender stereotypes and discrimination from the curricula and textbooks.

Chart 14: Did you take any steps to reduce gender discrimination?



Those who claimed to have undertaken steps in this regard mostly stated that they tried to present equal number of male and female personalities in textbooks. Like policy makers data here again the above mentioned steps do not reflect consistency of actions or practices of the professionals involved in curricula preparation and textbook writing.

The practices at the school level were also not much gender sensitive. It was observed during survey and FGDs that schools are promoting gender stereotypes of the society. Around 54 percent teachers reported that they never discussed issue of gender disparity with their colleagues

Table 38: Did you ever discuss gender disparity issue with your colleague?

	Yes	No	Don't know	Total
Public	34	40	1	75
Private	10	15	0	25
Total	45	54	1	100

This practice was common in both male and female schools (see Table V in Annex D). Although, 45 percent teachers said that they discuss gender related issues with their colleagues but only 10 percent said they highlighted and discussed the issue of gender discrimination in their departmental meetings.

Table 38: Did you ever discuss gender disparity issue with your colleague?

	Yes	No	Don't know	Total
Rural	5	51	1	57
Urban	5	38	0	43
Total	10	88	1	100

More teachers of urban schools discussed gender related issues compared to head teachers and teachers of rural areas. Around 69 percent teachers informed that their school does not possess a facility where mothers of students might wait if they come for meeting teachers or accompanying students to home.

Table 39: Does your school have a waiting room for mothers of students?

	Yes	No	Don't Know	Total
Public	12	62	1	75
Private	16	9	0	25
Total	28	69	1	100

The data informs that more private sector schools have this facility compared to public sector schools.

The above analysis of knowledge, attitude and practices of the education policy makers and implementers informs that lack of knowledge and skills is the main causes of the gender insensitivity of the policies, programs and budgets along with poor implementation of the policy actions introduced by the government. Though the most of the respondents lack proper knowledge about gender and related concepts but their attitude and opinions are not completely gender insensitive or biased and they can be improved through gender sensitization trainings. The assessment highlights the need for raising awareness and knowledge besides building capacities of policy community to ensure gender mainstreaming in all policies, programs, budgets and implementation strategies of education sector. Even the most gender responsive policies and programs are unlikely to be successfully implemented unless the policy makers and implementers have sufficient practical knowledge, positive attitude and willingness to take initiative.

SECTION IV: CONCLUSIONS AND RECOMMENDATIONS

The findings of literature review, policy analysis, Knowledge, Attitude and Practice (KAP) survey, key informant interviews and Focus Group Discussions (FGDs) shed light on the current capacities and practices at various levels of education governance. The assessment helped identify the gaps that need to be addressed in education planning and policy processes in order to create enabling environment for advancing the broader objective of gender equality in education.

The findings of the needs assessment presented in this chapter would serve as the key in-puts for designing capacity development response strategy. The assessment helped identify following three main points of entry under which core issues, areas for improvement and capacity needs have been presented.

1. Enabling Environment
2. Institutional/ Organizational Improvements
3. Building Capacities of Individuals

1. Creating an Enabling Environment¹⁶

When viewed from the standpoint of gender-equality, Pakistan's education sector appears to be lagging far behind as compared to many other countries.¹⁷ The education policy, programs and their implementation leaves a lot to be desired for fulfilling country's commitments in respect of enhancing female literacy under the Millennium Development Goals (MDGs) and Education for All (EFA). The unsatisfactory performance of Pakistan on international commitments on gender equality and empowerment of women highlights the need for creating an enabling environment for ensuring gender mainstreaming in the education policy making and implementation processes.

Enabling environment in the context of gender mainstreaming requires preparing gender sensitive policies and regulations that institutionalize the equitable participation of men and women as well as allocating gender responsive budgets that ensure steady and secure resources to support the necessary structures and programs for different genders.

An improved enabling environment providing enhanced opportunities for participation of women in education policy making and implementation would help mainstream gender in programs, projects and budgets of education sector. The enabling environment would help achieve gender equality and advancement of women. The literature review, policy analysis and survey informed that participation ratio of women in the education policy making and at high level management posts in education departments is not much encouraging. Moreover, the policy documents, programs and strategies besides budget at various levels of education governance are also not responsive to different gender needs. The core issues which need to be addressed for creating an enabling environment are discussed here.

¹⁶ An enabling environment may be interpreted as a set of interrelated and interdependent systemic conditions such as policies, laws, institutional mechanisms, resources, etc., which facilitate the promotion of gender equality.

¹⁷ This proposition stands out distinctively in MDG monitoring reports, Whitepaper on Education in Pakistan and Gender-Aware Beneficiary Assessments conducted by GRBI.

1.1 Core Issues Hindering Enabling Environment

The detailed analysis provided above informs about following main challenges which should be addressed for creating an enabling environment.

- a. The policies and programs introduced for improving education indicators addressed gender issues partly, mainly focusing on supply-side quantifiable interventions. The issues in policy frameworks, curriculum design, training of teachers, etc., were not addressed comprehensively.
- b. Fewer women than men are involved in education policy making and management process. According to our survey data only 4 percent female professional staff of the MoE and attached departments said that they took part in formulation process of the National Education Policy, 2009. (see Chart IV in Annex I)
- c. The budgets allocated at different tiers of education governance are not responsive to differential needs of girls and boys.
- d. The environment at schools is also not much gender sensitive and needs improvement. Around 69 percent teachers informed that their schools do not possess waiting rooms to facilitate mothers of students. Moreover, there is dearth of female teaching staff and basic facilities in the girls' schools which are main contributing factors for high drop-out and low enrollment rate of girls especially at elementary level.
- e. Around 42 percent teachers and policy makers were of the opinion poverty is major cause of low female literacy rate, whereas 29 percent said it was due to cultural constraints and taboos. Our policies and poverty alleviation initiatives are usually not aligned to the issues in education sector and thus work as standalone initiative without having much influence on education indicators. Synergies between poverty alleviation initiatives and education reform programs can help create enabling environment for improving girls' enrollment and retention rates.

1.2 Interventions Required

Interventions to create an enabling environment are required at many different levels and involving many different actors in order for them to be successful. Following strategies and specific actions in critical areas of concern, if taken together, would contribute to building an enabling environment for women's participation in education not only as policy makers and education managers but also as beneficiaries in schools.

- a. The education policy framework should be made more sensitive to the gender issues not only focusing on quantitative interventions but also introducing qualitative improvement in polices, curriculum design, program strategies, etc.
- b. Evidence shows that meaningful involvement of women in education policy making and

management can help make projects more gender sensitive and advance progress on Millennium Development Goals. Therefore, maximum involvement of female professionals of MoE, national institutions, provincial departments of education and related institutions should be ensured during policy making, project design and program development process.

- c. Steady and secure resources are required to support the necessary structures and programs introduced for ensuring gender equity and for creating an enabling environment for achieving gender parity. For this reason, the education budgets and resource allocations under various initiatives and sub-sectors of education should be made more gender responsive and need-based by using Fundamental Quality Level (FQL) planning tools.
- d. Steps like provision of basic facilities in schools and gender sensitization of teaching and support staff should be taken to improve teaching and learning environment in schools. At the same time measures should be taken to ensure that schools are responsive to girl's needs in every possible way, from physical location to classroom curriculum and practices.
- e. While implementing poverty reduction strategies and introducing financial incentive like income support programs, Government should tie them with the girls' enrollment and retention in schools. Such arrangement would not only work as a financial aid for the poor families but also as an incentive for improving girls' education.

2. Improving Organizational/Institutional Environment and Practices

In addition to creating enabling environment there is also need for improving institutional environment, staff composition and practices for ensuring gender mainstreaming and achieving gender parity.

2.1 Core Issues at Organizational Level

Few common issues which are prevailing at organizational level on different tiers of education governance are as follows:

- a. At the policy making, implementation and curriculum design level total number of female officials is far lesser than the male officers especially at higher management posts. A case in point is MoE where out of total available professional staff in all wings, the female professional staff comprised only 12 to 15 percent.
- b. Majority of policy makers and implementers (around 57 percent) at the national, provincial and district levels informed during the survey that they had not seen the National Education Policy 1998-2010 in detail, even though it remained under implementation for more than 9 years. The participants of FGDs at district level also informed that the policy was not officially circulated among all education managers.
- c. The survey findings also highlighted issues of coordination and inefficient information

sharing systems among the education management departments at various levels. Especially at district level the out-dated systems of communication are in place which should be modernize to improve the effectiveness and efficiency of education governance through skills and capacity development for promoting gender equality at the district level

- d. A quick review of staff recruitment and promotion procedures informs that there is need to make the human resource systems and policies gender-sensitive and responsive. The qualifications and experience required for recruitment and promotion of policy makers and implementers did not explicitly mention gender sensitivity as an essential element in the tasks/job profiles of various positions.
- e. The financial management procedures, policies and protocols are also partially gender sensitive at all three tiers of education governance. Though the at times gender disaggregated development budget allocated, however this practice is not persistent and usually a sizable portion of budget is allocated without gender specification.
- f. Key informant interviews and discussions with the academia and teaching staff of universities and departments of gender studies informed that there are separate departments on gender studies and education in few institutions. It was highlighted that at higher education level neither education nor gender studies departments offer a course on gender in education. The pre-service teacher training institutions also do not offer course on gender in education policy, planning, budgeting and implementation.

2.2 Interventions Required

Following steps should be undertaken to improve organizational environment and coordination amongst different departments for ensuring gender mainstreaming.

- a. Efforts should be made for ensuring recruitment of adequate number of well qualified female candidates at policy positions especially at senior levels; with an objective of achieving a numerical gender balance in all posts at all levels.
- b. Besides ensuring equity in number of staff the MoE, provincial education departments and district education management should also provide equal opportunities to both male and female staff for personal growth, in promotion benefits, training and working conditions.
- c. Steps should also be taken for facilitating participation and even representation of women in various institutional structures created for the management of financial resources.
- d. The officials of Ministry of Education which are directly involved in education policy making process should ensure that the policy documents are disseminated at all

education management levels as soon as it gets approved by the Government.

- e. Moreover, all related research studies and findings of assessments should also be shared with officials of various departments at national, provincial and district levels.
- f. Efficient knowledge management and information sharing system and procedures should be placed for improving coordination and cooperation among policy makers and implementers at different tiers of education governance.
- g. The job descriptions and recruitment criteria for key management positions should include conceptual clarity and sensitivity on gender issues as an important criterion for selection, promotion and capacity building efforts of staff.
- h. There is need to develop and place monitoring mechanism, particularly at the district level, to oversee the implementation of the policies such as sexual harassment policy / Act at work place towards achieving gender parity, equality and equity in education.
- i. Financial management procedures, policies and protocols should be made more gender-responsive. System should be revamped to gender disaggregated data-based budget allocation and utilization at federal, provincial and district levels.
- j. At higher education level there is a need to establish a gender in education study center. The center should offer a wider range of courses and certificates including but not limited to gender sensitive policies and frameworks, gender responsive budgeting, gender sensitive curricula and textbooks, gender audit tools and techniques, gender sensitive teaching and learning styles, gender sensitive learning environment, etc.
- k. The pre-service teacher training institutes and departments of various universities should also include in their academic programs and curricula a course on Gender in Education.

3. Building Capacities of Individuals

An important objective of the whole exercise was capacity needs assessment of education policy makers and implementers to map the existing gaps in awareness, knowledge, attitudes, and practices related to gender, and identify the capacity development needs for addressing these gaps at the individual level.

3.1 Core Issues and Gaps at Individual Level

Key gaps in the knowledge, attitudes and practices identified during the KAP survey are as follows:

Knowledge Gaps:

1. The education policy makers at federal, provincial and district levels were mostly not well aware of even the basic concept of gender. Only 41 percent were able to differentiate gender from sex.
2. Not even a single female curriculum developer or textbook writer had the understanding of term gender. This indicates that female curriculum developers and textbook writers should be sensitized about gender issues and capacitated to develop gender sensitive curriculum and textbooks.
3. Only 41 percent curriculum developers or textbook writers were aware of the concept and meaning of gender stereotypes.
4. 69 Percent policy makers and implementers were not aware of the different educational needs of boys and girls.
5. Only 19 percent policy makers and implementers had some knowledge and understanding of the National Education Policy.
6. Around 30 percent policy makers and implementers were not familiar with any of the major education management information systems and datasets available at federal and provincial levels. Even those who were familiar with these information systems did not have the knowledge and skills to the data while performing official responsibilities.
7. 63 Percent policy makers and implementers had not seen details of the education budget at their respective governance level.
8. The survey data shows that teachers had partial understanding of the gender related challenges and issues but most of them were not familiar with the gender specific needs of female students and teachers.
9. Detailed analysis of the survey data informs that the policy makers and implementers were not only unaware of the basic concepts of gender (such as gender sensitive, gender neutral and gender blind); they also did not know how gender issues had been addressed in the education policy.
10. When the knowledge of curriculum developers and textbook writers was assessed regarding awareness about and use of available studies and literature on gender analysis, it was found that only 16 percent respondents were aware of such work. Similarly, when the policy makers and implementers were asked if they were aware of any assessment that mapped-out gender issues in the education sector of Pakistan, only 14 percent responded in affirmative.

Attitudinal Challenges:

1. Only few curriculum developers and teachers agreed that education is an economic opportunity thus highlighting their preconceived notions regarding economic benefits of female education and girls' involvement in the workforce.
2. 33 Percent policy makers, curriculum developers and textbook writers and teachers either strongly agreed or agreed with the statement that difference in the enrollment rates of boys and girls is due to difference between mental and physical capabilities of both.
3. Moreover, 46 percent policy makers and education managers, 31 curriculum developers/textbook writers and 60 head teachers and teachers were of the opinion that there are some subjects such as home economics and fine arts that should be specified only for women.
4. The survey data informs that the attitude and opinions of teachers are more gender insensitive compared to policy makers and implementers. Around 53 percent teachers were of the opinion that boys learn technical concepts quicker than girls, besides, 47 percent teachers and head teachers agreed to the statement that there should be clear demarcation between the professional education of girls and boys. Similarly, 64 percent teachers held the view that co-curricular activities and sports of boys and girls should be different.
5. Around 45 percent policy makers and education managers at federal, provincial and district levels and 59 percent teachers either strongly agreed or agreed to the statement that women are more emotional while discharging their duties.
6. When inquired if gender role reversal was acceptable to them or not, around 53 percent responded that they were not in favour of such change.

Missing Practices

1. Around 29 percent policy makers and implementers informed that they never used gender-disaggregated data to perform their duties and 22 percent said they used it rarely.
2. Moreover, around 35 percent policy makers and implementers did not take any step, at their respective level of education governance, for reducing gender disparity and improving girls' access to education.
3. Only 15 percent respondents stated that they had put forward recommendations for eliminating gender disparity whereas only 17 percent respondents said that they undertook steps for reducing gender disparity during past two years.
4. Around 33 percent curriculum developers and textbook writers informed that they never took into account gender aspects while developing or revising the curricula and textbooks.

5. Only 10 percent teachers said they highlighted and discussed the issue of gender discrimination in their departmental meetings.
6. Around 69 percent teachers informed that their school does not possess a facility where mothers of students might wait if they come for meeting teachers or accompanying students to home. The data informs that more private sector schools have this facility compared to public sector schools.

3.2 Functional Capacities Required

In the light of above mentioned findings, few trainings are proposed here for building capacity of policy makers and implementers regarding gender and related concepts, education policy, gender responsive budgeting, need-based planning and management at various levels. The proposed trainings would improve functional capacities and knowledge of policy makers and implementers besides sensitizing them about gender and related concepts. The proposed trainings include:

Module 1: Gender Concepts and Issues/Gender Sensitization

Realizing that the majority of education policy makers and implementers even lack the understanding of basic gender concepts and issues, it is recommended that training on basic concepts and issues related to gender in education should be organized. The training should aim at sensitizing the policy makers and implementers regarding difference between gender and sex, gender roles and responsibilities, gender inequalities: manifestation of gender inequalities in policy and curricula, control, access and discrimination on the basis of gender, etc.

Outcome: The module would enhance knowledge and awareness of policy makers and implementers about gender and related issues.

Module 2: Policy Formulation, Analysis and Evaluation

There is no denying the fact that all policy makers and officials directly involved in policy making process need to understand basic concept of public policy, its role in public sector activities across a range of organizational settings and policy contexts. Therefore, the relevant staff should be trained in policy formulation; analysis and evaluation to inform them develop their skills for policy analysis and advice. The course should inform about the key concepts, underlying principles and core processes of policy development and their practical application to public sector situations through case studies and examples to improve problem solving in day to day settings. The training should introduce professional staff to the essential elements of policy development and the key activities and skills needed to be a proactive, rather than reactive, policy player across each part of the policy process.

This training should focus primarily, although not exclusively, on the application of quantitative and qualitative techniques to analyze and address policy issues that arise in education sector. The technical elements of the course should include extensive use of tabular analysis, decision theory, statistics, simulation and optimization as research tools.

Outcome: This module will build capacity of policy community and will enable them to apply gender lens and various tools during policy formulation, analysis and evaluation processes.

Module 3: Gender Analysis Frameworks

Gender analysis is an examination of women's as well as men's roles, resources, needs and priorities in relation to education. The Gender Analysis Framework is now widely used for situation analysis and pre-project research, especially in project-based development interventions. This is an important tool for gender mainstreaming in a particular sector. The main focus of this tool is the analysis of differences and, in particular, gender differences. This training module should provide case study based teaching materials on gender analysis at policy level. The content of this training should include conceptual framework and tools for incorporating gender analysis into education policy and programs.

A thorough gender analysis is a critical starting point for any policy, program or project that aims to be more gender sensitive. Questions such as the difference in impacts of the policy/program on women and men; the advantages and disadvantages; roles and responsibilities; who does what, who has what, who needs what; strategies and approaches in closing the gap between what men and women need; etc. need to be asked and analyzed in building a comprehensive picture of the existing situation. The needs assessment informs that the policy makers especially those assigned to ensure gender equity should be trained on the concept and tools for gender analysis.

Outcome: The module will build capacity of education policy makers and implementers to review and develop gender sensitive and gender responsive policy, programs and projects.

Module 4: Gender Assessments and Audits

The policy makers and implementers involved in program planning, resource allocation and curriculum design should be imparted extensive training on gender assessments and audits. The Gender Assessment uses the analysis to examine and highlight issues related to gender integration in on-going programs and projects and suggests potential avenues to strengthen gender mainstreaming in the future. This training should specifically focus on gender audit of curriculum and programs providing guidelines and practical instructions on the planning and implementation of participatory gender audits.

Outcome: Gender assessments and audits will help reduce chances of gender biases, gender discrimination and gender insensitivity of education policy, strategies and budgets.

Module 5: Gender Responsive Budgeting

Gender responsive budgeting helps track the way that budgets respond to women's priorities and the way that governments use funds to reduce poverty, promote gender equality, improve access to education and lower the drop-out rates. The survey data and literature review informs that the education policy makers and implementers especially those related to the financial management are not well aware of the concepts and tools of gender responsive budgeting. In this context, it would be better if comprehensive trainings are organized for professional staff involved in budget making and resource allocation in education sector.

Outcome: As a result of training on the basis of this module, the policy makers would be able to plan and allocate budgets and resources according to the differential needs and requirements of boys and girls. This would also help them align the resource allocations with the policy priorities and gender needs.

Module 6: Gender and Development

The training program on Gender and Development must be structured in a way to sensitize the participants regarding the importance of Gender and Development, deepen and update their knowledge and understanding on the issues of Gender and Development, Gender Analysis, Gender Mainstreaming and appreciation of the process of making education governance gender responsive.

Outcome: This will help sensitize the participants about gender issues in the development processes.

Module 7: Gender Sensitive Learning Styles in Classrooms

KAP assessment and observations during field work inform that the schools in Pakistan do not promote gender equality. It was also identified that teachers are not well aware about the differential needs of boys and girls as well as students of different age groups in the education sector. In order to improve teaching practice to make them gender sensitive the teachers should be provided training on gender sensitive learning styles.

Outcome: This training will improve pedagogical skills of the teachers making teachers attitudes and learning styles more sensitive to differential needs of boys and girls.

Module 8: Education Data Analysis to Inform Policies

Data management and analysis are essential functions of education management, which help design policies and projects and support reforms. Statistical analysis helps develop knowledge-base and address particular applied decision problems. The training on education data analysis should be particularly provided to the staff involved in resource allocation and planning. The training should focus on learning and decision making based on data, from the first planning or collection, to the last presentation or report.

Outcome: As a result of this training the education policy makers and planners at federal, provincial and district levels would be able to utilize various information sources and information management systems for making informed decisions.

Module 9: Education Planning and Management

In order to enable the education managers effectively perform their duties there is need to build their capacity in education policy, planning and management. In this regard training program should be designed to transform the education policy implementers especially at district level team into a pool of managers who can communicate effectively with all stakeholders, have command of and are contributors to the body of knowledge reflective of research and theory in the education, possess the skills and knowledge to make effective decisions, to manage programs and reforms, and to motivate and lead people so that policy

goals are met, and are prepared intellectually, personally, and professionally to perform their functions for reform support in education sector.

The training should build their knowledge and skills in specialized areas such as:

- i. Educational Planning and Management
- ii. Financial Administration
- iii. Personnel Administration
- iv. Educational Management Information Systems (EMIS)

Outcome: This will help improve policy making, planning and management skills of education managers at federal, provincial and district levels.

3.3 Who Should be Trained in What?

All of the policy makers and implementers do not need training in all of the above mentioned modules. From above mentioned areas the three broader categories of KAP target audience should be provided training in the topics most relevant to their functions and job responsibilities. The trainings most relevant to each category of staff are mentioned below.

Policy Makers and Implementers:

The policy makers and implementers at federal, provincial and district levels should be provided training using following modules:

- Module 1: Gender Concepts and Issues/Gender Sensitization and Mainstreaming
- Module 2: Policy Formulation, Analysis and Evaluation
- Module 3: Gender Analysis Frameworks
- Module 4: Gender Assessments and Audits
- Module 5: Gender Responsive Budgeting
- Module 6: Gender and Development
- Module 8: Education Data Analysis to Inform Policies
- Module 9: Education Planning and Management

Curriculum Developers and Textbook Writers

The training program and courses for the curriculum developers and textbook writers should include following:

- Module 1: Gender Concepts and Issues/Gender Sensitization and Mainstreaming
- Module 3: Gender Analysis Frameworks
- Module 4: Gender Assessments and Audits
- Module 6: Gender and Development
- Module 7: Gender Sensitive Learning Styles in Classrooms

Head Teachers and Teachers

Along with the training on innovative teaching pedagogies the teachers should also be capacitated through following trainings:

- Module 1: Gender Concepts and Issues/Gender Sensitization
- Module 6: Gender and Development
- Module 7: Gender Sensitive Learning Styles in Classrooms

3.4 Potential Training Institutes/Departments/Entities

There are number of public sector institutes, universities, departments and development sector organizations which not only regularly organize training in a number of areas identified above but also deliver client specific tailor-made training courses and workshops. A detailed strategy needs to be devised to utilize services of these government and non-government institutes for conducting gender in education related trainings and short courses for education policy makers and implementers at federal, provincial and district levels, curriculum developers, textbook writers and teachers. The potential training entities include:

i. Academy of Education Planning and Management (AEPAM)

AEPAM was established to provide assistance to Ministry of Education in planning, implementing, monitoring and policy formulation. The Academy is mandated to organize training programs for capacity building of Education Managers, head teachers, teachers, and computer personnel.

The Academy conducts short-term as well as long-term training programmes for different levels of officers (i.e. middle-level educational administrators, planners, supervisors, personnel, etc.) in specialized areas such as Educational Planning and Management, Financial Administration, Personnel Administration, Project Preparation, Educational Statistics, Educational Management Information Systems (EMIS), Automation of Documentation and Libraries, etc.

ii. Provincial Institutes for Teacher Education (PITE)

Provincial Institutes for Teacher Education (PITEs) have been established to assist the Education Departments at provincial level to formulate teacher education policies besides organizing and conducting teacher trainings programs. The key objectives of PITE are:

- Enhance the quality of Teacher Education.
- Develop research based innovative programs for teacher training.
- Build capacity of education institutes through human resource development.
- Initiate research in Teacher Education and other related areas.
- Develop alternative delivery modes of program of teacher training.
- Provides access to teachers for their professional growth and development.

PITEs usually offer in-service programs for teachers and managers, mainly in coordination with donor funded projects and occasionally through the Government funded annual development program (ADP) schemes. At times, PITEs, for example in Sindh, also offer a pre-service Bachelor of Education (B. Ed) Program spread over 18 months. The in-service training programs of PITE use participatory approaches and focus on critical thinking and reflective practices to bring change in behaviors and actions of teachers. Another feature of the programs is their practicum based program having close linkage with schools for their practice teaching, under constant supervision of trained faculty to provide maximum support and grooming.

iii. Bureaus of Curriculum and Extension Wing (BCEWs)

The Bureaus of Curriculum and Extension Wing (BCEWs) or Bureaus of Curriculum (BOCs) have administrative and academic control over the Elementary Colleges of Education (though the situation will be changing in Sindh very soon with PITE being given the administrative and academic control over Elementary Colleges). BCEWs also act as the certifying and examining body for the entire range of pre-service training courses for primary level education. In addition, the BCEWs also offer short in-service courses on special topics, mostly through donor-funded projects.

iv. Directorate of Staff Development (DSD)

Directorate of Staff Development (DSD) in Punjab was established with the name of Education Extension Centre (EEC) in the year 1959. In 1993 it was renamed as DSD and restructured in terms of its organizational arrangement, mandate and functions. Under the new arrangements the DSD is mandated to coordinate activities relating to teacher development both in the public and private sector. The overall mandate of the DSD is to enhance the professional capacity of teachers, head teachers, teacher educators, and various categories of education personnel thus creating an enabling environment for enhancing the quality of teaching and learning in the public sector. In 2006, Punjab Institute of Teacher Education (PITE) and Government College of Elementary teachers (GCETs) were also given under the administrative control of DSD. In 2009, PITE was merged with DSD in order to strengthen the institution as one unit and for a coordinated effort towards attainment of its goals. The Directorate is responsible for continued professional development (CPD) of teachers throughout the province and to undertake its responsibilities the DSD has been given full administrative, financial and professional autonomy.

DSD has established one District Training and Support Center (DTSC) in each district of the province. These teacher training and support centers have been established to promote increased interaction and interface between pre-service and in-service teacher capacity building and education, especially at Elementary, Secondary and Higher Secondary levels. Under these DSTCs a cohort of trained Districts Teacher Educators (DTEs) at district level and Teacher Educators (TEs) at cluster level undertake responsibilities such as training, supporting, mentoring and assisting teachers.

v. Autonomous and Private Sector Training Institutions

Along with above mentioned federal and provincial level teacher training entities there are number of private and autonomous institutions that offer training courses for pre and in-service teachers. Though these institutions do not offer exclusive trainings on gender in education, however their courses can be tailored to meet the required skills and knowledge. The autonomous and private institutes at federal level include International Islamic University and Women University of Science and Humanitarians. A complete directory of all public and private sector teacher training institutions in Pakistan has been published by the Policy and Planning Wing, Ministry of Education. The directory would be a useful source while preparing the capacity building strategy for education policy makers and implementers. The directory is available on: <http://www.teachereducation.net.pk/institutions.html>.

vi. International and National Development Partners

There are number of international, national and local level development partners which of teacher trainings in collaboration with government entities and relevant authorities. The training programs of these international and national level development partners need to be aligned with the training strategy and programs prepared by the government. The training strategy to be developed in the light of this needs assessment should try to create synergy between the donor funded initiatives and government programs for mainstreaming gender in education thus leading towards gender sensitive education policies along with gender responsive budgets and their effective implementation.

Annexure I

Tables and Charts

Table I: Do you know the NEP, 1998-2010 has relaxed upper age limit for female teachers? (Policy Makers)

	Yes	No	Total
	%	%	%
Male	37	36	73
Female	10	17	27
Total	48	52	100

Chart I: Is the education budget allocated considering differential needs of boys and girls? (Policy Makers)

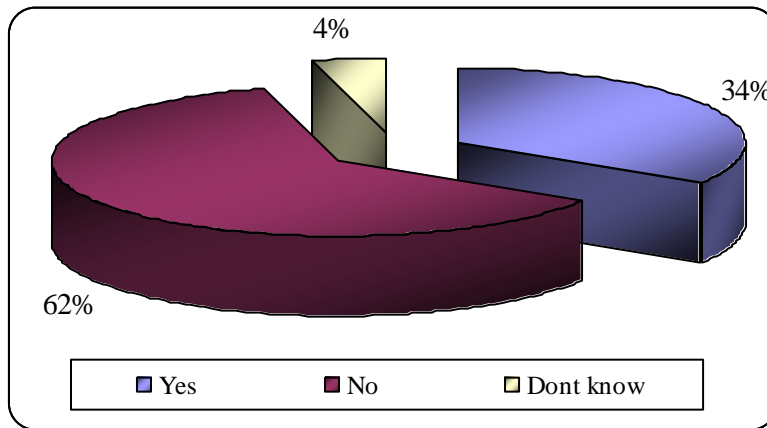


Table II: Are educational needs of girls different than boys? (Teachers)

School Locality	Yes	No	Don't know	Total
	%	%	%	%
Rural	12	40	5	57
Urban	12	29	2	43
Total	24	69	7	100

Chart II: Has any organization or department ever carried-out gender analysis of school curricula and textbooks? (Curriculum Developers)

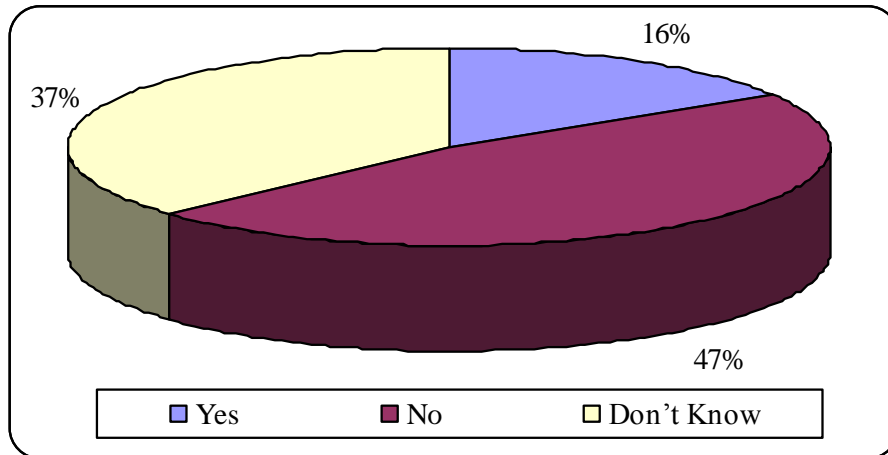


Chart III: Is gender disparity a real issue? (Curriculum Developers)

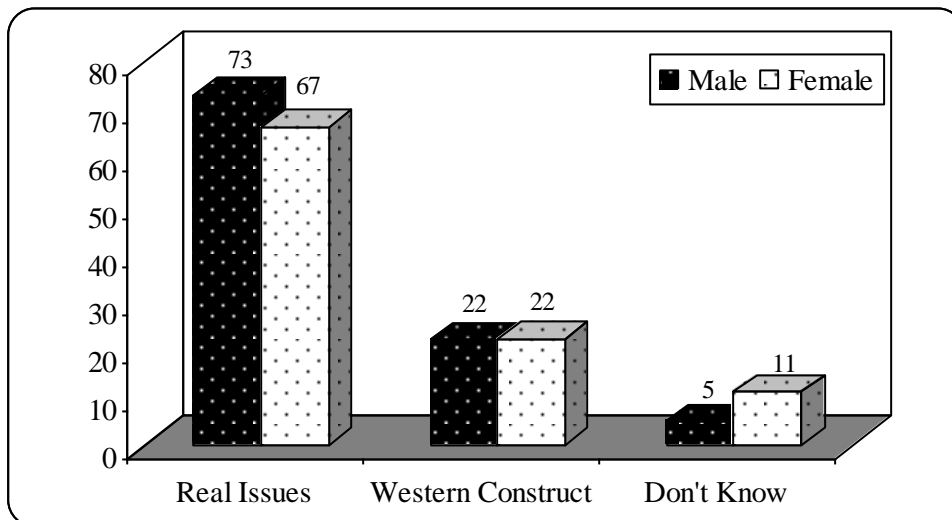


Table III: Attitude of Head Teachers and Teachers

Statement	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total
There should be clear demarcation in professions of boys and girls	13	34	12	28	12	100
Boys learn technical concepts more quickly than girls	19	34	13	25	8	100
Co-curricular activities and sports of boys should be different from girls	21	43	10	19	7	100

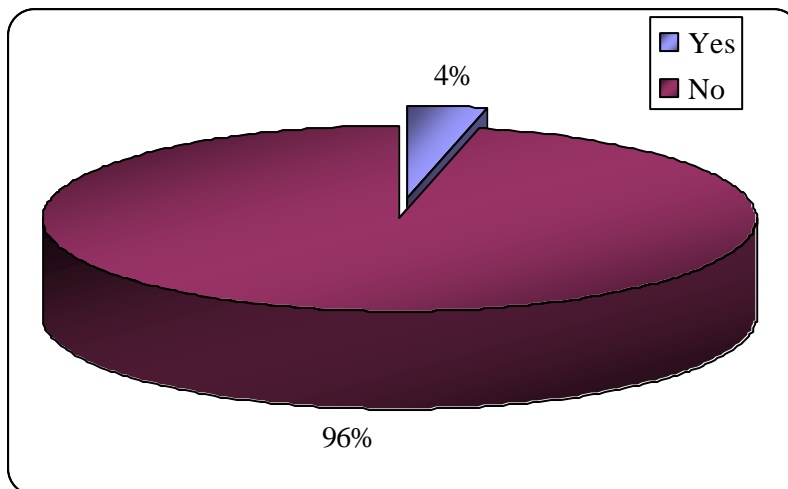
Table IV: Are women more emotional / less rational while discharging their duties? (Teachers)

Women are	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Total
More emotional while discharging duties	16	43	15	19	6	100
Less rational while discharging duties	9	30	24	30	8	100

Table V: Did you ever discuss gender disparity issue with your colleagues?

	Yes	No	Don't know	Total
Male	18	25	0	43
Female	27	29	1	57
Total	45	54	1	100

Chart IV: Did you take part in National Education Policy, 2009 formulation process? (Female Respondents)



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