

Private Sector Education in Pakistan

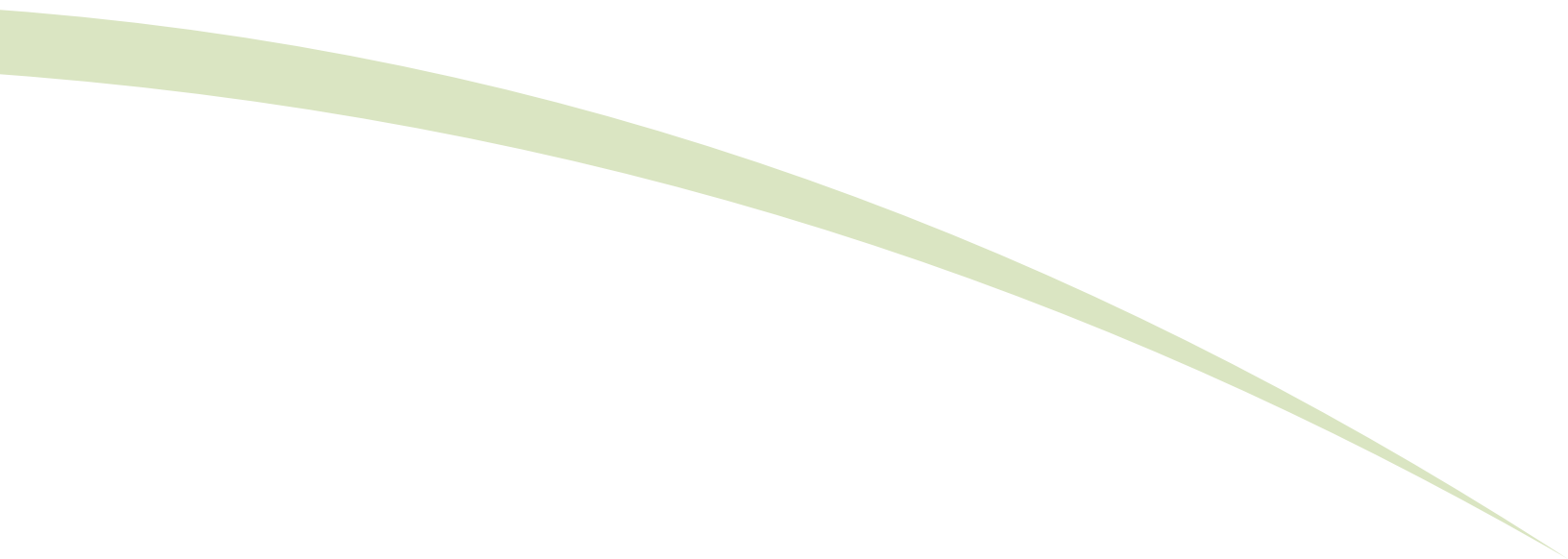
Mapping and Musing



**Institute of
Social and Policy Sciences**

Private Sector Education in Pakistan

Mapping and Musing



Private Sector Education in Pakistan: Mapping and Musing

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ACRONYMS

AEPAM	Academy for Educational Planning and Management
AJK	Azad Jammu and Kashmir
DFID	Department for International Development
EMIS	Education Management Information System
FANA	Federally Administered Northern Areas (now Gilgit-Baltistan)
FATA	Federally Administered Tribal Areas
ICT	Islamabad Capital Territory
I-SAPS	Institute of Social and Policy Sciences
KPK	Khyber Pakhtunkhwa province (formerly NWFP)
LEAPS	Learning and Educational Achievement in Pakistan Schools
MDGs	Millennium Development Goals
NEAS	National Educational Assessment System
NEMIS	National Education Management Information System
NEMIS	National Education Management Information System
NRSP	National Rural Support Programme
PEC	Punjab Examination Commission
PETF	Pakistan Education Task Force
PPPs	Public-private Partnerships
PSLM	Pakistan Social and Living Measurements Standards Survey

INTRODUCTION

Over the past decade, private sector has emerged as a key provider of education services in Pakistan both in absolute terms and relative to the public sector. One piece of evidence relates to the number of private schools, which increased by 69%, as compared to mere 8% increase of government schools between 1999-2000 and 2007-08. In 2000, the private sector was catering to the educational needs of about 6 million children. This number increased to 12 million in 2007-08 – equivalent to 34 percent of total enrolment. The number of teachers also doubled in private educational institutions during this period¹. This massive growth has thrown up many important questions. What has caused the private education institutions to grow so rapidly? How is public schooling affected by this growth? Should the government strictly regulate the private providers of education? To what extent are public-private partnerships effective for meeting the growing demand for education? Are the private schools providing better quality of learning than the government schools? To answer such questions and the like is crucial for identifying the emerging challenges and formulating effective responses and strategies at the policymaking and implementation levels.

The growth of private schools, especially of the low-fee schools, has forced education policymakers and analysts to take cognizance of the promises as well as challenges emanating from this development. While many see the role of the state as the traditional provider of educational services as natural and irreplaceable, a growing number of commentators, both within Pakistan and internationally, favor a laissez faire policy for the private sector to emerge as a key provider of education and argue that the state should not compete with private schools. While the role of the state as the financier and provider of education remains a matter of debate and controversy, the growth of private provision of education is widely interpreted by many as evidence of the parents' lack of faith in the capacity of public sector to

¹ These figures are derived from; Federal Bureau of Statistics, Ministry of Economic Affairs and Statistics, Census of Private Educational Institutions in Pakistan 1999-2000, Islamabad , and AEPAM, Ministry of Education, Pakistan Education Statistics 2007-08, Islamabad, 2009. A fuller analysis of the rise of private sector education is given in Section 1 of this study.

deliver quality education to all children. Some also argue that it is unwise to rely on market-based solutions for massive education while others believe that regulation and public-private partnerships can be effective strategies to spot and rectify the market failures.

The milieu outlined above indicates that private education has become a significant phenomenon in Pakistan and yet little is known about key dynamics of this phenomenon. Keeping this in view, this study examines the state and growth of private education in the country between 1999-2000 and 2007-08. Some data covers the period up to 2010. The analysis focuses on issues and challenges that emanate from its size and growth, diversity in the private provision of education, financing, quality of teaching and learning, public-private partnerships and regulation. The purpose of the study is to identify some areas which require further research and to highlight important existing and emerging issues in the private education which call for an informed debate and policy response.

The evidence presented in different sections of the study is based on desk-based research which was undertaken by Institute for Social and Policy Sciences (I-SAPS) for Pakistan Education Task Force (PETF) with the support of Department for International Development (DFID) UK. Preliminary findings and inferences from the research were shared with PETF in March 2010. This study presents a fuller analysis of the research with a view to facilitate an informed policy debate, suggest recommendations and implement strategies for living up to the challenges associated with the growth of private education.

At this stage, it is pertinent to point out that the analysis presented in the study draws on the existing statistical data and research studies. Description of the expansion in number of institutions, enrollment and teachers is made by combining data from the Census of Private Educational Institutions 1999-2000, National Education Census 2005 and published data from National Education Management Information System (NEMIS) for 2006-07 and 2007-08. The reader is cautioned that these two sets of databases (censuses and NEMIS reports) are not strictly comparable due to some differences in scope and methodology. For example, the census conducted in 2000 does not cover madrassahs because they were excluded from the definition of private schools but subsequently they were covered in 2005 census. Moreover, the data of private education in NEMIS reports is based on estimates derived from the past trends, contrary to the public sector data which is based on annual census. While these differences do not allow an apple-to-apple comparison, there is no other database on which one could rely for drawing a national-level holistic scenario over a longer period. Despite the differences in their scope and methodology, they provide fairly reliable estimates of growth in institutions, teachers and enrolment. However, the reader has to keep in mind these differences while interpreting the data.

In addition to the private schools' censuses and NEMIS reports, research studies dealing with different aspects of private education in Pakistan and other regions were intensively consulted. Key arguments and findings from the studies have been used to supplement the analysis.

The study is organized into six sections. The first section describes the expansion of private education in terms of changes in number of institutions, teachers and enrolment between 1999-2000 and 2007-08 and draws key inferences. The second section argues that private sector education is not a homogenous category. It sheds light on different facets of diversity which characterize the private education marketplace in Pakistan. The third section deals with financing of private education. It presents evidence on trends and patterns in government's financing of private education and out-of-pocket expenditure. The fourth section examines the issues concerned with quality of teaching and learning in private schools. The fifth section discusses public-private partnerships as the instruments to promote and support private sector participation in education. The sixth section reviews arguments for and against the regulation of private schools along with a case study of regulation regime for private schools in Islamabad Capital Territory (ICT). The study concludes with a discussion of the policy challenges to address the issues posed by the growth of private sector education.



The Rise of Private Education Size and Growth

SECTION

SECTION 01

The Rise of Private Education Size and Growth

Historically, private provision of education is not new in Pakistan. At the time of its inception in 1947, the state promised universal primary education as well as sought 'other actors' to participate in realizing it. It justified the need for participation of the extra-state actors in view of lack of resources¹. Since then, the private schools have existed in the form of madrassahs, Christian missionary schools as well as schools run by business entrepreneurs and non-governmental organizations. The growth of private schools received a serious setback due to government's drive for nationalization in 1972. Their role was revived after denationalization in late 1980s but little is known about the dynamics of revival and pre- and post-denationalization differences due to absence of data. Minimal research was carried out on the role of the private sector in education after denationalization. This deficiency was partly due to lack of a population census in Pakistan between 1981 and 1998.

Until the late 1990s, it was believed that the private schools were largely serving the elite segments of Pakistani population. After denationalization, growth of private schools was no more an urban elite phenomenon. The schools started spreading in rural areas rapidly and were affordable to middle and even low income groups. Parents could infer quality variation between schools from the fees which responded in predictable ways to measured school inputs². Some view the rise of private schooling as complementary to the governmental efforts for achieving "Education for All", others consider it as an inevitable change associated with the processes leading to the emergence of marketplaces and shrinking role of the state in the provision of public good.

Over the past few years, data has shown that private provision of education has become a significant phenomenon in Pakistan both in urban as well as rural areas. This is evident from the growing share of private sector in number of educational institutions, national workforce of teachers and enrolment especially

¹ Ministry of Education (1947), *Report of the National Education Conference*, Karachi.

² Andrabi, Tahir, Das J and Khwaja, *The Rise of Private Schooling in Pakistan, Catering to the Urban Elite or Educating the Rural Poor?* Working paper, Harvard University, 2002, pp. 4-9

since 2000. This year is important in the sense that international community began to exert great pressure on developing countries for achieving Millennium Development Goals (MDGs). This pressure was one of the most important forces which moved the Pakistani government to accelerate its efforts for achieving universal primary education and as a result it supported the emergence of private sector education in a liberal policy framework.

This section examines the growth and size of the private sector education in comparison with public sector between 1999-2000 and 2007-08 in terms of three indicators: educational institutions, teachers, and enrolment. The section highlights some of the main issues associated with the private sector's growth and size. The analysis is based on statistical data from Federal Bureau of Statistics' Census of Private Schools 1999-2000, Ministry of Education's National Education Census 2005 and Pakistan Education Statistics for 2000 and 2007-08. A detailed note on sources of data and their comparability has already been given in the introduction.

As far as the number of institutions is concerned, 30% of all educational institutions in Pakistan were private in 2007-08. This size has grown considerably since 1999-2000 when the share of private institutions was mere 19%. Comparative to the public sector, the percentage share of private sector in all educational institutions is very high at middle level (61%) and high level (59%). At the primary level, public sector is still dominant provider of education as 89% of all educational institutions are owned by the government. An important trend evident from the data is that private institutions are expanding at a much faster rate than those in the public sector. Between 1999-2000 and 2007-08, the number of private educational

Table 1.1: Number of Educational Institutions: Public versus Private

S.No.	Level	Type	1999-2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
1	Primary	Private	14,748	16,911	17,250	11%	17%
		Public	131,779	119,848	139,342	89%	6%
		Total	146,527	136,759	156,592	100%	7%
2	Middle	Private	12,550	24,115	24,847	61%	98%
		Public	12,085	14,334	15,982	39%	32%
		Total	24,635	38,449	40,829	100%	66%
3	High	Private	5,940	13,484	14,053	59%	137%
		Public	8,509	9,471	9,911	41%	17%
		Total	14,449	22,955	23,964	100%	66%
4	Total (1-3)	Private	33,238	54,510	56,150	25%	69%
		Public	152,373	143,653	165,235	75%	8%
		Total	185,611	198,163	221,385	100%	19%
5	Total*	Private	35,889	70,365	73,529	30%	105%
		Public	153,062	147,027	168,659	70%	10%
		Total	188,951	217,392	242,188	100%	28%

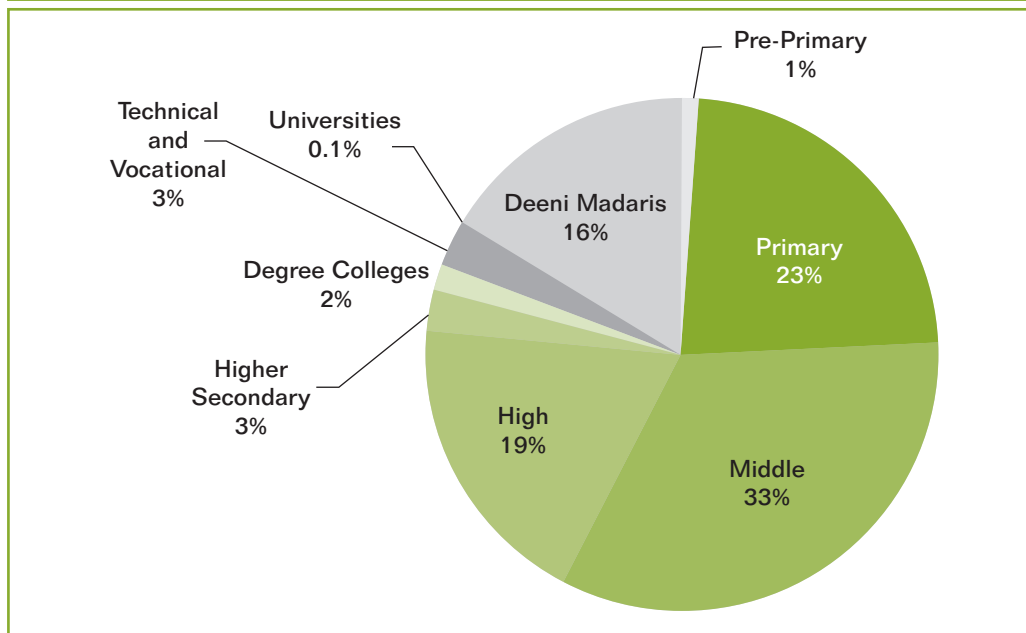
Note: Total* (5) includes educational institutions at all levels i.e. Pre-Primary, Higher Secondary, Degree level, technical and vocational and Deeni Madaris. However, the 1999-2000 data in Table 1.1 does not cover Pre-Primary, Deeni Madaris and public sector degree level and technical and vocational institutions.

Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

institutions increased by 69%, as compared to mere 8% increase in government institutions i.e. more than 8 times faster than the public sector (Table 1.1).

By level of education, the number of private education institutions is the highest at the middle level followed by primary, high and Deeni Madaris. Out of total private educational institutions in 2007-08, the percentage of institutions at these four levels was 33%, 23%, 19% and 16% respectively. Although private provision of higher education and technical and vocational education is expanding fast, the number of such institutions is small in proportional terms (Figure 1.1).

Figure 1.1: Distribution of Institutions by Level (2007-08)

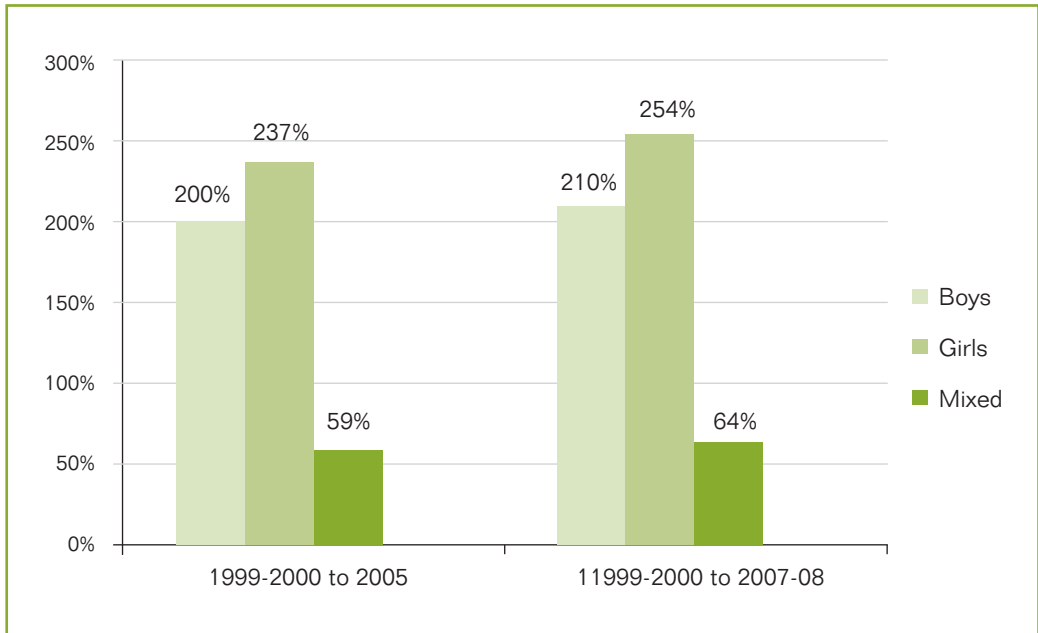


Source: I-SAPS' calculations from the NEMIS report for 2007-08

In terms of the distribution by gender, 95% of private educational institutions were mixed in 1999-2000. Analysis of statistical data indicates a significant trend in the growth of single-sex private educational institutions, as the percentage of mixed institutions has decreased rapidly since 1999-2000. This becomes evident when growth of boys, girls and mixed schools is considered. Between 1999-2000 and 2005, private educational institutions for boys increased by 200% and for girls by 237%, as compared to mixed educational institutions which grew by mere 59% during this period. Even if the change is measured over a relatively longer period between 1999-2000 and 2007-08, the same trend continues. Moreover, single-sex schools for girls have grown faster than both boys and mixed private educational institutions (Figure 1.2).

It is commonly believed that parents in rural areas prefer to educate their children, especially girls, in single-sex schools. This partly explains the faster growth of single-sex private schools, given that the number of private educational institutions has increased manifold in rural areas between 1999-2000 and 2007-08. Primary schools increased by 25%, middle schools by 134%, and high schools by

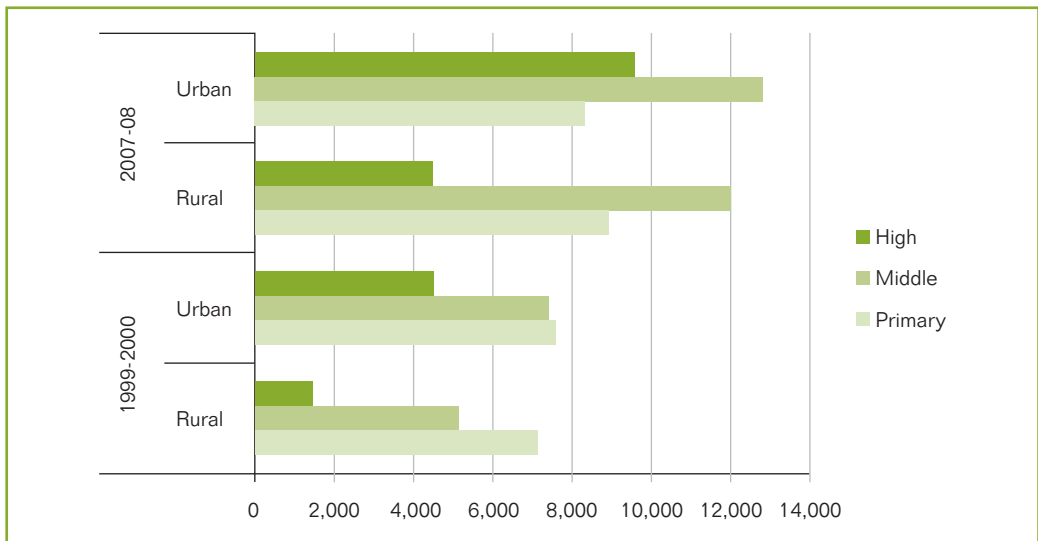
Figure 1.2: Growth of Single-Sex and Mixed Private Educational Institutions (1999-2000 to 2007-08)



Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

209% in rural areas. In comparison, the number of primary schools in urban areas increased by 10%, middle schools 73% and high schools by 113%. This shows that at all the three levels, growth of private schools has been much higher (nearly double) in rural areas than urban areas. Even in absolute terms, the number of primary schools in rural areas has exceeded those in the urban areas (rural 8,920; urban 8,330) in 2007-08 (Table A3 in Annex I). This pattern underlines the response of private sector to increasing interest of parents in rural areas to educate their children in private schools.

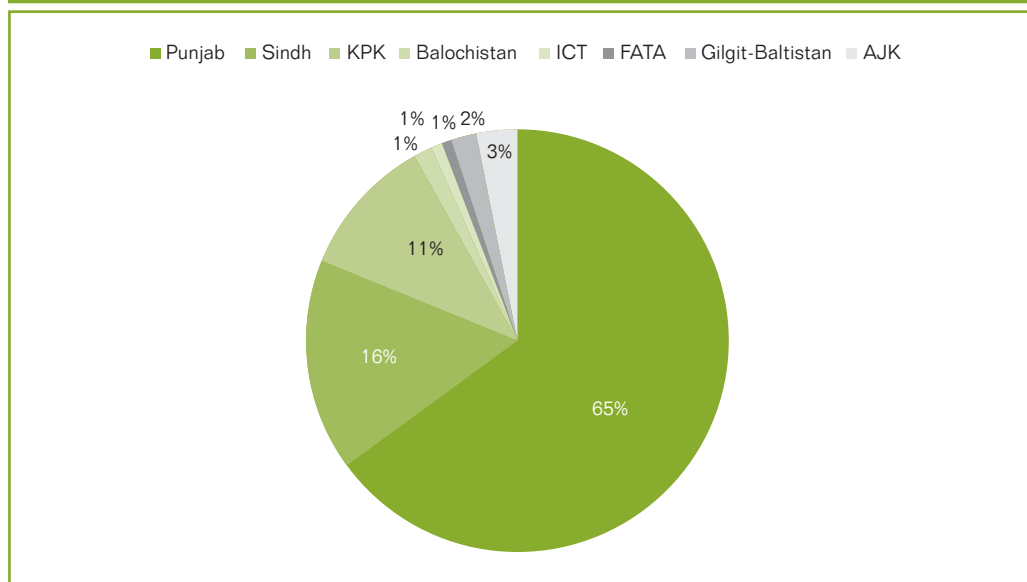
Figure 1.3: Growth of Private Educational Institutions by Location (1999-2000 to 2007-08)



Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

In terms of geographical spread, the largest percentage of all private educational institutions is found in the Punjab (65%) followed by Sindh (16%), Khyber Pakhtunkhwa (KPK) (11%), Azad Jammu and Kashmir (3%), Gilgit-Baltistan (2%) and Balochistan, Islamabad Capital Territory (ICT) and Federally Administered Tribal Areas (FATA) (1% each) (Figure 1.4). If combined growth of primary, middle and high schools is considered between 1999-2000 and 2007-08, Balochistan province is at the top where the private primary, middle and high schools increased by 90% followed by ICT (76%), Punjab (71%), Sindh (66%), KPK (64%) and FATA (33%). The data for comparison of growth rates in Gilgit-Baltistan and AJK is not available for 1999-2000.

Figure 1.4: Distribution of Private Educational Institutions by Region (2007-08)

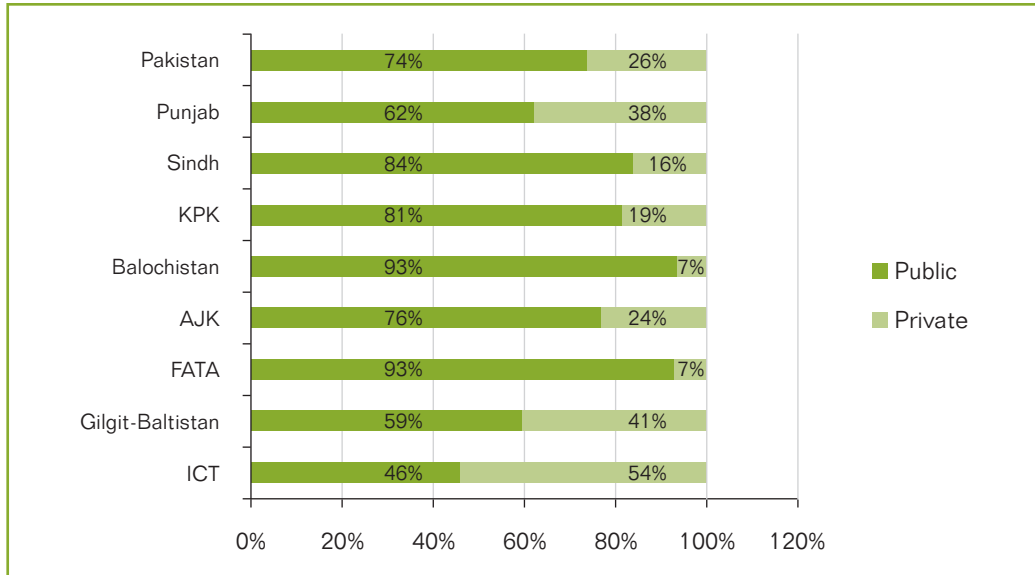


Source: Compiled by I-SAPS from the NEMIS report for 2007-08

Overall, three in every ten educational institutions in Pakistan are private. However, the public-private mix varies in each region. ICT is an outlier as more than half of its total educational institutions are private. In Gilgit-Baltistan, the percentage of private institutions is also very high and stands at 41%. In Balochistan and FATA, private sector has not been able to emerge as a key provider of education as mere 7% educational institutions were private in 2007-08. The percentage shares of public and private sector educational institutions in 2007-08 are shown in Figure 1.5.

The state of teachers in private educational institutions is considerably large due to sheer size of the sector. In 1999-2000, the total number of teachers in private educational institutions was 0.3 million. By 2007-08, the workforce of teachers was doubled (Table 1.2). Out of total 1.4 million teachers in Pakistan, 44% were working in private educational institutions in 2007-08. In private educational institutions, the number of female teachers is twice the number of male teachers. The growth in their number between 1999-2000 and 2007-08 is commensurate with this pattern in primary, middle and high schools. However, the growth in number of male teachers

Figure 1.5: Educational Institutions by Region: Public-Private Mix (2007-08)



Note: The above percentages do not include universities, Deeni Madaris and technical institutions.
Source: Compiled by I-SAPS from the NEMIS report for 2007-08

was considerably higher than females for private higher secondary and technical and vocational institutions (Table A4 in Annex I).

Table 1.2: Number of Teachers in Private Schools

S.No.	Level	Sex	1999-2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
1	Primary	Male	17,020	18,846	19,338	22%	14%
		Female	58,904	67,605	68,857	78%	17%
		Total	75,924	86,451	88,195	100%	16%
2	Middle	Male	28,752	48,583	49,888	25%	74%
		Female	77,629	145,661	149,371	75%	92%
		Total	106,381	194,244	199,259	100%	87%
3	High	Male	27,150	54,420	55,021	28%	103%
		Female	67,459	139,852	144,072	72%	114%
		Total	94,609	194,272	199,093	100%	110%
4	Total (1-3)	Male	72,922	121,849	124,247	26%	70%
		Female	203,992	353,118	362,300	74%	78%
		Total	276,914	474,967	486,547	100%	76%
5	Total*	Male	81,264	182,912	191,854	32%	136%
		Female	213,638	390,661	405,764	68%	90%
		Total	294,902	573,573	597,618	100%	103%

Note: Total* (5) includes teachers of educational institutions at all levels i.e. Pre-Primary, Higher Secondary, Degree level, technical and vocational and Deeni Madaris. However, the 1999-2000 data in Table 1.2 does not cover teachers of Pre-Primary and Deeni Madaris.

Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

Like the number of institutions and teachers, private education marks a significant phenomenon in terms of enrolment at various stages. Overall, private sector

enrolment accounted for 34% of total enrolment in educational institutions in 2007-08. This means that one in every three children enrolled in educational institutions was in a private institution (Table 1.3). This proportion is much higher for technical & vocational education and Deeni Madaris, as private sector's share in enrolment at these two stages was 57% and 97% respectively in 2007-08 (Table 5A in Annex I). In terms of growth, data reveals two important findings. First, the increase in overall enrolment has been the lowest at the primary stage (1%) between 1999-2000 and 2007-08. Indeed, public sector enrolment at the primary stage has declined by 2.6% during this period. At middle and high stages, enrolment increased by 35% and 50% respectively. This pattern refers to significant improvement in transition of children from primary to middle and high schools. Secondly, percentage increase in enrolment in private sector institutions has been much higher than the public sector. Between 1999-2000 and 2007-08, public sector witnessed an increase of mere 4% in combined enrolment for primary, middle and high stages, as compared to 29% increase in the private sector enrolment. Thus, enrolment in private sector has expanded 7 times faster than that of the public sector (Table 1.3).

Table 1.3: Enrolment in Schools: Public versus Private

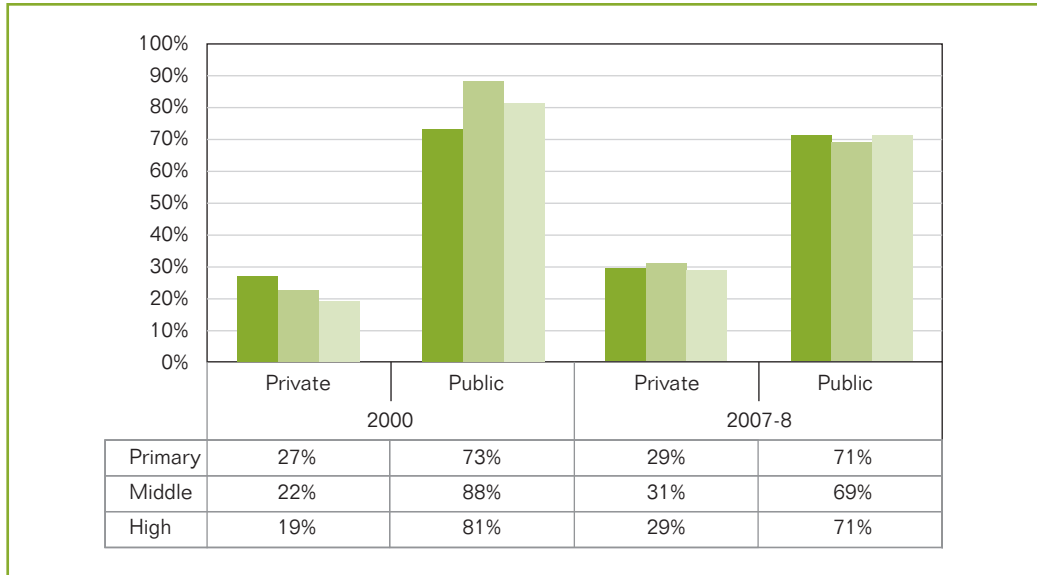
S.No.	Level	Type	1999-2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
1	Primary	Private	4,568,890	5,120,963	5,072,796	29%	11%
		Public	12,480,466	10,982,715	12,155,478	71%	-2.6%
		Total	17,049,356	16,103,678	17,228,274	100%	1%
2	Middle	Private	885,146	1,675,556	1,668,543	31%	89%
		Public	3,073,938	3,325,884	3,694,175	69%	20%
		Total	3,959,084	5,001,440	5,362,718	100%	35%
3	High	Private	305,798	680,383	702,946	29%	130%
		Public	1,311,107	1,480,549	1,723,309	71%	31%
		Total	1,616,905	2,160,932	2,426,255	100%	50%
4	Total (1-4)	Private	5,759,834	7,476,902	7,444,285	30%	29%
		Public	16,865,511	15,789,148	17,572,962	70%	4%
		Total	22,625,345	23,266,050	25,017,247	100%	11%
5	Total*	Private	5,952,224	11,775,558	12,140,458	34%	104%
		Public	16,952,185	20,782,205	23,411,173	66%	38%
		Total	22,904,409	32,557,763	35,551,631	100%	55%

Note: Total* (5) includes enrolment at all stages i.e. Pre-Primary, Higher Secondary, Degree level, technical and vocational and Deeni Madaris. However, the 1999-2000 data in Table 1.3 does not cover enrolment at the stages of Pre-Primary, Deeni Madaris and public sector enrolment in degree level and technical and vocational institutions.

Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

The rapid growth of private schooling entails many implications for the public sector. One piece of evidence comes from changes in the share of private schools in total enrolment between 1999-2000 and 2007-08. As Figure 1.6 shows, public sector schools witnessed a decline of 2% in enrolment at primary, 19% at middle and 10% at high stage. Obviously, this decline came from increase in enrolment in private schools.

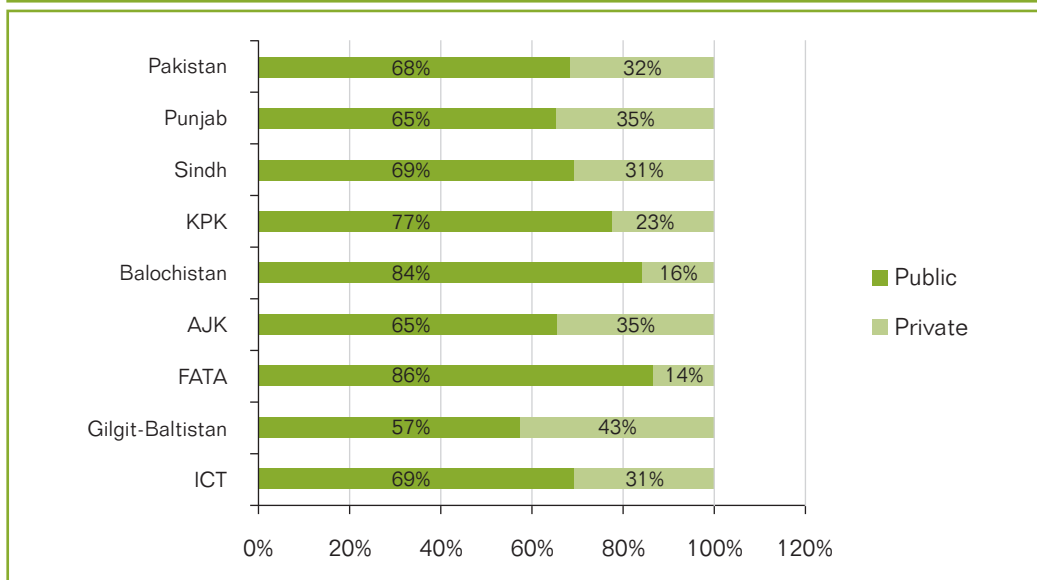
Figure 1.6: Growth of Enrolment in Public and Private Educational Institutions



Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000 and NEMIS reports for 2000 and 2007-08

Out of total enrolment in educational institutions in Pakistan, private sector accounted for 32% in 2007-08. This percentage is the highest in Gilgit-Baltistan (43%) followed by Punjab and AJK (35% each), Sindh and ICT (31% each), KPK (23%) and Balochistan (16%). The share of private sector in total enrolment is the lowest in FATA (14%) (Figure 1.7).

Figure 1.7: Public-Private Mix in Enrolment by Region (2007-08)



Note: The above percentages do not include universities, Deeni Madaris and technical institutions.

Source: Compiled by I-SAPS from the NEMIS report for 2007-08

Overall, the number of boys in total enrolment of private educational institutions is higher up to higher secondary level. The difference is not as high as in the public sector. In 2007-08, boys accounted for 55% out of total private sector enrolment at

primary, 54% middle, 53% high and 51% at higher secondary level. The enrolment of girls is higher than boys only at degree level (Class XIII-XIV) and stands at 64% compared with boys (36%) (Table A7 in Annex I). However, the growth trend shows that enrolment of girls in private sector institutions is growing at a faster rate than that of boy at primary, middle and high levels (Table 1.4).

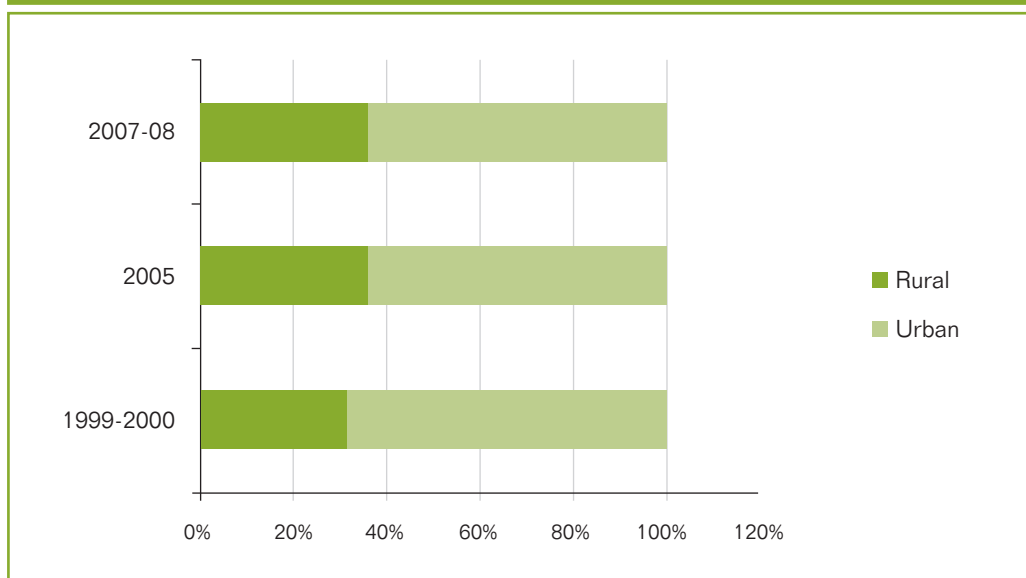
Table 1.4: Growth of Enrolment in Private Schools by Gender

Level	Boys		Girls	
	1999-2000 to 2005	1999-2000 to 2007-08	1999-2000 to 2005	1999-2000 to 2007-08
Primary	8%	7%	17%	16%
Middle	90%	88%	89%	89%
High	121%	127%	124%	133%

Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

The largest proportion of enrolment in private educational institutions was in urban areas and stood at 68% in 1999-2000. In rural areas, enrolment increased from 32% in 1999-2000 to 36% in 2005 but it has not further increased as a percentage of total private sector enrolment. While the number of private educational institutions has increased at a much faster rate in rural areas than in urban areas, corresponding change in enrolment has not been witnessed. This implies that most of the recently established rural private schools are smaller in size.

Figure 1.8: Enrolment in Private Educational Institutions by Location



Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000, National Education Census 2005 and NEMIS reports for 2000 and 2007-08

The above analysis provides illuminating insights into the size and growth of private sector education between 1999-2000 and 2007-08. One of the revelations is the unprecedented pace at which this sector is growing vis-à-vis public sector. Between 1999-2000 and 2007-08, the number of private educational institutions increased 8 times faster than the public sector. This growth is much higher for single-sex schools than mixed schools and much higher in rural areas than urban areas. In addition, the rise of private schooling has significant impact on enrolment in government schools. Between 1999-2000 and 2007-08, public sector's percentage share of enrolment decreased by 2%, 19% and 10% at primary, middle and high levels respectively because the private sector was able to attract greater number of children. Another important trend is visible in the form of higher growth of girls' enrolment during this period which is likely to change the conventional ratio in which boys exceed girls in absolute numbers in private schools. These changes mark significant transformation in internal dynamics of the private education sector on one hand, and call for deeper analysis and informed debate on their implications for public education sector and Pakistan's overall education indicators, on the other.



Financing of Private Education

SECTION

SECTION 02

Financing of Private Education

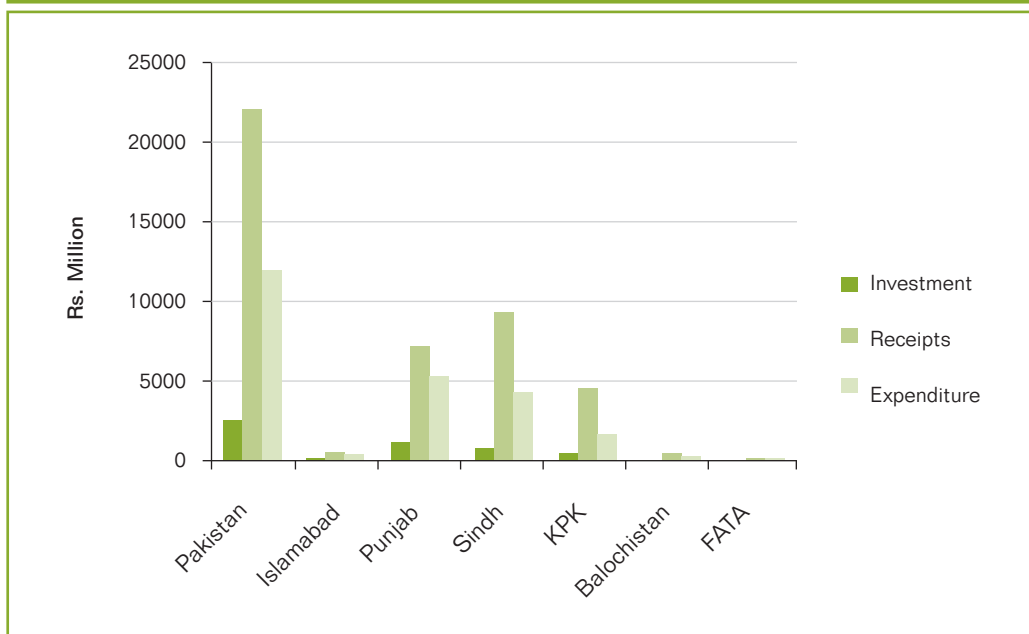
The previous section has highlighted significant changes in the size of private sector engaged in delivery of education services vis-à-vis public sector and its rapid growth in terms of number of institutions, teachers and enrolment. These changes draw attention to some fundamental questions pertaining to financing of private education in Pakistan. How much does the private sector invest in education annually? How much do different types of private schools cost to children from households in low-, middle- and high income groups? How much profit do the private schools earn? How does the fee structure correlate with quality of education in private schools? To what extent does the cost of private provision of education vary in different regions and in urban and rural areas? The data available to answer these and similar questions related to financing of private education is insufficient and whatever is available is too much scattered. While the volume of research on public financing of education has grown considerably over the past few years, little attention has been paid to investigate the dynamics of education financing in the private sector.

The deficiency of data is evident from the fact that the most comprehensive set of financing statistics are available only in the Census of Private Educational Institutions 1999-2000. Since then, considerable changes might have occurred in trends and patterns of investment, receipts and expenditure of private educational institutions but it is difficult to analyze those changes because subsequent National Education Census 2005 and NEMIS have not captured information about private spending.

The Census 1999-2000 showed that annual investment by the private sector was Rs. 2.5 billion whereas the recurrent expenditure amounted to about Rs.12 billion in the year preceding the Census. The Gross Income of all types of private educational institutions was Rs. 22 billion showing an estimated return of Rs. 7.5 billion in 1999-2000. Region-wise expenditure and income data is shown in Figure 2.1. Overall, the major source of income was tuition fee (58%) and admission fee (28%). Donations contribute about 9% whereas 5% came from other

sources¹. These statistics shed light on considerable size of investment and expenditure by the private sector and the high rate of return. According to the Census 1999-2000, the private sector's net return was 52% of investment plus expenditure in the year covered in the Census. This figure might well be understated because an accurate picture could not have been captured in the Census due to sensitivity of financial information². Despite this probability, this rate of return indicates that the incentive to invest in private education is high for profit-oriented entrepreneurs that would eventually lead to rapid expansion of the sector – a proposition which is already confirmed in the analysis presented in Section I of this study.

Figure 2.1: Investment, Receipts and Expenditure of Private Educational Institutions (1999-2000)



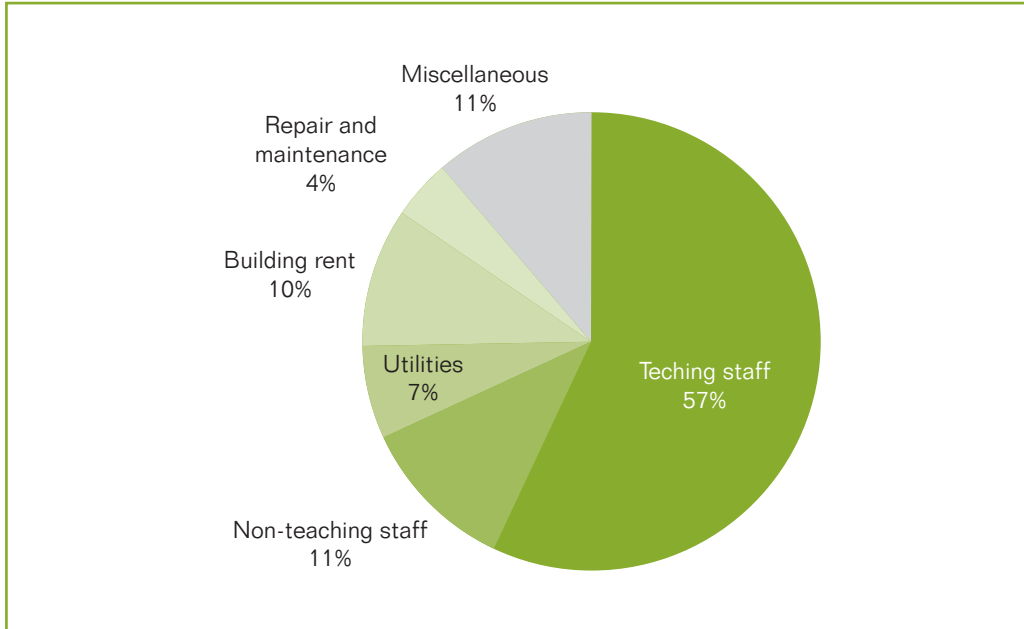
Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000

According to the Census 1999-2000, the largest chunk of private sector's expenditure went to teaching staff (57%). The other two major types of expenditure were salaries for non-teaching staff (11%) and rent of building (10%). These figures suggest that the percentage of combined expenditure on salaries and benefits of staff (68%) is considerably lower than the public sector for which this percentage is generally higher than 80 percent. Given that the quality of education is perceived superior to the public sector, the difference in percentage expenditure on staff calls for deeper research to investigate how the private sector manages to get better quality despite the fact that it spends less on its teaching staff compared with the public sector.

¹ Op. cit. ,Census of Private Educational Institutions in Pakistan 1999-2000, p. 18.

² This proposition is supported by a note in the Census 1999-2000 (p. 6) about reluctance of the heads of some private educational institutions to provide information about expenditure, investment and income.

Figure 2.2: Distribution of Expenditure of Private Educational Institutions



Source: Compiled by I-SAPS from Census of Private Educational Institutions 1999-2000

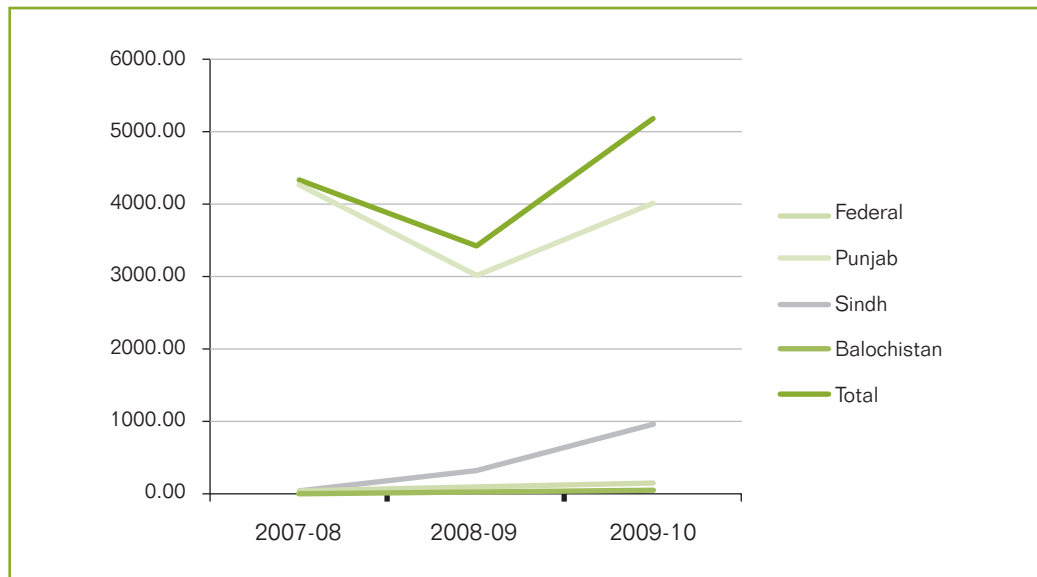
As far as the cost of private education is concerned, data on household annual expenditure per pupil is available in the Pakistan Social and Living Standards Measurement (PSLM) Survey. In 2007-08, overall household annual expenditure per pupil in a private educational institution was Rs. 6,130 which was 3.5 times higher than the expenditure of Rs. 1,756 incurred in public sector educational institutions. There are significant differences in expenditure at all levels. The household annual expenditure per pupil amounted to Rs. 4367 at primary level, Rs. 6,728 at middle level, Rs. 9,172 at secondary level, and Rs. 13,547 at higher education level - higher than public sector by 7.3 times at primary, 5.3 times at middle, 3.8 times at secondary and 1.5 times at higher education levels. These statistics indicate that the difference between costs of education in the private and public sectors is the highest at the primary level and lowest at the higher level, which is probably due to subsidies provided to the latter by the government. Overall, an urban household spends Rs. 2433 more than a rural household does per pupil in a private educational institution.

From the perspective of equity, it is important to note that disparity between rural and urban areas in proportional terms is higher for the public sector. An urban household spends 68% more than a rural household does for educating a child in a government educational institution whereas this percentage is 50% for private educational institutions. This difference indicates the prevalence of low-fee schools in rural areas to cater to the educational needs of the poor households which itself calls for deeper research to examine the issues related with quality and the value for money.

In addition to the expenditure incurred by the private institutions of education and households, government provides considerable funds in the form of grants-in-aid to the private sector. According to a study recently conducted by I-

SAPS, the total amount of grants-in-aid (excluding KPK) provided to the private sector amounted to Rs. 5.2 billion in 2009-10, up by 20% over 2007-08. In 2008-09, the amount of grants-in-aid fell due to cut worth Rs.1.2 billion by the government of Punjab. Major chunk of the grants-in-aid is spent on establishing public-private partnerships through federal and provincial education foundations.

Figure 2.3: Grants-in-Aid to Private Education Sector



Source: I-SAPS (2009). Public Financing of Education in Pakistan: Analysis of Federal and Provincial Budgets. Islamabad.

03

Diversity of Private Education

SECTION

SECTION 03

Diversity of Private Education

Diversity of private education in Pakistan is a characteristic feature and has tremendous implications for policy research but this aspect remains largely under explored in the literature. As a result, private sector as the provider of education has generally been treated as a homogenous category, though to a lesser degree than the public education sector. Ordinarily, differentiation is made between low- and high-fee schools, Urdu- and English-medium schools with different syllabi and between boys, girls and mixed schools. However, in reality the private educational institutions can be classified along a much broader range of categories and characteristics which differentiate one from the other type. There are, for example, faith-based schools which are established along ideological lines to promote certain kind of religious or secular education. Then, within the religious institutions, there are some which are believed to be conservative while others are considered to be in sync with requirements of the modern age. In addition, there are not-for-profit private educational institutions set up by non-governmental organizations or charities for welfare of the poor which co-exist with purely profit-oriented commercial institutions.

This diversity can best be described as the potpourri of private educational institutions.

Where has this diversity come from? The answer to this question draws attention to the variance in demand for education emanating from the ethnically diverse and ideologically divided society of Pakistan. Some segments of population are interested to get their children educated in schools with English as the medium of instructions while the others prefer those schools which focus on Islamic education or both. In rural areas, parents favor single-sex schools for older girls due to which growth of girls' private schools has been much higher than that of the mixed schools (see Section I). Such differential demands for a certain kind of education within a particular school environment have given rise to a vibrant private educational marketplace in Pakistan. While operating within a policy framework with few restrictions on opening and running a school, the private sector has

captured the space that has been created due to failure of the largely homogenous public education system to respond to the varied demands for education.

What are the implications of diversity in the provision of education? From one point of view, diversity in the private educational marketplace is a response to variance in the demand which already exists in the society. Whether this response is good or bad is a question which cannot be fully answered due to dearth of research. However, some believe that from the vantage point of harmony and equality in the society, the very fact that private educational institutions are configured to a diverse range of social, economic, ideological and religious lines is a matter of concern. Critics argue that allowing the private sector to operate like this is deepening the existing socio-economic inequalities among different ethnic and religious sections and enhancing disparities between the rich and the poor.

This apprehension is best explained by the fact that a text book used in a private school preaches to the students that listening to music, watching television and even playing carom board or flying kites are sinful acts. Obviously, this school is satisfying the educational needs of a particular segment of population which has a certain kind of perception about Islamic values. On the other hand, there are many private schools which teach music to children in regular classes and promote liberal arts. Thus, the two types of schools are producing two groups of students with entirely opposite worldviews. This case illustrates the potential implications of different types of schools for social harmony, peace and national integration.

It is important to understand that unlike the government schools, different types of private schools entail different implications in terms of their impact on policy and socio-economic milieu. As such each type needs different policy response which cannot be formulated unless sufficient data exists about each type for informed policy debate and discussion. At present, the Education Management Information System (EMIS) and independent research initiatives provide little information for proper categorization of private schools. Therefore, the challenge is to generate sufficient data and research to assess the actual implications associated with different types of private schools and then to formulate and provide an appropriate policy response accordingly.

The previous section has highlighted significant changes in the size of private sector engaged in delivery of education services vis-à-vis public sector and its rapid growth in terms of number of institutions, teachers and enrolment. These changes draw attention to some fundamental questions pertaining to financing of private education in Pakistan. How much does the private sector invest in education annually? How much do different types of private schools cost to children from households in low-, middle- and high income groups? How much profit do the private schools earn? How does the fee structure correlate with quality of education in private schools? To what extent does the cost of private provision of education vary in different regions and in urban and rural areas? The data available to answer these and similar questions related to financing of private education is insufficient and whatever is available is too much scattered. While the volume of research on public financing of education has grown considerably over the past few years, little

attention has been paid to investigate the dynamics of education financing in the private sector.

04

Quality of Teaching and Learning

SECTION

SECTION 04

Quality of Teaching and Learning

Quality of teaching and learning is a main factor in the rapid growth of private educational institutions in Pakistan. The popular perception is that quality is much better in private schools than the government schools. The extent to which this perception is true is a matter of debate. Generally, quality is hardly questioned as far as high-cost private school chains which cater to the elite are concerned. The issue of quality is raised more frequently for low-cost private schools which are prevalent in both rural and urban areas.

One argument about the quality of low-low private schools has come from Andrabi, Das and Ijaz (2002). They argue that even if quality is low in such private schools, it need not be a cause for concern given the low costs in the sector. What is more important is whether the households have sufficient information to distinguish among schools on the basis of quality indicators and know what they get in return for what they pay. Their answer is that this condition is met but more data on quality is required for formulating any policy proposals. Parents can infer quality variation between schools through the range of fees which varies in predictable ways to measured school inputs. They present evidence about academic qualifications of private school teachers that are comparable with those of government school teachers and low student-teacher ratios (most regions having median ratio between 15 to 25 students to a teacher). However, they point out that most teachers in private schools have little professional training which is a cause for concern¹

While correlation of fees with measured inputs taken as the crude indicator of quality can be helpful for the households to choose a good private school, it is not necessarily useful in many instances. Parental choices are affected by many other crucial factors as well such as personal references, marketing and publicity campaigns and scores of school students in annual examinations. In some instances, even good measured inputs become misleading and examples abound of complaints about quality for schools with good building and low student-teacher ratios. Thus, the issue of quality is more complex than the authors mentioned above

¹ *Op. cit.* Andrabi, T. et.al, (2002).

have tried to portray. In fact, documentation is too little to help the households make informed choices by distinguishing between good and bad schools, especially among low-cost schools.

Assessments of learning and student achievements shape an idea of overall level of quality in private schools but they present different pictures. For examples, the World Bank commissioned an assessment under LEAPS project in the Punjab based on test scores of third grade students from both public and private schools in rural Punjab. Based on the data so obtained, LEAPS researchers claimed that pupils in private schools are outperforming public schools². This claim resounds in many other comparative studies³.

Another piece of evidence comes from comparative performance of private schools based on the regular testing of grade 5 and grade 8 students by the Punjab Examination Commission (PEC) in Punjab and National Educational Assessment System (NEAS) nationally. Unlike LEAPS, the data from PEC and NEAS shows only marginal differences between performance of pupils from public and private schools.

Indeed, the threshold for performance of private schools remains very low with the performance of already failing public schools as the reference point for comparison. The comparative studies also see private schools as providing a dynamic education marketplace which secures parents right to choose from among the best that they can afford. The discrepancy in comparisons suggests some lack of usefulness of such exercise, especially when the reference points for the private schools are the failing public schools. The LEAPS researchers also admit that private schools look good only because the public schools' performance is abysmally low. The state needs to invest in improving both public and private schools to ensure a broad provision of quality education irrespective of the nature of funding and ownership.

Standards and assessment, if used effectively, can help in regulating without being invasive. Especially, if parents are provided with the information about how particular schools are faring compared with a set of minimum standards. Assessment tools focus a lot more on math and science score, and hardly ever assess the worldview, civic sense, and other elements of good citizenship. With private schools, the latter are even more important. Government and citizens should have information about whether the private schools are playing their role in producing good citizens, over and beyond producing good doctors, engineers, public servants, and scientists.

² For a detailed discussion on the comparative performance of private schools in the province of Punjab as compiled by the LEAPS, see Andrabi T. Das J. Khwaja A. Vishwanath T. & Zajonc. T. (2007). *The Learning and Educational Achievement in Punjab Schools (LEAPS) Report*. Washington, DC: The World Bank; Also Oxford University Press, Pakistan (forthcoming).
³ Op. cit., Andrabi T. et al (2007): Andrabi T. Das J. & Khwaja A. (2008). *A dime a day: The possibilities and limits of private schooling in Pakistan*, in *Comparative Education Review*, 52(3), 329-355; Andrabi T. Das. J. Khwaja A, Vishwanath T., & Zajonc T. *Learning and Educational Achievements in Punjab Schools (LEAPS): Insights to inform the education policy debate*. World Bank, Washington DC, 2007

05

Public Private Partnerships

SECTION

SECTION 05

Public Private Partnerships

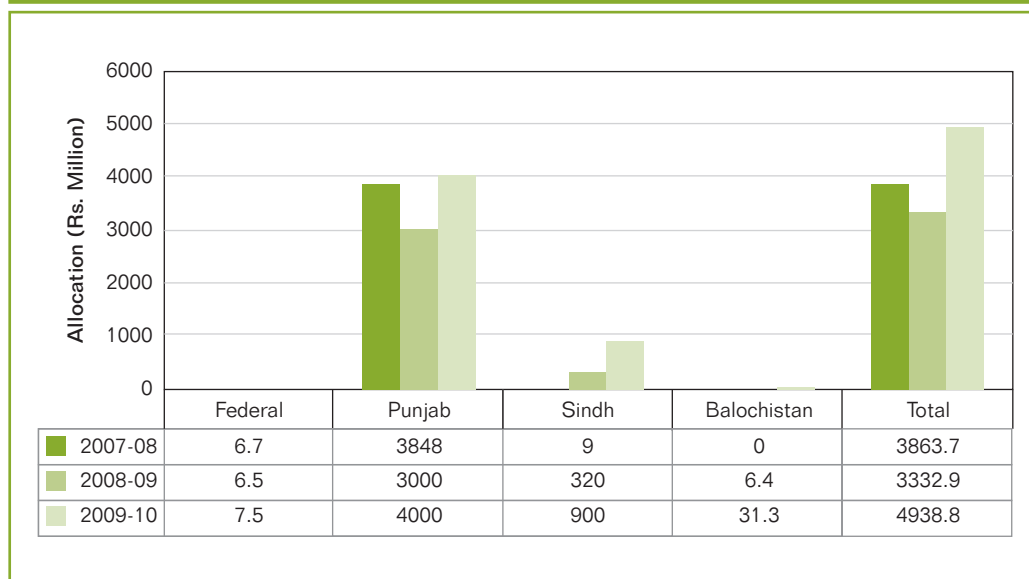
The idea of public-private partnerships (PPPs) in education sector is not new in this region. The history goes back at least to the Wood's dispatch of 1854 on education which laid the foundation of modern education system in India before the partition. The dispatch recommended a system of grants-in-aid to encourage and foster the private enterprise in the field of education. The grants in aid were conditional on the institution employing qualified teachers and maintaining proper standards of teaching. After independence, the government of Pakistan consistently called for and supported the development of private sector education through a laissez faire policy toward private schools including generous tax exemptions. State's disposition toward the private sector was only interrupted during the 1970s in a bid to nationalize private schools. The major breakthrough in the support to private sector was made during the early 1990s with the formation of national and provincial level education foundations. The foundations support the private education sector through the PPPs.

The most common modality used by the education foundations for partnerships is public financing - private provision. Other modalities of the PPPs in which the private and community stakeholders have taken over or adopted government facilities have also been tried out. An example of unsuccessful PPP is a contract between Pakistan Railways and the Beaconhouse School System (a for-profit private education provider) to manage 19 schools of Pakistan Railways for 33 years. This partnership, however, was unsuccessful and was terminated only after three years of contract. However, similar PPP modality has been in vogue with considerable degree of success at other places. For instance, a non-governmental organization called CARE has adopted and currently operates over 170 government schools in Lahore. Likewise, the National Rural Support Programme (NRSP) has been operating 48 rural schools since 2002 in a union council of Rahim Yar Khan district through contractual arrangements with the district government.

The concept of partnership adopted by the education foundations is shaped by the argument that the state is responsible for provision of basic education and

where it fails to do so, it should bear the cost regardless of who provides the education. The proponents of this viewpoint ground their position in the rights-based framework which treats access to quality education as a human right whose corresponding duty bearer is the state. Consequently, public financing - private provision has emerged as a dominant instrument for partnering with the private education sector and has taken the forms of voucher schemes, provision of cost per pupil, grants-in-aid, etc. This is evident from the fact that the allocations of federal and provincial governments for promotion of the PPPs through education foundations have increased significantly over the past few years. In 2009-10, the Punjab government allocated Rs.4 billion for this purpose. In total, Rs.4.9 billion were allocated for the education foundations in 2009-10, up by 28% over 2007-08¹ (Figure 5.1).

Figure 5.1: Public Financing – Private Provision: Budgetary Allocations for Education Foundations



Source: I-SAPS (2009). Public Financing of Private Education in Pakistan: Analysis of Federal and Provincial Budgets. Islamabad.

What do the foundation-supported private schools use the public money for? What kind of interventions are being made to improve access to education? Do all education foundations have identical or different PPP initiatives? To answer these questions, the research team for this study collected information from the existing documentation of the foundations-assisted programs and through interviews of some officials working in the foundations. Table 5.1 shows this information by type of PPP programmes currently being run by the National and provincial education foundations. This means that the instruments used by the foundations through which the public money is provided to the private education sector are not necessarily the same. The National Education Foundation and Balochistan Education Foundation, for instance, provide direct grants-in-aid to private schools

whereas the Frontier Education Foundation in KPK province gives loans. Voucher program is being implemented only in the Punjab. The most common type is community schools which are being run by all education foundations except by the Punjab Education Foundation. The federal and provincial governments are experimenting with different implementation arrangements, though they all are grounded in the public financing-private provision partnership framework.

Table 5.1: Types of PPP Programmes of National and Provincial Education Foundations (As in March 2010)

Type	National	Punjab	Sindh	KPK	Balochistan
Grants-in-Aid	✓				✓
Loans				✓	
Vouchers		✓			
Cost per child enrolled	✓	✓	✓		✓
Adopt a School	✓				
Community Schools	✓		✓	✓	✓
Literacy	✓		✓	✓	

Source: Compiled by I-SAPS from information available on the websites and reports of education foundations and key informant interviews

The types of PPP initiatives shown in Figure 5.2 are basically designed to expand access to education. For example, in order to ensure that children from poor households can access the private schools of their choice, the Punjab Education Foundation has created voucher schemes and programs through which private schools are paid for each child they enroll. The voucher scheme provides vouchers to children from urban slums in Lahore. Its design also includes strategies to support school improvement and quality education. Likewise, Balochistan Education Foundation has initiated programs which ensure access for low income families. For example, the Foundation pays subsidies to private schools on the basis of per child enrollment. Such programs have also been designed to increase access for girls from low income families, e.g. through the Quetta Urban Girls Fellowship program. However, it is difficult to measure the extent to which such programmes have increased access to schooling in all provinces due to incomplete documentation and deficit of data. Some statistics about the number of beneficiaries are available but they are insufficient to draw a fuller picture.

Do the education foundations concentrate on expansion of access only or do they also assure quality of education in their partner schools? Information collected from the existing documentation of the foundations-assisted programs and through interviews of some officials working in the foundations is shown in Table 5.2. Two common measurable quality inputs focused by all education foundations are in-

service teacher training (e.g. Cluster-Based Teacher Training, Teaching in Clusters by Subject Specialists) and provision of teaching aids. Programs have also been initiated to evaluate provision of education at private schools. The Sindh Education Foundation introduced a program “Quality Assurance Review,” which is a certification program, conducted by the “Quality Assurance Resource Centre (QARC).” This program not only helps quality improvement but also categorizes schools' quality to inform parents' schooling decisions. The Punjab Education Foundation and Sindh Education Foundation also impose penalty on partner schools if they are unable to maintain a threshold of quality. This means that a uniform or harmonious quality assurance framework for public-private partnership does not exist which is evident from differences in quality-related measures of education foundations. Moreover, there is serious deficit of independent evaluations about the impact of existing quality assurance measures.

Table 5.2: Quality Assurance in PPP Interventions of Education Foundations (As in March 2010)

Type	National	Punjab	Sindh	KPK	Balochistan
In-service teacher training	✓				✓
Teachers qualification				✓	
Provision of learning aids		✓			
Provision of text books	✓	✓	✓		✓
Regular quality tests	✓				
Community Schools	✓		✓	✓	✓
Penalty for low quality	✓		✓	✓	

Source: Compiled by I-SAPS from websites and reports of education foundations and key informant interviews

A key issue related to the PPP programs is absence of any example of scaling up successful approaches. For instance, in the case of Sindh Education Foundation's Adopt-a-School program, only 222 schools out of a total of 28,854 government primary schools in Sindh have been adopted. Similarly, the School Voucher Scheme of Punjab Education Foundation has reached only 12,000 students (PEF 2008). Thus, the real contribution of PPPs measured in terms of expansion in access remains questionable.

Another issue worth attention is the inability of PPPs to properly address the challenge of equity. Programs like Adopt-a-School remain concentrated in the urban areas or remote areas having strong industrial base as it is difficult to find adopters in very poor or remote geographical settings. On top of this, the capacity of education foundations to conceptualize and implement innovative PPP models

varies dramatically across the provinces. The two provinces with lower education indicators, Balochistan and KPK, also have less active foundations. This difference is due to different funding flows, and different scale and quality of private sector education providers in the given province. One piece of evidence comes from variation in grants-in-aid provided to private schools in Balochistan. As Figure 5.4 shows, no steady or predictable pattern for average grant-in-aid per school is observed which raises questions about sustainability of financial support provided by the provincial government.

Figure 5.2: Variation in Balochistan Education Foundation's Average Grant-in-Aid per School



Source: I-SAPS' calculations from the data available on the websites of Balochistan Education Foundation

Moreover, there is a lack of rigorous research on the impact of various PPPs. There exists very little evaluation information about these programs and most of the data that does exist is generated by the program owners themselves, thus stressing the need for cautious interpretation. It is also important that evaluations are not just quantitative but also include information about the quality of education provision.

06

Regulation of Private Schools

SECTION

SECTION 06

Regulation of Private Schools

Modern state has always had an interest in education of masses because democratic governance is premised on the development of a literate citizenry that is adequately prepared to participate in the political and economic life of the society. As such, the debates are not as much about the interests of the state in education, but about whether state intervention, funding, and provision are the most appropriate modes of providing universal education to all children. Where state has receded from direct funding and provision of education, it has done so by retaining the powers to regulate the provision of education by the private sector. This section states some of the arguments for and against the regulation of private sector providers of educational services. Concerns about regulation in the particular governance environment of Pakistan are illustrated through examining the case of the regulatory regime recently adopted by Islamabad Capital Territory (ICT) to regulate the schools within its jurisdiction.

An important justification put forth in favor of regulation is the apprehensions about market failure if the private education sector is allowed to operate in absence of a state-enforced regime of rules and regulations. The market failures include absence of informed consumption of educational services, equity failures, and social costs. Concerns about such failure have already been expressed in the case of Pakistan¹. In the case of Pakistan, some of these failures indeed are becoming evident. Clearly, economic growth and liberalization have resulted in increased opportunities, which are disproportionately available more to individuals graduating from private English medium schools and a handful of well endowed public schools.

Many issues related to private sector education arise when low-income and less educated parents are not able to fund schooling of their children, and may not make optimal choices for their children. This requires government intervention to ensure equity of opportunities (Adnette, 2004). So, when the state intervenes to

¹ See Jimenez, E., & Tan, J. (1987). Decentralised and private education: the case of Pakistan. In *Comparative Education*, 23(2), 173-190.

provide, for example, educational vouchers to parents who need them, this intervention can be interpreted as its response to the possible market failures such as absence of credit for the parents to invest in the primary education of their children. In other words, vouchers are a response to equity issue. Similarly, the state intervention to provide and regulate professional status of teachers serving in private schools is another example of its intervention to curb market failures such as quality issues. On the other side, some scholars have argued that the fears of market failures are unfounded². However, the ability to access this information may be dependent on cultural, economic and social capital of parents (Andrabi, Adnette, 2004).

Following have been adduced as arguments in favor of state regulation of private sector education providers by the promoters of regulation, which is required for:

- ⊙ Ensuring that children are not harmed due to lack of training and education of the parents;
- ⊙ Ensuring minimum level of quality education;
- ⊙ Preventing teaching of anything that is inimical to the interests of society³.

It is hard to disagree with the provision of some kind of check—either through licensing and certification, or through active inspection—aimed at ensuring that children are protected. This is so because their mental and physical health is, or should be, just as important to the state as it is to their parents. Protecting children automatically requires a set of standards for service provision. Likewise, when curricula remain unregulated, texts inimical to the interests of the society can find their way into the classrooms. As such, then, the case for regulating private schools appears persuasive.

The case against regulation is just as equally convincing and based on pragmatic rationales is as the case for regulation. State's prerogative to regulate private schools have been resisted in principle as well as found to be impractical and leading to corrupt practices especially in the less than ideal governance milieus. Critics argue that state is not the best of the regulators, and that regulation ought to be replaced by a trust in the capacity of individuals to make the best rational choices in their interest.

This perspective is not new either. The response of Sir Robert Lowe, a 19th century British educationist, when asked by the Royal Inquiry Commission of 1868 to comment on the possibility of parental mistakes in deciding what is best for their children, is emblematic of the modern day arguments against regulation and state control of education: "...they are very liable to make mistakes, and they do constantly now; but I know of nothing else. I know no alternative between that and some minister of education or some educational board which should regulate it...I

² Op. cit, Andrabi, T. et.al., (2007) pp.xxv – xxvi

³ See Randall, E. Private Schools and State Regulation. Urb. Law., 24, 341. 1992, p.4

myself see nothing for it but to make the parents of the children the ministers of education, and do everything you can to give them the best information as to what is good education, and where their children can be well taught, and to leave it to work itself out.”⁴ The arguments of the modern day detractor of regulation, stated below, have a striking sense of déjà vu to them:

- ⊙ Some research provides evidence that assumption about parents being uneducated and ill informed is incorrect. According to LEAPS study, average household is actually fairly good at distinguishing well performing schools from poorly performing schools.
- ⊙ Students' interests are not guaranteed even in public schools, and sometimes they need more regulation than the private sector.

The basic argument adduced by the detractors, therefore, is that when state cannot guarantee establishment and maintenance of minimum standards in the public schools, how it could conceivably regulate a complex private sector. Why, then, not leave it to the parents who have the best interests of their children at their heart to make the best possible choices for their education.

Below the study provides the case of the regulatory regime in Islamabad Capital Territory (ICT) to show the ways in which the state regulation becomes a messy undertaking. While making this argument, the I-SAPS, however, is not positioning itself for or against regulation. The argument for and against regulation are equally strong and convincing and pose a dilemma to policy makers. The way out of the dilemma, however, may not be abandoning the need for regulation but finding ways of improving the state's capacity to deliver it amicably. Needless to say, constructive regulation of private schools is not unheard of and several states, notably some states in the United States and some European countries provide successful examples of state regulated private service delivery in education⁵.

There are several legal instruments currently in place for the regulation of private schools in Pakistan. Notable among them are 1) Punjab Private Educational Institutions Promotion and Regulation ordinance 1984, 2) Sindh Educational Institutions Regulation and Control ordinance, 2001 and Amended Act 2003, which became effective from August 2004, 3) The NWFP Registration and Functions of Private Educational Institutions (Amendment) Ordinance, 2002, and 4) Islamabad Capital Territory Educational Institutions (Regulation and Promotion) Ordinance XXII of 2006. The use of the term regulation together with control and promotion are interesting as they provide us a window on ways in which the idea of regulation is interpreted within the specific governance context of Pakistan. The regulation is associated with promotion of private sector only in the case of Punjab and ICT only. Interestingly, Punjab and ICT are among the largest in terms of the number of private sector institutions after FANA. Here we will consider the case of ICT to

⁴ West, E. (1964). Private versus public education: A classical economic dispute, in *The Journal of Political Economy*, 72 (5), 465-475.

⁵ For a description of regulatory regimes in the United States, for example, see Williams, L. *The Regulation of Private Schools in America: A State-by-State Analysis*. (1996)

highlight the ways in which the contents of the act can potentially compromise a meaningful regulation of private schools.

A critical textual review of the ICT Educational Institutions (Regulation and Promotion) Ordinance XXII of 2006 provides interesting insights into the way regulation of private schools has been conceived. The preamble of the ordinance states its aim as provision of “registration, regulation, and functioning of private educational institutions.” The aims and objectives of the regulatory mandate are consistent with the general arguments for regulation stated above. However, there are many issues which need attention of the policymakers.

One of those issues is that the ordinance comes into full force at once on the day of its promulgation. It is important to note the absence of any gestation period, as it represents the general attitude toward regulation. Ordinarily, it makes sense to allow the private schools some time and resources—through possibly PPP interventions—to prepare to meet the requirements of regulatory ordinance. This may also be needed to prevent the schools from passing down the costs of meeting such requirements to the consumers through raising their fees. Immediate enforcement works against such measures, and is likely to force schools to adopt measures that would ultimately pass on the financial burden to the parents as well as adopt measures such as bribing the inspectors to meet the necessary documentation requirements without actually meeting the regulatory standards.

Another problem is found in Section 9 (1) of the ordinance which requires the regulatory authority to be self financing. While it apparently sounds quite efficient and cost effective to establish and require the authority to finance itself, it leaves one to wonder as to who will eventually pay for regulation. If the schools are required to pay for their own regulation, the burden will eventually be passed to the consumers through increase in the cost of schooling. Thus, it is that parents will be made to pay for the regulation of private schools. Furthermore, when seen in relation to some of the other measures stipulated by the ordinance, it is doubtful that parents will receive any benefits in the form of enhanced quality of education for their children.

The matter of appeal has been treated in a way that it defeats the basic principles of justice. Under Section 17 of the ICT regulatory ordinance, appeals in response to rejection of applications by regulatory authority can only be made by the aggrieved parties to the secretary, ministry of education within thirty days of the rejection. Any orders passed by him on the appeals are deemed final and not subject to any further adjudication.

The penalties imposed on the private schools by the ordinance are uncharacteristically strict. Should a school contravenes the provisions of the ordinance, the proprietors could be punished with imprisonment which may extend to one year or fine which may extend to five hundred rupees for each day during the period of offence, or it can be both the fine as well as imprisonment.

The readers can clearly see the problems of imposing a regulatory regime on the schools by a 'self financed' regulatory authority, imposed with no period of

gestation, and with little leeway for the private schools to contest the decisions of the regulatory authority in a court of law. Within the particular governance context of Pakistan, a regulatory regime such as this will pass the costs of regulation to the consumers of educational services, will open up possibilities of corrupt practices by the inspectors from regulatory authority, and will undermine the original intentions of regulating private schools.



SUMMARY AND CONCLUSIONS

SUMMARY AND CONCLUSIONS

This study has examined the state and growth of private education in Pakistan. It focuses on issues and challenges that emanate from changes in its size and growth, diversity in the private provision of education, financing, quality of teaching and learning, public-private partnerships and regulation. The purpose of the study is to identify some areas which require further research and to highlight important existing and emerging issues in the private education which call for an informed debate and policy response.

The study relies on the existing statistical data and research dealing with private education sector. The analysis of size and growth of the private sector in terms of institutions, enrollment and teachers is done by combining data from the Census of Private Educational Institutions 1999-2000, National Education Census 2005 and published data from National Education Management Information System (NEMIS) for 2006-07 and 2007-08. These databases are not strictly comparable due to some differences in scope and methodology and this issue has been taken care of while compiling the tables. Additional notes have been added to caution the readers.

Key findings of the study are as follows:

1. Private education has become a significant phenomenon in Pakistan, notwithstanding anything else, due to its staggering size in terms of number of institutions, teachers and enrolment. Overall, 30% of all educational institutions in Pakistan were private in 2007-08. Thus, three in every ten educational institutions in Pakistan were private. This size has grown considerably since 1999-2000 when it was mere 19%. Similarly, out of total 1.4 million teachers in Pakistan, 44% were working in private educational institutions in 2007-08. Like the number of institutions and teachers, private education marks a significant phenomenon in terms of enrolment at various stages. Overall, private sector enrolment accounted for 34% of total enrolment in educational institutions in 2007-08. This means that one in

every three children enrolled in educational institutions is in a private institution.

2. Between 1999-2000 and 2007-08, private education sector has expanded at an unprecedented pace vis-à-vis public sector. The number of private schools increased by 69%, as compared to mere 8% increase of government schools between 1999-2000 and 2007-08. Contrary to popular perceptions, the growth of single-sex schools is much higher than mixed schools and much higher in rural areas than urban areas. The rise of private schooling has significant impact on enrolment in government schools. Between 1999-2000 and 2007-08, public sector's percentage share of enrolment decreased by 3%, 19% and 10% at primary, middle and high levels respectively because the private sector was able to attract greater number of children. These changes mark significant transformation in internal dynamics of the private education sector on one hand, and call for deeper analysis and informed debate on their implications for public education sector and Pakistan's overall education indicators, on the other.
3. The Census 1999-2000 showed that annual investment by the private education sector was Rs. 2.5 billion whereas the recurrent expenditure amounted to about Rs.12 billion in the year preceding the Census. The Gross Income of all types of private educational institutions was Rs. 22 billion showing an estimated return of Rs. 7.6 billion in 1999-2000. Thus, the private sector's Net Return was 52% of investment plus expenditure. Overall, the major source of income is tuition fee (58%) and admission fee (28%). Donations contribute about 9% whereas 5% comes from other sources. These statistics shed light on considerable size of investment and expenditure by the private sector and high rate of return.
4. Overall household annual expenditure per pupil in a private educational institution was Rs. 6,130 which was 3.5 times higher than the expenditure of Rs. 1,756 incurred in public sector educational institutions in 2007-08. An urban household spends Rs. 2433 more than a rural household does per pupil in a private educational institution.
5. Government provides considerable funds in form of grants-in-aid to the private education sector. According to a study recently conducted by I-SAPS, the total amount of grants-in-aid (excluding KPK) provided to the private sector amounted to Rs. 5.2 billion in 2009-10, up by 20% over 2007-08. Major chunk of the grants-in-aid is spent on establishing public-private partnerships through federal and provincial education foundations.
6. Diversity is a characteristic feature of private education in Pakistan but this aspect remains largely under-explored in the literature. In reality, the private educational institutions are configured along a broad range of categories such as faith, gender, language, religion, etc. Unlike the government schools, different types of private schools entail different implications in terms of their impact on policy and socio-economic milieu. As such each

type needs different policy response which cannot be formulated unless sufficient data exists about each type for informed policy debate and discussion. At present, the Education Management Information System (EMIS) and independent research initiatives provide little information for proper categorization of private schools. Therefore, the challenge is to generate sufficient data and research to assess the actual implications associated with different types of private schools and then to formulate and provide an appropriate policy response accordingly.

7. While the popular perception about quality of education favors the private schools vis-à-vis public schools, the degree to which the households can actually differentiate between a good and a bad school cannot always be determined, though measured inputs can serve as the guide to some extent. Learning assessments provide more sophisticated evidence of quality. However, different assessments lead to different directions. A research study commissioned by the World Bank shows that pupils in private schools are outperforming public schools whereas the data of Punjab Examination Commission suggests that the difference is not too high. The existing documentation is too little to develop a national level picture about the quality of education in private schools. Another issue is that the threshold for performance of private schools remains very low with the performance of already failing public schools as the reference point for comparison.
8. The idea of public-private partnerships has been accepted and practiced in Pakistan for quite long. The major breakthrough in the support to private sector was made during the early 1990s with the formation of national and provincial level education foundations. The foundations support the private education sector through the PPPs. The most common modality used by the education foundations for partnerships is public financing - private provision. As a result, the allocations of federal and provincial governments for promotion of the PPPs through education foundations have increased significantly over the past few years. In 2009-10, the Punjab government allocated Rs.4 billion for this purpose. In total, Rs.4.9 billion were allocated for the education foundations in 2009-10, up by 28% over 2007-08.
9. A key issue in the PPPs in education sector is the lack of a harmonious policy framework. The federal and provincial governments are experimenting with different implementation arrangements. Similarly, no uniform framework exists for assurance of quality in private schools which enter into partnership with the government. Even if sufficient measures are taken to assure quality, the potential of scaling the successful PPP models remains limited due to resource constraints, given that more or less all partnerships are grounded in public financing - private provision framework.
10. The question of regulation of private education sector is a tricky one. The proponents of regulation make a convincing case, largely based on the likelihood of market failure in terms of unavailability of sufficient information and lack of equity in educational opportunity. On the other hand, the basic

argument adduced by the detractors, therefore, is that when state cannot guarantee establishment and maintenance of minimum standards in the public schools, how it could conceivably regulate a complex private sector. Why, then, not leave it to the parents who have the best interests of their children at their heart to make the best possible choices for their education.

11. There are a number of regulatory laws for private education sector in place in Pakistan. However, little information is available about the status of their implementation. If a textual review of the laws is carried out, one can easily infer that those laws cannot be implemented without resistance from the private sector due to serious weaknesses and inbuilt deterrence. For example, regulatory ordinance for private education sector operating in Islamabad imposes a regulatory regime on private schools by a 'self financed' regulatory authority, imposed with no period of gestation, and with little leeway for the private schools to contest the decisions of the regulatory authority in a court of law. Within the particular governance context of Pakistan, a regulatory regime such as this will pass the costs of regulation to the consumers of educational services, will open up possibilities of corrupt practices by the inspectors from regulatory authority, and will undermine the original intentions of regulating private schools.

A major issue that emerges from the review of the private education is the lack of data and research even about some basic characteristics of the sector. For example, policymakers do not have access to reliable knowledge about characteristics of different types of private schools. No systematic knowledge exists about the range of curricula being taught in the private and denominational schools in Pakistan. This is one area where useful regulation is needed. No independent and rigorous evaluations exist of the effects of existing PPPs or regulatory regimes. Such evaluations have not brought out any worthwhile lessons, nor they have identified best practices and, therefore, the policymakers cannot make informed decisions about which strategies to follow in both PPP and Regulation. Similarly, deficiency of data about financing of private education sector is evident from the fact that the most comprehensive set of financing statistics are available only in the Census of Private Educational Institutions 1999-2000. Since then, considerable changes might have occurred in trends and patterns of investment, receipts and expenditure of private educational institutions but it is difficult to analyze those changes because subsequent National Education Census 2005 and NEMIS have not captured information about private spending. These are a few instances of gaps in information due to which we do not know much about private education despite that it has become a significant reality of Pakistan society. This situation calls for an immediate response for creating a strong knowledge base which could help the policymakers to take informed decisions.

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A

ANNEX

Statistical Tables

ANNEX A

Statistical Tables

Table A1: Number of Educational Institutions

Level	Type	2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
Pre-Primary	Private		794	815	100%	
	Public					
	Total		794	815		
Primary* (I-V)	Private	14,748	16,911	17,250	11%	16.97%
	Public	131,779	119,848	139,342		
	Total	146,527	136,759	156,592		
Middle (VI-VIII)	Private	12,550	24,115	24,847	61%	97.98%
	Public	12,085	14,334	15,982		
	Total	24,635	38,449	40,829		
High (IX-X)	Private	5,940	13,484	14,053	59%	136.58%
	Public	8,509	9,471	9,911		
	Total	14,449	22,955	23,964		
Higher Secondary/ Inter (XI-XII)	Private	407	1,555	1,914	60%	370.27%
	Public	689	1,327	1,299		
	Total	1,096	2,882	3,213		
Degree Level (XIII-XIV)	Private	739	358	376	31%	-49.12%
	Public		777	826		
	Total	739	1,135	1,202		
Technical/ Vocational	Private	1,505	2,143	2,189	70%	45.45%
	Public		916	936		
	Total	1,505	3,059	3,125		
Deeni Madaris	Private		11,799	12,085	97%	
	Public		354	363		
	Total		12,153	12,448		
Total	Private	35,889	70,365	73,529	30%	104.88%
	Public	153,062	147,027	168,659		
	Total	188,951	217,392	242,188		

Table A2: Number of Private Institutions by Gender

Level	Sex	2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
Pre-Primary	Boys		12	12	1.47%	
	Girls		40	40	4.91%	
	Mixed		742	763	93.62%	
	Total		794	815		
Primary (I-V)	Boys	242	641	650	3.77%	168.60%
	Girls	464	737	758	4.39%	63.36%
	Mixed	14,042	15,533	15,842	91.84%	12.82%
	Total	14,748	16,911	17,250		16.965%
Middle (VI-VIII)	Boys	215	723	744	2.99%	246.05%
	Girls	89	615	637	2.56%	615.73%
	Mixed	12,246	22,777	23,466	94.44%	91.62%
	Total	12,550	24,115	24,847		97.98%
High (IX-X)	Boys	357	1,094	1,136	8.08%	218.21%
	Girls	185	983	1,048	7.46%	466.49%
	Mixed	5,398	11,407	11,869	84.46%	119.88%
	Total	5,940	13,484	14,053		136.58%
Higher Secondary/ Inter (XI-XII)	Boys	72	251	268	14.00%	272.22%
	Girls	65	388	417	21.79%	541.54%
	Mixed	270	916	1,229	64.21%	355.19%
	Total	407	1,555	1,914		370.27%
Degree Level (XIII-XIV)	Boys	29	37	40	10.64%	37.93%
	Girls	48	147	153	40.69%	218.75%
	Mixed	62	174	183	48.67%	195.16%
	Total	139	358	376		170.50%
Technical/ Vocational	Boys	405	446			
	Girls	438	930			
	Mixed	662	767			
	Total	1,505	2,143			
Deeni Madaris	Boys		4,022			
	Girls		1,878			
	Mixed		5,899			
	Total		11,799			
Total	Boys	1,320	7,226	2,850	4.81%	115.91%
	Girls	1,289	5,718	3,053	5.15%	136.85%
	Mixed	32,680	58,215	53,352	90.04%	63.26%
	Total	35,289	71,159	59,255		67.91%

Table A3: Number of Private Educational Institutions by Location

	Location	2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
Pre-Primary	Rural		316	323		
	Urban		478	492		
	Total		794	815		
Primary* (I-V)	Rural	7,153	8,747	8,920		24.70%
	Urban	7,595	8,164	8,330		9.68%
	Total	14,748	16,911	17,250		16.97%
Middle (VI-VIII)	Rural	5,139	11,669	12,024		133.98%
	Urban	7,411	12,446	12,823		73.03%
	Total	12,550	24,115	24,847		97.98%
High (IX-X)	Rural	1,448	4,285	4,470		208.70%
	Urban	4,492	9,199	9,583		113.33%
	Total	5,940	13,484	14,053		136.58%
Higher Secondary/ Inter (XI-XII)	Rural	108	499	548		407.41%
	Urban	299	1,056	1,366		356.86%
	Total	407	1,555	1,914		370.27%
Degree Level (XIII-XIV)	Rural	23	83	86		273.91%
	Urban	116	275	290		150.00%
	Total	139	358	376		170.50%
Technical/ Vocational	Rural	181	542			
	Urban	1,324	1,601			
	Total	1,505	2,143			
Deeni Madaris	Rural		6,428			
	Urban		5,371			
	Total		11,799			
Total	Rural	14,052	32,569	26,371		87.67%
	Urban	21,237	38,590	32,884		54.84%
	Total	35,289	71,159	59,255		67.91%

Table A4: Number of Private Educational Institutions by Region

	Region	2000	2005	2007-08	% of National in 2007-08	Change since 2000 (%)
Pre-Primary	Punjab		297	305	37.42%	
	Sindh		298	307	37.67%	
	KPK		101	104	12.76%	
	Balochistan		11	11	1.35%	
	ICT		30	31	3.80%	
	FATA		8	8	0.98%	
	FANA		28	28	3.44%	
	Others		21	21	2.58%	
	National		794	815		
Primary (I-V)	Punjab	9,537	10,108	10,311	59.78%	8.12%
	Sindh	2,572	2,614	2,665	15.45%	3.62%
	KPK	2,051	2,254	2,298	13.32%	12.04%
	Balochistan	261	407	415	2.41%	59.00%
	ICT	149	156	160	0.93%	7.38%
	FATA	178	195	200	1.16%	12.36%
	FANA		565	577	3.35%	
	Others		612	623	3.61%	
	National	14,748	16,911	17,249		16.96%
Middle (VI-VIII)	Punjab	9,185	17,363	17,890	72.00%	94.77%
	Sindh	1,741	3,055	3,147	12.67%	80.76%
	KPK	1,318	2,185	2,251	9.06%	70.79%
	Balochistan	121	245	252	1.01%	108.26%
	ICT	73	100	103	0.41%	41.10%
	FATA	112	156	161	0.65%	43.75%
	FANA		254	263	1.06%	
	Others		757	780	3.14%	
	National	12,550	24,115	24,847		97.98%
High (IX-X)	Punjab	3,774	8,351	8,710	61.98%	130.79%
	Sindh	1,495	2,940	3,061	21.78%	104.75%
	KPK	514	1,282	1,333	9.49%	159.34%
	Balochistan	70	150	156	1.11%	122.86%
	ICT	54	136	142	1.01%	162.96%
	FATA	33	57	59	0.42%	78.79%
	FANA		249	261	1.86%	
	Others		319	331	2.36%	
	National	5,940	13,484	14,053		136.58%
Higher Secondary/ Inter (XI-XII)	Punjab	206	825	997	52.09%	383.98%
	Sindh	87	283	395	20.64%	354.02%
	KPK	83	290	337	17.61%	306.02%
	Balochistan	9	17	22	1.15%	144.44%
	ICT	14	30	41	2.14%	192.86%
	FATA	3	2	2	0.10%	-33.33%

Continued (Table A4)

	Region	2000	2005	2007-08	% of National in 2007-08	Change since 2000 (%)
Higher Secondary/ Inter (XI-XII) (continued)	FANA		25	25	1.31%	
	Others		83	95	4.96%	
	National	402	1,555	1,914		376.12%
Degree Level (XIII-XIV)	Punjab	89	253	268	71.28%	201.12%
	Sindh	23	35	37	9.84%	60.87%
	KPK	18	39	40	10.64%	122.22%
	Balochistan	1	2	2	0.53%	100.00%
	ICT	8	10	10	2.66%	25.00%
	FATA				0.00%	
	FANA		6	6	1.60%	
	Others		13	13	3.46%	
	National	139	358	376		170.50%
Technical/ Vocational	Punjab	688	1,002			
	Sindh	386	289			
	KPK	335	580			
	Balochistan	53	30			
	ICT	31	37			
	FATA	12	4			
	FANA		153			
	Others		48			
	National	1,505	2,143			
Deeni Madaris	Punjab		5,214			
	Sindh		1,778			
	KPK		2,402			
	Balochistan		656			
	ICT		60			
	FATA		81			
	FANA		1,135			
	Others		473			
	National		11,799			
Total	Punjab	23,479	43,413	38,481	64.94%	63.90%
	Sindh	6,304	11,292	9,612	16.22%	52.47%
	KPK	4,319	9,133	6,363	10.74%	47.33%
	Balochistan	515	1,518	858	1.45%	66.60%
	ICT	329	559	487	0.82%	48.02%
	FATA	338	503	430	0.73%	27.22%
	FANA		2,415	1,160	1.96%	
	Others		2,326	1,863	3.14%	
	National	35,284	71,159	59,254		67.93%

Table A5: Number of Teachers in Private Schools

	Sex	2000	2005	2007-08	% of Total Teachers in 2007-08	Increase/Decrease since 2000 (%)
Pre-Primary	Male		455	461	13%	
	Female		2,950	3,009	87%	
	Total		3,405	3,470		
Primary* (I-V)	Male	17,020	18,846	19,338	22%	13.62%
	Female	58,904	67,605	68,857	78%	16.90%
	Total	75,924	86,451	88,195		16.16%
Middle (VI-VIII)	Male	28,752	48,583	49,888	25%	73.51%
	Female	77,629	145,661	149,371	75%	92.42%
	Total	106,381	194,244	199,259		87.31%
High (IX-X)	Male	27,150	54,420	55,021	28%	102.66%
	Female	67,459	139,852	144,072	72%	113.57%
	Total	94,609	194,272	199,093		110.44%
Higher Secondary/ Inter (XI-XII)	Male	4,313	11,553	18,303	45%	324.37%
	Female	6,596	15,839	22,691	55%	244.01%
	Total	10,909	27,392	40,994		275.78%
Degree Level (XIII-XIV)	Male	1,020	2,072	2,112	41%	107.06%
	Female	1,462	3,040	3,096	59%	111.76%
	Total	2,482	5,112	5,208		109.83%
Technical/ Vocational	Male	3,009	4,923	5,042	68%	67.56%
	Female	1,588	2,317	2,371	32%	49.31%
	Total	4,597	7,240	7,413		61.26%
Deeni Madaris	Male		42,060	41,689	77%	
	Female		13,397	12,297	23%	
	Total	-	55,457	53,986		
Total	Male	81,264	182,912	191,854	32%	136.09%
	Female	213,638	390,661	405,764	68%	89.93%
	Total	294,902	573,573	597,618		102.65%

Table A6: Enrolment in Educational Institutions: Public versus Private

	Type	1999-2000	2005	2007-08	% of Total 2007-08	% change (between 2000 and 2007-08)
Pre-Primary	Private		3,868,614	2,792,594	37.72%	
	Public		3,882,047	4,610,352		
	Total		7,750,661	7,402,946		
Primary* (I-V)	Private	4,568,890	5,120,963	5,072,796	29.44%	11.03%
	Public	12,480,466	10,982,715	12,155,478		
	Total	17,049,356	16,103,678	17,228,274		
Middle (VI-VIII)	Private	885,146	1,675,556	1,668,543	31.11%	88.50%
	Public	3,073,938	3,325,884	3,694,175		
	Total	3,959,084	5,001,440	5,362,718		
High (IX-X)	Private	305,798	680,383	702,946	28.97%	129.87%
	Public	1,311,107	1,480,549	1,723,309		
	Total	1,616,905	2,160,932	2,426,255		
Higher Secondary/ Inter (XI-XII)	Private	47,225	185,587	168,991	18.38%	257.84%
	Public	86,674	709,636	750,552		
	Total	133,899	895,223	919,543		
Degree Level (XIII-XIV)	Private	10,697	74,647	31,517	8.95%	194.63%
	Public		296,930	320,786		
	Total	10,697	371,577	352,303		
Technical/ Vocational	Private	134,468	134,935	144,517	56.53%	7.47%
	Public		103,752	111,119		
	Total	134,468	238,687	255,636		
Deeni Madaris	Private	-	34,873	1,558,554	97.17%	
	Public		692	45,402		
	Total		35,565	1,603,956		
Total	Private	5,952,224	11,775,558	12,140,458	34.15%	103.97%
	Public	16,952,185	20,782,205	23,411,173		
	Total	22,904,409	32,557,763	35,551,631		

Table A7: Enrolment in Private Educational Institutions by Gender

	Sex	2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
Pre-Primary	Boys		2,218,576	1,532,113	54.86%	
	Girls		1,650,038	1,260,481	45.14%	
	Total		3,868,614	2,792,594		
Primary* (I-V)	Boys	2,623,221	2,843,859	2,808,988	55.37%	7.08%
	Girls	1,945,669	2,277,104	2,263,808	44.63%	16.35%
	Total	4,568,890	5,120,963	5,072,796		11.03%
Middle (VI-VIII)	Boys	480,235	911,523	901,902	54.05%	87.80%
	Girls	404,911	764,033	766,641	45.95%	89.34%
	Total	885,146	1,675,556	1,668,543		88.50%
High (IX-X)	Boys	165,550	366,363	375,835	53.47%	127.02%
	Girls	140,248	314,020	327,111	46.53%	133.24%
	Total	305,798	680,383	702,946		129.87%
Higher Secondary/ Inter (XI-XII)	Boys	27,241	97,199	86,118	50.96%	216.13%
	Girls	19,984	88,388	82,873	49.04%	314.70%
	Total	47,225	185,587	168,991		257.84%
Degree Level (XIII-XIV)	Boys	5,209	38,361	11,422	36.24%	119.27%
	Girls	5,488	36,286	20,095	63.76%	266.16%
	Total	10,697	74,647	31,517		194.63%
Technical/ Vocational	Boys	78,936	82,532	90,239	62.44%	14.32%
	Girls	55,532	52,403	54,278	37.56%	-2.26%
	Total	134,468	134,935	144,517		7.47%
Deeni Madaris	Boys		18,411	971,343	62.32%	
	Girls		16,462	587,211	37.68%	
	Total		34,873	1,558,554		
Total	Boys	3,380,392	6,576,824	6,777,960	55.83%	100.51%
	Girls	2,571,832	5,198,734	5,362,498	44.17%	108.51%
	Total	5,952,224	11,775,558	12,140,458		103.97%

Table A8: Enrolment in Private Educational Institutions by Location

	Location	2000	2005	2007-08	% of Total in 2007-08	Change since 2000 (%)
Pre-Primary	Rural		1,491,838	1,080,866	38.70%	
	Urban		2,376,776	1,711,728	61.30%	
	Total		3,868,614	2,792,594		
Primary* (I-V)	Rural	1,560,628	1,975,393	1,956,583	38.57%	25.37%
	Urban	3,008,262	3,145,570	3,116,213	61.43%	3.59%
	Total	4,568,890	5,120,963	5,072,796		11.03%
Middle (VI-VIII)	Rural	241,884	573,949	571,548	34.25%	136.29%
	Urban	643,262	1,101,607	1,096,995	65.75%	70.54%
	Total	885,146	1,675,556	1,668,543		88.50%
High (IX-X)	Rural	50,365	165,184	170,661	24.28%	238.85%
	Urban	255,433	515,199	532,285	75.72%	108.39%
	Total	305,798	680,383	702,946		129.87%
Higher Secondary/ Inter (XI-XII)	Rural	6,088	32,889	29,948	17.72%	391.92%
	Urban	41,137	152,698	139,043	82.28%	238.00%
	Total	47,225	185,587	168,991		257.84%
Degree Level (XIII-XIV)	Rural	787	#REF!	3,491	11.08%	343.58%
	Urban	9,910	#REF!	28,026	88.92%	182.81%
	Total	10,697	#REF!	31,517		194.63%
Technical/ Vocational	Rural	9,683	21,001			
	Urban	124,785	113,934			
	Total	134,468	134,935			
Deeni Madaris	Rural					
	Urban					
	Total					
Total	Rural	1,869,435	#REF!	3,813,097	36.53%	103.97%
	Urban	4,082,789	#REF!	6,624,290	63.47%	62.25%
	Total	5,952,224	#REF!	10,437,387		75.35%

Table A9: Enrolment in Private Educational Institutions by Region

	Region	2000	2005	2007-08	% of National in 2007-08	Change since 2000 (%)
Pre-Primary	Punjab		2,210,983	1,730,007	61.95%	
	Sindh		758,622	528,363	18.92%	
	KPK		552,090	324,299	11.61%	
	Balochistan		98,136	51,667	1.85%	
	ICT		27,001	22,583	0.81%	
	FATA		35,853	28,885	1.03%	
	FANA		76,154	30,331	1.09%	
	Others		10,775	76,459	2.74%	
	National			3,769,614	2,792,594	
Primary (I-V)	Punjab	2,923,857	3,167,544	3,176,029	62.61%	8.62%
	Sindh	935,292	944,370	933,004	18.39%	-0.24%
	KPK	537,505	612,541	596,446	11.76%	10.97%
	Balochistan	76,015	94,628	87,348	1.72%	14.91%
	ICT	35,087	32,896	32,483	0.64%	-7.42%
	FATA	61,134	47,220	47,117	0.93%	-22.93%
	FANA	4,568,890	82,332	61,375	1.21%	
	Others	528,092	139,432	138,994	2.74%	
	National	239,619	5,120,963	5,072,796		11.03%
Middle (VI-VIII)	Punjab	90,985	983,413	990,649	59.37%	87.59%
	Sindh	14,049	361,693	364,983	21.87%	52.32%
	KPK	4,989	202,055	194,539	11.66%	113.81%
	Balochistan	7,412	27,881	25,867	1.55%	84.12%
	ICT	885,146	12,213	11,742	0.70%	135.36%
	FATA	150,580	12,933	12,195	0.73%	64.53%
	FANA	114,069	25,990	18,539	1.11%	
	Others	32,392	49,378	50,029	3.00%	
	National	5,228	1,675,556	1,668,543		88.50%
High (IX-X)	Punjab	1,810	355,897	370,722	52.74%	146.20%
	Sindh	1,719	184,263	200,316	28.50%	75.61%
	KPK	305,798	86,494	81,705	11.62%	152.24%
	Balochistan	18,981	12,155	11,618	1.65%	122.23%
	ICT	15,254	6,755	6,356	0.90%	251.16%
	FATA	10,415	3,384	3,001	0.43%	74.58%
	FANA	1,324	9,876	7,021	1.00%	
	Others	1,037	21,559	22,207	3.16%	
	National	214	680,383	702,946		129.87%
Higher Secondary/ Inter (XI-XII)	Punjab		99,484	92,726	54.87%	388.52%
	Sindh		35,699	36,793	21.77%	141.20%
	KPK		31,608	23,774	14.07%	128.27%
	Balochistan		4,288	3,289	1.95%	148.41%
	ICT		3,812	3,468	2.05%	234.43%
	FATA		474	21	0.01%	-90.19%

Continued (Table A9)

	Region	2000	2005	2007-08	% of National in 2007-08	Change since 2000 (%)
Higher Secondary/ Inter (XI-XII) (continued)	FANA		2,625	1,737	1.03%	
	Others		7,595	7,183	4.25%	
	National	47,225	185,585	168,991		257.84%
Degree Level (XIII-XIV)	Punjab	4,459	38,662	18,570	58.92%	316.46%
	Sindh	4,775	11,043	3,485	11.06%	-27.02%
	KPK	1,136	14,429	3,147	9.99%	177.02%
	Balochistan	177	1,120	196	0.62%	10.73%
	ICT	150	6,292	5,350	16.97%	3466.67%
	FATA		256			
	FANA		1,006	145	0.46%	
	Others		1,839	624	1.98%	
	National	10,697	74,647	31,517		194.63%
Technical/ Vocational	Punjab	49,086	57,323			
	Sindh	43,834	30,605			
	KPK	24,064	34,149			
	Balochistan	10,668	1,665			
	ICT	5,390	2,288			
	FATA	1,426	265			
	FANA		5,865			
	Others		2,775			
	National	134,468	134,935			
Deeni Madaris	Punjab		15,296			
	Sindh		5,682			
	KPK		8,543			
	Balochistan		1,029			
	ICT		184			
	FATA		53			
	FANA		3,391			
	Others		695			
	National		34,873			
Total	Punjab	3,675,055	6,928,602	6,378,703	61.11%	73.57%
	Sindh	1,352,843	2,331,977	2,066,944	19.80%	52.79%
	KPK	696,497	1,541,909	1,223,910	11.73%	75.72%
	Balochistan	107,461	240,902	179,985	1.72%	67.49%
	ICT	48,463	91,441	81,982	0.79%	69.16%
	FATA	71,905	100,438	91,219	0.87%	26.86%
	FANA		207,239	119,148	1.14%	
	Others		234,048	295,496	2.83%	
	National	5,952,224	11,676,556	10,437,387		75.35%

