# ANALYSIS OF 'THE EDUCATION POLICY' EMPLOYING HADDAD'S CONCEPTUAL FRAMEWORK

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**ABSTRACT:** *Education policy is a light house for the education system in a country as it provides a road map for educational reforms for the advancement in the field of education. Education policy is a continuous process which is comprised of policy formation, implementation, and evaluation of the policy leading to a never ending policy cycle. Analysis of education policy is an integral part of policy cycle for further improvement and effectiveness of the policy. The present paper, thus, analyzes 'The Education Policy' of Pakistan employing Haddad's conceptual framework for the education policy analysis. The prescribed seven components of the framework, which include: analysis of the existing situation, the generation of policy options, evaluation of policy options, making the policy decision, planning of policy implementation, policy impact assessment and subsequent policy cycles have been employed to analyze the policy. The analysis suggests that an effective education policy perfectly coincide with all the components of analysis of any standard framework of analysis.*

**Key Words:** Education policy, Policy Making, Education Policy Analysis, Framework for Education Policy Analysis, Policy Cycle, Policy Implementation, Policy Options, Policy Assessment.

## INTRODUCTION

The nature and quality of education provides bases for the development of a country and determines its future and status at international level. Education policy plays pivotal role in achieving this prestigious status and as a respectable nation in the world.  A well designed education policy and its effective implementation can bring significant change in the education system of a country. Therefore, the study and analysis of the current and past education policies has proved to be a model to structure future policies more efficiently to bring about the desired socio-economic, political, scientific and technological change in the country. With this view point, an education policy of Pakistan has been analyzed in the present article to guide future of education in the country.

The term policy has been defined in several ways. According to [1]:

A policy is a broad statement that sets out the government's main goals and priorities. It is in line with the country's constitution and can be sector-wide (e.g. education sector policy) or specific to a sub-sector (e.g. primary education) or to a certain issue (e.g. low enrolment rates). (p. 7)

In addition, [2] has defined policy in a functional perspective as "an explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous decisions" (p.18). Thus, Policy formulation is research and evidence based process and requires vigorous debates on the prevailing issues, futuristic vision, policy options and sources to meet these challenges and issues. The policy must address the feasibility concerns such as human and capital resources, administrative set up, and institutional capacity required for policy implementation [1]. In other words, it should be build on research findings, political will and financial support and it should be realistically backed up by all the stakeholders- government being at the top.

Education policy analysis reviews these foundations and factors related to policy formation and subsequent phases, ultimately developing a new policy from the existing scrap of the policy material. Therefore, most of these phases address the questions of who will do (the actors) and how will be

accomplished; the process of policy making and analysis [2], which proceed one after the other and constitute integral parts of the whole process.

### Conceptual Framework for Education Policy Analysis

A conceptual framework for the education policy analysis as shown in the figure has been used in this article. As revealed, [2] argue that "this framework looks complicated because, inevitably, it is multifaceted and covers a wide range of processes" (p. 23). This framework of policy analysis was used because it is comprehensive and gives a complete picture of the whole process ranging from pre-policy concerns and tasks to the main process of policy-decision, planning issues and activities after the decision. Moreover, [2] clarifies that "this framework is not a description of actual activities, but rather a conceptual model to extract and specify those elements that can be detected and analyzed" (p. 24).

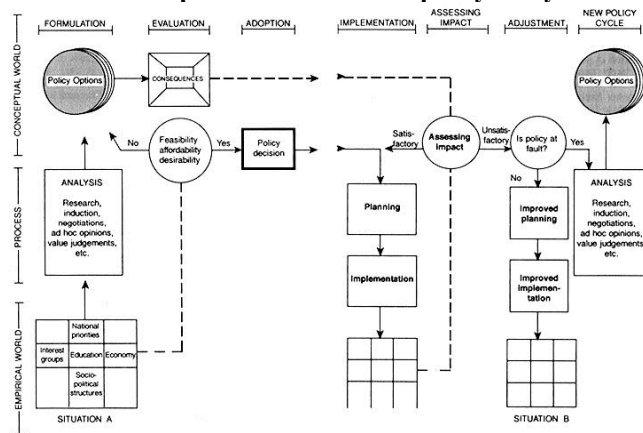### Haddad's conceptual framework for policy analysis



*Figure.* The framework is comprised of seven steps of policy planning, the first concerns with policy formation, the fifth with policy planning and sixth and seventh with policy adjustment. Adapted from "*The Dynamics of Education Policy Making,*" by W. D., Haddad, & T. Demsky, 1995, p. 26. Washington D.C.: The World Bank.

Because of the complexity and comprehensiveness of the framework, the first four steps deal with policy formation, the fifth concerns with policy-planning and the last two discuss

policy adjustment. The seven steps are: (1) Analysis of the existing situation; (2) The generation of policy options; (3) Evaluation of policy options; (4) Making the policy decision; (5) Planning of policy implementation; (6) Policy impact assessment; and (7) Subsequent policy cycles. The education policy of Pakistan will be analyzed in this article under these headings.

## Analysis of the Existing Situation
Education policy cycle is much dependent on the context of the country and the people for which the matter of policy is under way. From concept of the 'man' portrayed in the policy to the practical measures for shaping the conceptualized man and from idealized reforms and taking practical steps to bring the reforms in the country is determined and pursued according to local socio-political, cultural, economic and educational context, and international perspectives in order to address all the aspects of societal change and national demands in the policy [2]. The analyses of these diverse aspects of the overall situation in the country have been made according to [2], conceptual framework of situation analysis under the given lines.

## Socio-cultural context
Being Islamic republic, Pakistan's socio-cultural environment and life is based on Islamic religious values reflected in most of the literature on the topic. Though, this idealistic view of life followed by these values is not observed by majority of the people of Pakistan; yet the constitution, education policies and plans have given it top priority in the official statements. The concept of unity, national integrity, role of language in national solidarity and socio-cultural harmony among the people of Pakistan living in different regions of the country has been visualized by the state [3]. The Education Policy 972-80 accordingly emphasized to study different areas of the country and regions of the world to promote national understanding and a sense of international developments. It also advised to focus on understanding and promoting regional language, traditions and values and literature to get familiarized with the sub-cultures of the country.

## Political context
Political dynamics is an influential factor in most part of the world where democratic government is established because it represents the will and power of the people to be utilized by the political machinery for the improvement in individual's life and enhancement in national development [4]. In accordance with the general principles of analyzing political situation, the Education Policy 1972-80 stressed that there is dire need to promote democratic values and traditions in the country and especially to include them in the colleges and universities because the new generation should have firm believe in basic democratic and human values to play their role in national development.

## Economic context
The Education Policy 1972-80 argued that secondary and intermediate education should meet the needs of economic development in the country and this development should be ensured equally in all parts of the country without any regional, linguistic or ethnical discrimination. The skilled man power should be generated economically to utilize national resources. Similarly, quality text books should be made available at affordable price to include gifted children

in the education process for enhancing equity in education. Moreover, the basic military training to students is correlated with national defense and improvement in the literacy to encourage students' participation by awarding additional marks. This will further heighten the character and personality of students as responsible citizen [5].

## International scenario
The rapid development in the field of science, technology, information communication, commerce and industry has stimulated country to make plans for advancements in these areas of development. Innovative modes of education such as use of information technology and distance learning system should be adopted to increase access of education to general public. Moreover, the most advanced countries in the world spend huge amount on education sector to strengthen the defense of the country by establishing knowledge based society and well-informed citizens [6].

## Education Sector
The sector of educating is analyzed with the following sub-sectors of education:

## Access to educational opportunities
The access to educational opportunities and services should be expanded to all areas at all levels of education so that more people can contribute in the national development by grasping educational opportunities. According to [6], the rate of higher education was not encouraging as compared to other countries of the world. Up-gradation of higher education institutions and establishing new institutes can increase access at this level of education. At the moment, science education should be prompted to balance with arts subjects. Illiteracy is one of the main issues in education sector which should be addressed on emergency basis.

## Equity in the distribution of educational services
Pakistan has many kinds of education systems which have educated and produced people from different socio-economic background owing to social stratification in the education system and in the general life at large. The private-public divide has given rise to the division between upper and lower class in the society [6].

## Structure of the education system
The structure of education system has not been consistence over a long period of time. It is subject to changes in assessment system and levels of education quite often in the history of education. Frequent experimentation in the system does not lead to further improvement.

## Internal and external efficiency
The internal and external efficiency of education system have been in question. The efficiency of education system should be enhanced so that the basic challenges can be dealt with and progress in different sectors can be made.

## Institutional arrangements for the management of the sector
It is stated in [6] that in order to guarantee institutional arrangement for the management of the sector, various bodies and organization need to be established so that the basic challenges in the education such as the main issues of access and equity should be addressed through these apex bodies in the sector. One of the main bodies to systematize the educational arrangement was University Grants Commission

(UGC) which was re-organized with the name of Higher Educating Commission (HEC) later.

**The Generation of Policy Options**

The formation of new policy is usually followed by situation analysis of the sector and its setting which is stimulated by a social problem or political intervenes. This emerged disequilibrium can be balanced by creating policy options in various modes. In order to facilitate the analytical process, these modes can be grouped by the names of systematic, incremental, ad hoc and importation. In a complicated situation, these modes, however, can work jointly [2].

**The Systematic mode**

Though, the name implies that this might be more functional method to generate policy options, nonetheless, it does not always work effectively being sometimes non-functional and impractical. Also, [2] described that this mode involves three functions: "data generation, formulation and prioritization of options, and refining options" (p. 31). Moreover, there are two sources of data derivation: analysis of the sector and the available literature related to the situation.

According to provisions of the policy 1972-80, policy makers collected data relevant to the problems under consideration from different educational institutions in the form of educational records, documents and statistics managed in the past time. The policy further argued that policy options generated this way were formulated and prioritized in the light of the nature of data gained from various educational institutions in Pakistan. These options were refined for their evaluation in the next stage.

**Incremental mode**

The policy options in the Education Policy 1972 were also generated through the public debates and discussions. It is argued in [2] that "this is sometimes called the 'acting out' approach whereby the policymaker seeks to adjust present difficulties rather than to anticipate future ones, thereby promoting incremental improvements" (p. 32). Therefore, it was considered that the higher education institutions should be established at central places of different regions of the country so that most of the people can benefit from the learning opportunities. The policy also suggested that:

The sector analysis revealed that the scholars and scientist engaged in administration should be assigned teaching responsibilities (p. 15). The issue of compulsory education, its stage for making it compulsory and the manners by which it will be made compulsory is left for debate and decision for the assemblies (p. 3).

**The ad hoc mode**

In some cases, the problem lies out of the education system which also demands its solution from the outside for an ad hoc period and thus the policy has no rationale within the system. In addition, [2] asserted that "it may not even be a problem but instead the emergence of a new elite or a major political event which requires that the educational system make some adjustments or changes" (p. 32). Using this mode of generation of policy options, the 1972-80 education policy stressed to take practical steps for understanding of regional languages and cultures among all the citizens of the country to create harmony and social inclusion in order to prevent occurrence of such historical event again. Similarly, to solve the problem of teachers' deficiency on ad hoc basis, subject

of education was introduced at intermediate and graduate level. Also, the qualification required for women to become primary school teachers was cut down and current teacher training institutions for men were reserved for women.

**The importation mode**

The new areas of technology which were being offered in other countries of the world were considered for their initiation in the technical colleges/institutes in Pakistan. The percentage of GNP spent currently on education in some other countries of the world has been compared with Pakistan and by the year 1980 the total expenditure on education will represent about 4% of the GNP.

Importation is also possible in the field of education such as products and trends. However, [2] indicated "a certain policy adopted elsewhere can be imported successfully only if it meets the needs of particular groups in the society, i.e. if there is an importer" (p. 32). The international agencies and experts in the field can be agents of such change in another country. Thus, educational ethnology was proposed to introduce in teacher education institutions at first. Other technologies were also planned to import. The Education policy 1972-80 recommended that:

Among these were technologies related to electronics, instruments, textile, cotton, wood, Para-medical, leather, mineral, printing and graphic, timber, oceanography and marine, aeronautics, plastic and rubber, gas and petroleum, arts and fine arts, ceramics and glass, architecture and development economics (p. 17).

Moreover, the trend to increase GNP on education sector was also imported with its figure of 4% which even today could not be executed.

**Evaluation of Policy Options**

Evaluation of the policy options is possible if other alternative are also generated in parallel in order to pre-judge the expected implications for each of them. It was suggested that an "imaginary' situation can be developed in which a policy option is evaluated against the existing situation and this process can be completed with desirability, affordability, and feasibility [2].

**Desirability**

Three questions were raised to address desirability: (i) what would be the influence of the potential option on the stakeholders of the education, (ii) how the proposed options would be compatible with the situation and, (iii) what might be the impact of the option on political stability [2]. Thus, it was advised that the disciplines of science, technology and commerce would be preferred over arts subjects. Furthermore, "new educational technology and non-conventional teaching methods will be used for the eradication of illiteracy" (p. 21).

**Affordability**

Affordability is important element of any product. Also, [2] gave an overview of the affordability that "the fiscal costs of the change as well as the social and political costs need to be evaluated" (p. 37). Supporting this argument on affordability, [6] stated that "collaborative programs in higher education were found financially affordable by the cooperation of the concerned institution that may be affiliated to support the other institute" (p. 13). Similarly, for the purpose of cost effectiveness, it was advised in the policy that Pakistan

Printing Corporation will be the central printing press that will publish affordable books and other material to meet the needs of National Book Foundation.

**Feasibility**

Feasibility is defined in terms of available human, financial and technical resources which are required to introduce change in education sector. Though, the financial resources are easily calculated but an estimation of capacity-building for human resources such as the length and nature of training required for personnel to incorporate the change is difficult to assess in advance. The strength and quality of the personnel is also an important question because some projects to bring about the change become failed due to shortage of persons or lack of professional training [2]. Keeping in view the feasibility of policy options described by Haddad and Demsky, it can be analyzed in the Education Policy 1972-80 that concerning the infrastructure, it was feasible to convert polytechnics institutes into technical colleges for the advancement of technological knowledge in the country. It was also assessed as feasible to establish 2.7 lac literacy centers in the country to tackle the illiteracy and adult education by the year 1980.

**Making the Policy Decision**

This is the most crucial stage of policy formation. Therefore, [2] proposed that in order to evaluate the accuracy of decisions, the following questions would be useful to address: (i) How was the decision made - did it go through all the stages of policy analysis?, (ii) How radical a departure is the decision from current policy?, (iii) How consistent is this decision with policies of other sectors?, (iv) Is the policy diffusely articulated or is it stated in a manner which is easily measurable?, and (v) Does the policy seem operational or is its implementation implausible? (p. 34)

An attempt has been made to keep these questions in mind while assessing the decision process. The decisions in the Education Policy 1972-80 were made with consensus among all the concerned persons and stakeholders of education. It was jointly decided that science and technology should be prioritized and specialized center will be established in the universities. Similarly, in order to create harmony at national level, area centers will also be built up therein. Moreover, in order to fulfill the objectives of national cohesion and understanding among the citizens of Pakistan, National Institute of Pakistan Studies will be established in Islamabad and similarly, departments for language, literature and regional cultures will be constructed within universities. Other radical decisions were also made for the first time in the policy. The salient feature of the policy was nationalization of educational and other institutions in the country. The decisions were gone through all above said steps. Thus, it was advised that all the privately run institutions such as comprehensive and public schools will be nationalized for the implementation of uniform education. In addition, literacy centers will be established all over the country to meet the needs of literacy skills on emergency grounds. The curricula will also be updated at all tier of education.

The decision were taken with consensus of all the stakeholders of education such as parents, students, teachers, policy makers, head of the school, and educational bureaucracy. Most of decisions made in the Education policy were in continuity with the previous decision made in the current policy. In fact, the current Education Policy had most of the provisions that were already made in the last policy. It has been observed that there is replication of the policy provisions and in some cases the statements has not been changed even as compared to previous policy.

**Planning of Policy Implementation**

The policy implementation should be initiated immediately after its formation. The practical steps are needed because the policy appears now in concrete form which was abstract during evaluation process. All the requirements including; time schedule for appointing the personnel, physical equipment, financial resources and speculations on likelihood of financial constraints, the required personnel in different fields of policy implementation, technical skills and expertise required for implementation mechanism, and managerial staff required to practically execute the policy options should be skillfully planned, made available and appropriately utilized. In addition, [2] clarified that a great deal of planning is required to implement the policy and certain key rules should be kept in mind for this purpose. The specific conditions of policy implementation may cause modification in policy provisions. Secondly, the feedback received during implementation process help policy makers later in modification of policy decisions after reassessment. Lastly, "the mere translation of abstract policy intentions into concrete implementation cause re-assessment and re-design. These changes occur with great frequency because, unfortunately, implementation problems are often greatly under-estimated during the stage of policy planning" (p. 36).

**Physical resources**

For the implementation of policy provisions in different fields of educational reforms, the required physical resources were identified and planned for their utilization. For instance, in 1972-80 policy, the physical resources such as classrooms were recommended to be used in double shifts along with available union council halls and other community centers. Different areas of study were also supposed to be decided by University Grants Commission (UGC) and the concerned university. Similarly, for the initiation of the new technology, the existing infrastructure of polytechnics institute was suggested to be utilized. Also, for imparting one-year military training to students, it was advised to take logistic and strategic support from defense department of the country regarding uniforms, meals, residence, medical and training expertise.

**Financial resources**

It was planned in 1972-80 policy that federal government will finance center of excellence. Moreover, UGC will mange grants for the establishment of book banks for students in colleges and universities. The policy also maintained that "to meet the additional expenditure on education community resources of all types will be mobilized and both internal and external financial resources will be explored and used to the maximum possible extent" (p. 27).

**Personnel resources**

Personnel resources is crucial implementation tool which is required in every domain of education. Thus it was decided in 1972 that literacy teachers will be trained on urgency basis in

a short period of time and Allama Iqbal Open University (AIOU) will assist in training these teachers and other personnel required for literacy corps. The provincial governments will also come forward and its educational administration will manage to implement this scheme and train staff for National Service Corps. The instructors will be borrowed from Armed forces to give military training to the students.

### Administrative system
A strong and well coordinated system of administration is much needed for policy implementation. In some cases some actions cannot be implemented exclusively by administrative means. It was indicated in the education policy 1972-80 that legislation will be enabled to deal with adult and continuing education in the country. Further, it stated that "the present educational administrative set up is inadequate and unnecessarily complicated by a variety of somewhat superficial tiers. It will be streamlined in consultation with the provincial government" (p. 39).

### Mobilizing political support
Any policy cannot be implemented without political will and support from the government. The success and failure of the education policy much depends on the government's attitude towards its implementation. In this regard, [6] that "to implement the effective National service Corps motivation campaign will be required through political parties, other voluntary agencies and all available mass media" (p. 35).

However, [7] reviewed the process of implantation of the education policy and argue that:

The Education Policy (1972-80) was implemented to a certain extent. The recommendations regarding the institutionalization of privately managed institutions were implemented. However, the implementation of the nationalization program put severe constraints. Similarly, during the 1971-78, there was expansions of enrollments at all levels, yet the goals of universal basic education, shift towards agro-technical studies and ideological orientation could not be met, due to unrest in educational institutions and unprecedented political activity in them. (p. 63)

### Policy Impact Assessment
Once the policy is implemented, its assessment is carried out after certain period of time which is estimated on the basis of bringing about the desired outcomes at a particular stage of the policy. The assessment process continues till the next policy formation process commences. In addition, [2] argues that "the sooner accurate assessment takes place; the sooner policy-makers can know if their initiatives are working as anticipated or if adjustments in policy design or policy implementation are required" (p. 37). Thus, it was determined in 1972 that education council will constantly review and evaluate the policy. In order to accomplish assessment process at micro level, the education council will be set up at national, provincial, district and at the level of institutions which will assess the implementation activities and their outcomes continuously. The council through its assessment work will also conduct research in important areas to further strengthen the implementation process during the next policy if not utilized in the current reforms.

These councils are primary institute for the policy assessment which will be chaired by central minister, federal minister,

administrators of District/corporation/municipality/Town council and headmasters or principals at federal, provincial, district, town, union council, school and college level respectively [6].

## CONCLUSION
The policy formation, implementation and evaluation comprise policy cycle which continues during changing, making, modifying and up-dating policy as shown in the figure above. It was argued by [2] that "when policy change is once again needed in the educational area under discussion, a policy process often begins de novo and may duplicate much of the analysis, derivation of alternative options, evaluation, and planning carried out earlier" (p. 38). In other words, ideally, after the implementation of the policy, and emergence of the possible outcomes, the policy assessment begins which leads to a new policy cycle. Also, [2] conclude that "the conclusion, then, of policy analysis is never to conclude" (p. 39). The Education Policy 1972-80, indicated the subsequent policy cycle that "the policy will be developed further and further in the light of practical experience gained in the course of its implementation" (p. 17) and the new policy cycle will be stimulated in the light of recommendations given by the education council that will provide continuous feedback from national, provincial, district and institutional level.

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