

SPECIAL EDUCATION IN PAKISTAN:
Problem Tree Analysis

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Abstract

This paper uses Problem Tree Analysis methodology to identify issues and challenges for special education sector in Pakistan. The investigative study further suggests ways and means for the rectification of these cases using Objective Tree. It comes out that at the implementation level there are challenges of inconsistent policies, budgetary constraints and social barriers. These challenges create multiple primary and secondary causes which in turn affect implementation level. As a result, more than 95% of disabled population does not have special education facilities and this impacts their rehabilitation as a productive and useful member of society in Pakistan.

As per the 1998 population census, Pakistan had 3.2 million disabled population. However, the current estimates and surveys by different organizations take this figure to ~ 16 million or above. Pakistan is signatory to United Nations' Sustainable Development Goals and UN Convention on the Rights of Persons with Disabilities, which obligate Pakistan to ensure inclusive education for all. Similarly, article 25A of the Constitution of Pakistan declares right to free and compulsory education for children between the age of 5 to 16 as fundamental right. This means that the state of Pakistan is bound by international agreements and the Constitution to provide education to each citizen.

This paper concludes that there are social, policy and financial challenges faced by special education in Pakistan. Frequent changes in special education policies has led to weak administrative structure and uncertainty among implementation arms. Secondly, there are insufficient budgetary allocations, less than Rs. 500 per disabled person per year, far less than that in UK and USA. This financial constraint results in undertrained teachers, insufficient infrastructure and lack of access to special education facilities by economically vulnerable disabled persons. This has further added to social challenges, faced by this marginalized section of society. It has, therefore, been recommended that a consistent policy and budgetary allocations need to be focused which are pre-requisites for any policy implementation and achievement of set goals.

This paper will help policy makers to identify challenges and issues in policy implementation areas. The future researchers may extend this research idea using primary data which may require considerable time and resources. The use of problem tree and objective tree is systematic understanding of the issue at hand.

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1 Introduction

The purpose of this research is to use problem tree analysis and identify issues and challenges to special education in Pakistan. Based on this, the objective tree has been formed and recommendations have been made to mitigate these issues and challenges for better rehabilitation of disabled persons in Pakistan. In addition to this, the paper also focusses on identification of scale and magnitude of disability in Pakistan. The sources used for this purpose are secondary data and literature, both grey and peer reviewed.

Pakistan has 3.2 million population out of 208 million, who have different disabilities. There are issues with special education of this population having special abilities. Pakistan is signatory to United Nations' Sustainable Development Goals and Goal-4 binds each member nation to ensure equitable and inclusive education for all including people with disabilities (UNO 2018). In addition to this, Pakistan signed and ratified UN Convention on the Rights of Persons with Disabilities in 2008 (UNO 2018). Similarly, article 25A of the Constitution of Pakistan declares right to free and compulsory education for children between the age of 5 to 16 as fundamental right (National-Assembly 2019). Therefore, Pakistan has international commitments and binding treaties regarding special education to persons with disabilities as well as education declared as fundamental right. In this context, special education is a subject of prime importance for the government and the state.

This paper concludes that there are social, policy and financial challenges faced by special education in Pakistan. Frequent changes in special education policies has led to weak administrative structure and uncertainty among implementation arms. Secondly, there are insufficient budgetary allocations which have resulted in undertrained teachers, insufficient infrastructure and lack of access to economically vulnerable disabled persons. This has further added to social challenges, faced by this marginalized section of society. It has, therefore, been recommended that a consistent policy and budgetary allocations need to be focused which are pre-requisites for any policy implementation and achievement of set goals.

This paper analyses issues and challenges to special education in Pakistan. This analysis is based on secondary data available in literature. After problem tree analysis and development of an objective tree, this paper discusses problem areas in policy implementation related to special education in Pakistan. Therefore, this paper will help policy makers to identify challenges and issues in policy implementation areas as observed by the researchers of this subject. The future researchers may extend this research idea using primary data which may require considerable time and resources. The use of problem tree and objective tree is systematic understanding of the issue at hand.

1.1 Problem Statement

Pakistan has 3.2 million population having various disabilities (PBS, 2019a). 8.2% of these are blind while 7.4% are deaf or mute. Majority of these do not have adequate facilities for special education (Harvard 2016). Rural areas are more neglected in this respect, although, two thirds of these disabled people live there (PBS, 2019b)(Hussain 2016). Government of Pakistan reserved 2% quota of jobs for disabled people, yet it could not be implemented across the board. Therefore, people don't find any incentive for their disabled kids to go for education (Singal et al. 2011). Only 2% of deaf children and 5% of their parents are satisfied with their curriculum (Khatoon 2003). Furthermore, the literature on the

subject suggest that this segment of society is not encouraged and enabled to contribute towards society (ICEVI 2010) (Hammad & Singal 2015) (Masood et al. 2007). This situation is ,chiefly, due to gaps in policy and legal framework coupled with non-availability of scientific need assessment of disabled people (Ahmed et al. 2011)(Farooq 2012)(Pasha 2012)(Miles 1990). This means that there are inherent issues with the policy from need assessment to policy formulation process, implementation, policy evaluation and then timely updating the existing policies. However, implementation of existing policies, pertaining to special education, needs special attention (Caceres et al. 2010) (Singal 2016).

1.2 Research Questions

1. What is the scale and magnitude of the disability in Pakistan?
2. What is the state of special education in Pakistan?
3. What are the issues and challenges pertaining to special education at implementation level in Pakistan?
4. How can special education in Pakistan be improved to adequately rehabilitate the disabled people?

1.3 Significance and Scope of the Study

This research paper identifies gaps in research regarding special education in Pakistan from available literature and secondary data. It also applies problem tree analysis methodology to systematically point out issues and challenges which have marred special education in Pakistan. Furthermore, objective tree methodology has been applied to suggest remedial measures for effective implementation of policies pertaining to special education in Pakistan.

1.4 Literature Review

There is considerable literature available about the problem of special education in Pakistan. Peer reviewed and grey literature have discussed the status of the problem and issues and challenges faced by the disabled people. In following paragraphs, the literature is reviewed, keeping in view different aspects.

The literature suggests that there are multiple challenges faced by disabled people in Pakistan, with respect to special education. The prevalence of these challenges is similar among females, males, children and elders. Suhail and Zafar (2008) studied the prevalence of autism in a special education school of Lahore. They suggested the need of separate education system for children with autism and concluded that proper need assessment in special education is fundamental to design of any educational facility for inclusive education of differently abled children. Singal et al. (2011) supervised a detailed survey to assess difficulties faced by young disabled persons. The survey results indicated that disabled young people are marginalized in Pakistan and suffer from issues in education, employment and finding a life partner. Hammad and Singal (2015) studied the complexity in the lives of young women with disabilities in Pakistan by using capability approach. The authors believed expansion of capabilities of young women with disabilities is bounded by their sociocultural standing and how the society views their disability. Disabled young women with better sociocultural standing have better special education facilities and growth in their careers and vice versa. Adding to this , Awais and Ameen (2017) conducted qualitative research to find out if children with disabilities have access to information. They conclude that apart from families of disabled people, there are inadequate information facilities available for them at

public libraries and educational institutions, which hinders their development in becoming useful citizen of the country.

Then there is debate about separate special education facilities for disabled people and inclusive education. Inclusive education is provision of facilities for special education to children at same schools where other children study.

There are reliability issues related to data availability and facts and figures pertaining to disabled people in Pakistan (Sultana, 1993). This fact is reinforced by further research of secondary data when it was revealed during the course of this paper writing that the scale of disability claimed by the government through census in 2017, lacks reliability as it negated earlier statistics of 1998 census and other surveys carried out by PPAF and WHO. Orientation and mobility training in visually impaired students helps in their rehabilitation in society (Malik et al., 2018). This study included smaller sample from Islamabad. This research gives results already identified by previous researches yet rural area samples were missing which could have given universal results for whole Pakistan. IUCN (2000) conducted study to identify issues and challenges for sign language used to teach deaf and mute children in Pakistan. Masood et al. (2007) studied the parent child relationship in disability in Pakistani and US societies. They believed that development of positive attribution helps in healthy growth of such children. Positive attitudes of family and society are very important in such situations.

In addition to above, Caceres et al. (2010) executed a project funded by USAID for inclusive education in Pakistan. They involved disabled people in design and development of inclusive education facilities in Pakistan. The project team concluded that lack sponsorship of inclusive education projects is major barrier and international donor and development agencies need to allocate some share for this purpose in their programs concerning developing countries. In further study, Singal (2016) analysed the impact of inclusive education policies in India and Pakistan from 2000 to 2015. The author identified three main issues: issue of access and quality; lack of resources and lack of quality research. These are the three challenges which hindered the effective policy interventions during the period under study.

The government needs to mobilize financial and technical resources for teacher training and supply of relevant equipment at inclusive education primary schools. Both students and teachers show positive attitude towards learning, however, proper training of teachers and resource provision can do wonders (Khan and Behlol 2014). Hameed and Manzoor (2016) conducted research and concluded that only 4% children with disabilities are enrolled at special education schools despite announcement of certain incentives. They concluded that the distance from schools is the major barrier. Therefore, inclusive education concept at normal schools can attract disabled children. However, the concept of inclusive education needs to be aligned viz a viz policies pertaining to special education.

1.5 Research Methodology

The following step by step research methodology has been used to address different research questions in this paper.

Table 1: Step by Step Research Methodology employed in this research paper

STEPS	TASKS
1. Problem Understanding	<ul style="list-style-type: none">• Literature Review• Framing of Problem Statement & Research Questions• Discussion with research Supervisor
2. Gap Analysis	<ul style="list-style-type: none">• Review of Secondary Data• Assessing the scale & magnitude of disability• Analysing state of special education in Pakistan
3. Situation Analysis	<ul style="list-style-type: none">• Stages Model of Policy Analysis to identify gap area in policy• Using Problem Tree Analysis• Identification of implementation gaps & challenges resulting in those gaps
4. Extraction of results from Analysis	<ul style="list-style-type: none">• Identifying Relevant & Feasible Intervention with High Leverage Area at implementation level to bridge gaps
5. Recommendations	<ul style="list-style-type: none">• Recommendations for effective policy implementation using Objective Tree

This paper is based on secondary data from available literature. Grey and peer reviewed literature has been used to determine the scale and magnitude of disability in Pakistan. There have been inconsistencies in data regarding scale and magnitude of disabled population of Pakistan. In such scenario, the data from a survey by PPAF has been extrapolated. This survey has estimated that 8% of Pakistani population has different forms of disability. This survey has sufficiently representative sample.

The literature has been further used as a proxy for various stakeholders for identification of issues and challenges to apply Problem Tree Analysis. Problem Tree Analysis works efficiently where all stakeholders sit and discuss primary causes, secondary causes, issues and challenges for a problem. Since this research is based on secondary data, therefore, literature review has been done to incorporate the view of different stakeholders such as disabled people, parents, teachers, policy makers and international organizations working in this sector.

Problem Tree Analysis has been employed to arrange the problem in a hierarchical order in a cause and effect relationship. The next logical step is the use of Objective Tree to arrange the solution and recommendations in a logical manner.

2 Scale and Magnitude of Disability in Pakistan

“Disabilities is an umbrella term, covering impairments, activity limitations, and participation restrictions. An impairment is a problem in body function or structure; an activity limitation is a difficulty encountered by an individual in executing a task or action; while a participation restriction is a problem experienced by an individual in involvement in life situations”¹.Pakistan’s Disabled Persons (Employment & Rehabilitation) Ordinance 1981 defines disabled person as “A person who on account of injury, disease or deformity is handicapped for undertaking any gainful profession or employment, in order to earn his livelihood and includes a person who is blind, deaf, physically handicapped or mentally retarded.”²

Table 2 indicated the number of disabled population in Pakistan. This data is compiled by Pakistan Bureau of Statistics. This shows that there are 3.28 million disabled people in Pakistan. It further depicts that disabled population in rural areas is double in numbers than there is in urban areas of Pakistan. This data is underestimated since this data did not take into account the people with mild and moderate disability since definition of disability did not include these categories. Furthermore, the human resource which carried out census were not trained to categorize and identify various forms of disability (UNICEF 2003). Therefore, the data regarding disabled population in 1998 census is marred by these two issues and does not represent the actual situation regarding scale and magnitude of disability in Pakistan.

National Socio-Economic Registry at BISP undertook disability census. This census reveals that males account for 57.8% of disabled population while 42.2% are female (BISP,2012). Whereas 1998 census indicated in Table 2 points out similar scale of distribution among both the genders, which is 58% in males and 42% in females. The figure of 3.28 million in Table 2 of disabled population is that of population census 1998 which is 2.47% of total population. 6th population census was conducted in 2017. This census, as per the press briefings by the census commissioner, gives a figure of 1 million disabled population out of total 207 million in 2017 (PBS, 2017). This is only 0.48% of total population. This shows a drastic decrease in number of disabled people in the country. However, until final results of census are out, this number does not seem reliable. This figure of reduction in number of disabled population is further challenged by a survey conducted by Pakistan Poverty Alleviation Fund in 2011 (PPAF 2011). This survey was carried out in 23 union councils of 7 different districts of Pakistan and 80000 households were part of the representative sample. This survey concluded that 8 out of every 100 Pakistanis had disability of one form or the other. The latest estimates suggest that there are 2.54% people with disabilities in Pakistan and their number was approximately five million in 2012 (MOENT 2017). This figure has been quoted by the Ministry of Education and Training in Education Policy document 2017. This means the prevalence of disability is in 8% of total population of Pakistan. Therefore, the census results have underestimated the number of disabled people in the country and the actual number may be much higher than the figure of one million announced by the census commissioner. It is noteworthy that without reliable data about disabled population in the country, it is very difficult to plan and allocate resources for special education in Pakistan. It further highlights that the human resource carrying out the census is not apprised of the importance of counting each disabled person or they lack capacity to identify disability or both.

¹ Definition of Disability by World Health Organization

² Pakistan Disabled Persons (Employment & Rehabilitation) Ordinance 1981

Table 2 : Disabled Population by Nature of Disability in Pakistan as per 1998 Census

Administrative Unit	Total Disabled Population	Blind	Deaf/Mute	Crippled	Insane	Mently Retarded	(In percent)	
							Having Multiple Disability	Others
Pakistan	3,286,630	8.06	7.43	18.93	6.39	7.60	8.23	43.37
Rural	2,173,999	7.92	7.53	20.52	5.94	7.32	8.23	42.55
Urban	1,112,631	8.32	7.24	15.81	7.28	8.15	8.22	44.97
Khyber Pakhtunkhwa	375,752	7.24	7.69	31.73	5.90	7.43	8.11	31.90
Rural	327,638	7.46	7.52	32.25	5.81	7.26	8.22	31.48
Urban	48,114	5.71	8.84	28.21	6.55	8.63	7.31	34.75
Punjab	1,826,623	8.48	8.17	20.83	6.75	7.87	8.07	39.84
Rural	1,338,410	8.58	8.16	20.84	6.29	7.63	8.18	40.32
Urban	488,213	8.22	8.20	20.79	7.99	8.51	7.77	38.52
Sindh	929,400	7.48	6.18	10.56	6.13	7.45	8.92	53.29
Rural	385,984	6.24	6.02	11.25	5.34	6.81	9.06	55.28
Urban	543,416	8.36	6.29	10.07	6.69	7.91	8.82	51.86
Balochistan	146,421	8.42	5.24	14.81	4.60	5.61	6.35	54.96
Rural	117,971	7.11	5.20	14.31	4.25	5.53	6.24	57.36
Urban	28450	13.87	5.42	16.86	6.03	5.97	6.83	45.02
Islamabad	8,434	9.22	12.09	29.89	12.46	8.05	4.55	23.73
Rural	3,996	9.78	12.16	29.65	6.03	8.63	4.02	29.73
Urban	4,438	8.72	12.03	30.1	18.25	7.53	5.05	18.32

³ Foregoing in view, we can have following table of magnitude and scale of disability in Pakistan, based on different sources cited above.

Table 3: Scale and Magnitude of Disabled Population of Pakistan available in literature

	1998 Census	@ 2.40% Growth of Population (1998 to 2017)	2017 Census (Provisional)	National Education Policy 2017	PPAF Survey Extrapolated to 2018
Scale (% of Total Population in 2018)	2.47	2.40	0.48	2.54	8
Magnitude (Million)	3.286	4.97	1	5.26	16.5

Table 3 has data of disabled population of Pakistan from different sources. In column 3 the disabled population has been assumed to be growing at 2.4% which is the population growth rate between 1998 and 2017. Furthermore, the last column uses 8% figure, estimated by PPAF in 2011, of disabled population and calculates the disabled population based on this in 2017. This shows that current

³ Disabled Population of Pakistan as per 1998 census

population of disabled people in Pakistan is ~16.5 million. This figure seems the most authentic as sample selected was significant and representative in this survey.

3 State of Special Education in Pakistan

Special education covers education, training and rehabilitation of persons with different disabilities⁴. There are 5% school aged disabled children enrolled in special education schools and rest are without any formal special education (MOENT 2017). This presents a very bleak picture of the status of special education in Pakistan. There are four special education centres and total 13 institutes under the federal government for rehabilitation, education and training of disabled persons in Islamabad (DGSE 2018). There are 118 institutes and special education schools which are imparting education to 32000 disabled children in Punjab. These entities are imparting education to hearing impaired, slow learners, mentally challenged, physically disabled and visually impaired children (SED 2019). There are 53 special education and vocational training institutes and schools in Sindh (GoS 2019). While there are 18 special education institutes, training centres and schools in Khyber Pakhtunkhwa where 2549 students are enrolled (Hamid 2018). It is important to mention here that the data about enrolled students at special education in Pakistan is available in Punjab on official website of Special Education Department, while, other provinces and federal government has not updated data about enrolled students. Furthermore, available data suggests that roughly less than 2% disabled persons are enrolled at different special education and training facilities in the country even if 3.28 million population of disabled persons is considered as per 1998 census. This ratio becomes even bleaker if current estimates from different sources in Table 3 are considered.

4 Issues and Challenges to Special Education at Implementation Level

Previous Section describes the current state of special education with respect to the percentage of disabled people. It presents deplorable situation. The literature on special education in Pakistan identifies multiple issues and challenges which result in the current state of affairs in this sector. To identify and discuss these issues and challenges at implementation level of policy process, Stages Model of Policy Analysis is being used in this paper.

⁴ Education Policy of Pakistan 2017, Chapter 15

Figure 1: Stages Model of Policy Analysis

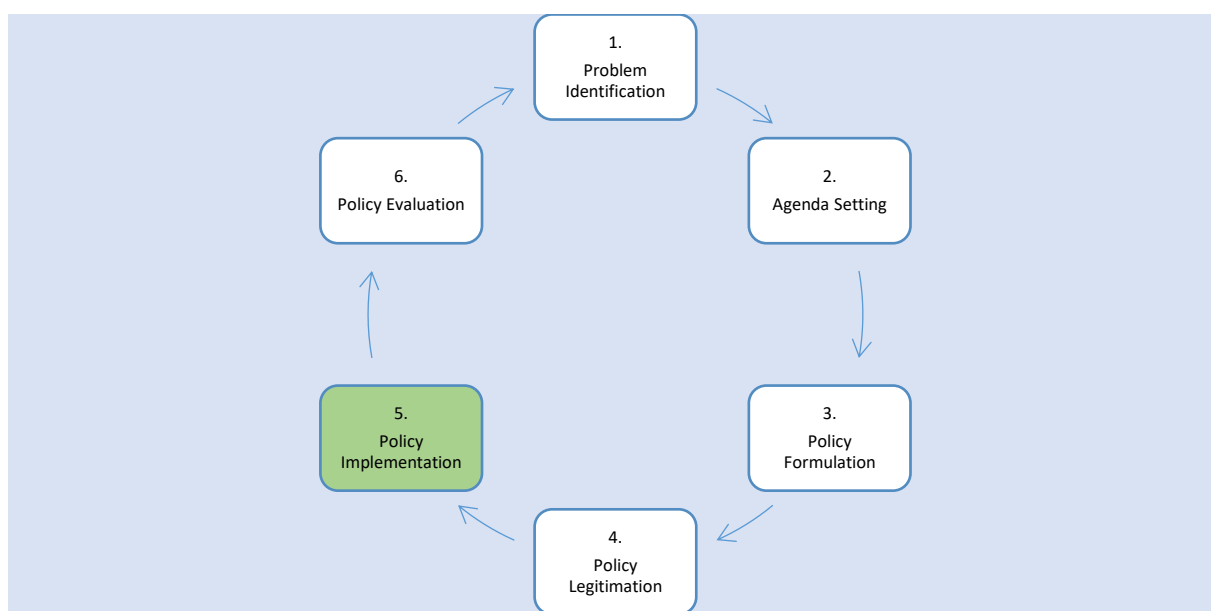


Figure 1 describes Stages Model of Policy Analysis. In this paper, issues and challenges pertaining to stage five that is Policy Implementation will be analysed as literature suggests that this level is one of the high leverage points in policy process. Since this process is a continuum, and nothing can be seen in isolation, therefore, the impact of other stages of this policy may also have bearing on implementation level of a policy.

Implementation stage of any policy or plan directly affects the outcomes of an intervention. At this stage, several actors have impact on the achievement of a policy objectives. As per Sabatier & Mazmanian, these are quoted as

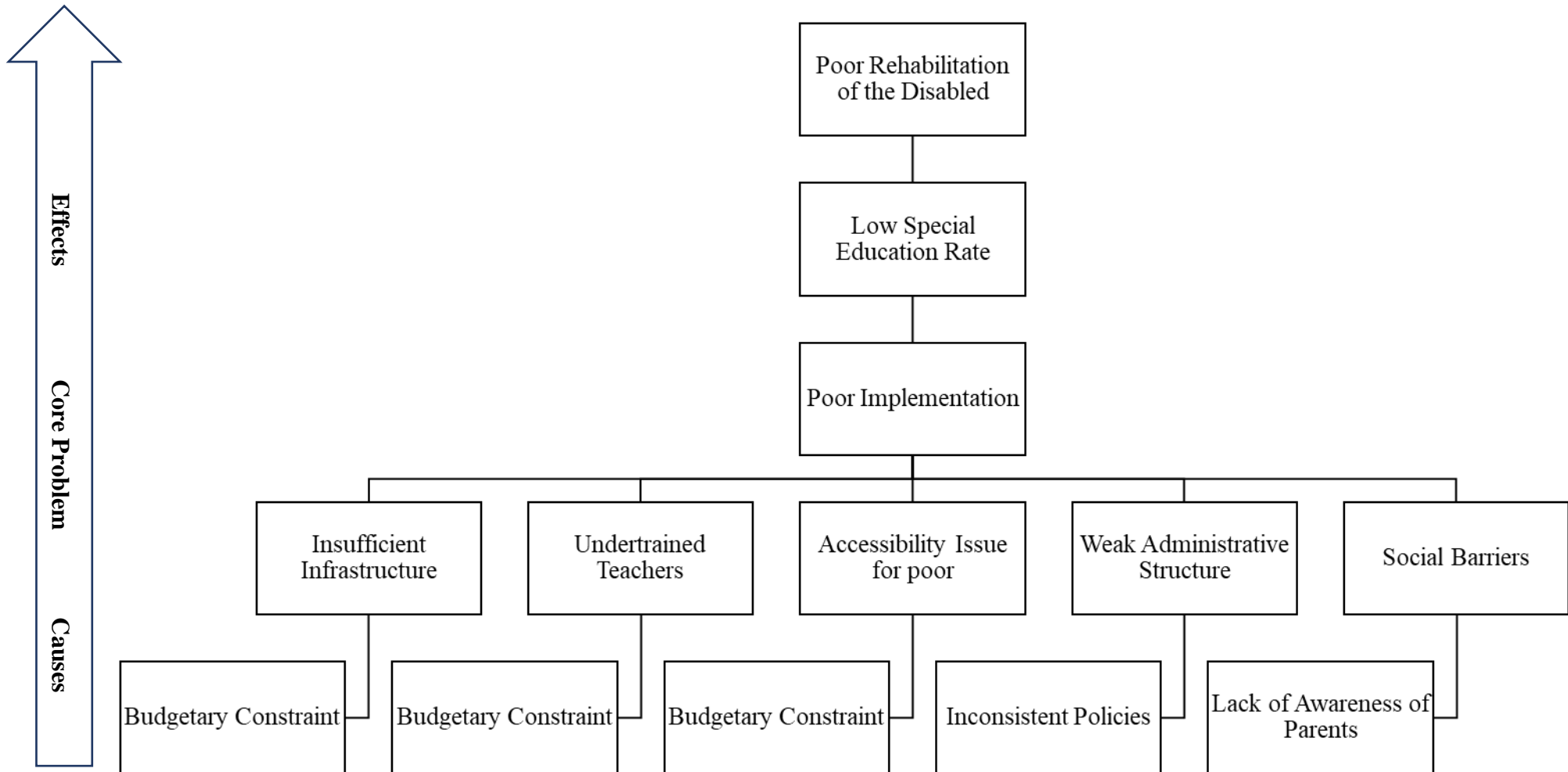
- a) Complexity of the problem being addressed;
- b) Scale and/or magnitude of expected effect;
- c) Financial and Human Resources allocated for implementation and
- d) The administrative structure and supporting regulations which are deployed for implementation of the policy(Sabatier and Mazmanian 1980).

Policies do not fail or succeed on their merits or demerits; a lot depends on the implementation of a policy(Hudson et al. 2019) . Innovative and robust policies fail due to lack of oversight at the implementation level by concerned government agencies(Mugwagwa et al. 2015). Therefore, existing policies, pertaining to special education in Pakistan, need to be analysed at implementation level. This paper uses Problem Tree Analysis, in this section, to identify issues and challenges to special education in Pakistan at implementation level.

Problem Tree Analysis

Based on literature review and secondary data, the Problem Tree for special education in Pakistan is constructed in Figure 2.

Figure 2: Problem Tree Analysis for Issues and Challenges to Special Education at Implementation Level



4.1 Budgetary Constraints

Financial resources form the basis for the success of any intervention. There have not been enough budgetary allocations. Government of Punjab has allocated Rs. 1.3 billion for special education in 2019-20 budget with Rs. 210 million for establishment of 11 new special education institutions in the province⁵. This allocation is less than Rs. 1000 per disabled person in Punjab. The situation in Province of Sindh is even bleaker. Financial Year 2018-19 budgetary allocation for special education in Sindh stood at Rs. 200 million⁶. And this is continuous trend in Sindh. During Financial Year 2015-16 Rs. 200 million were allocated, meaning thereby that special education is neglected sector in annual provincial budgets⁷. Furthermore, federal government does not have special head for special education in budget document, similar is the case in budget documents of KP and Balochistan. Federal government supports families with disabled persons under social protection program under Individual Financial Support by Bait-ul-Mal. During 2018-19 Rs 28 Million were disbursed, which is not sufficient (MOF 2019). This, insufficient budgetary allocation, creates several issues for provision of special education, which are discussed below.

4.1.1 Insufficient Infrastructure

The magnitude and scale of disability suggests that the number of current facilities for special education can not accommodate even 10% of disabled population of the country. With current budgetary allocations, the special education outreach can not be materialized. As discussed in

State of Special Education in Pakistan' above, there are 202 special education facilities in Pakistan except Balochistan. To cater for the needs of disabled persons' special education, new infrastructural activities are a must. This does not seem possible without adequate financial allocations. This means financial constraints are a barrier at implementation level as new special education facilities can not be built without adequate finances. This affects special education access in less developed in rural areas which have more population of disabled person.

4.1.2 Undertrained Teachers

In addition to lack of infrastructure, financial constraints also limit the teacher training opportunities for teaching staff at special as well as inclusive educational intuitions. Bhehlol (2011) conducted quantitative and qualitative research to establish that teachers lack training to handle students with special needs and lack of financial resources is one major reason for this. Several researchers have pointed out lack of teacher training as one of the challenges and linked it to insufficient budgetary allocation and neglect by the government. Pasha (2012a) pointed out that most of the initiatives by the government fail to provide quality education to special persons, in effective manner, due to poor or no training to the teachers. This aspect adds to the challenges faced by this important sector. At one end, due to lack of fiscal space, government is unable to spend required amount on infrastructure, on the other end available educational facilities do not attract sizeable number of special persons. There is positive correlation between pre-service training of teachers, their exposure to special education measures and their positive attitude

⁵ Budget Document of Punjab Province FY 2019-20

⁶ Budget Document Sindh Province FY 2018-19

⁷ Economic Survey of Pakistan 2015-16

towards special education (Sharma et al. 2014). Therefore, proper teacher training is one of the major pillars of special education and Pakistan faces this challenge of undertrained teaching staff in special education sector.

4.1.3 Accessibility Issues for the Poor

Hameed and Manzoor (2016) estimated that average special school distance for disabled children attending that school in Punjab is 11KM. This issue of accessibility bars many children from benefitting of these facilities. The problem is accentuated if a special person is from a weaker socio-economic background. Such persons can not afford transportation cost to access the school for special education.

4.2 Inconsistent Policies regarding Inclusive Education versus Special Educational Facilities

One of the key causes for inefficient implement of special education policies is uncertainty of policies about special education and inclusive education. National Policy for Rehabilitation of the Disabled was framed in 1986. This policy focussed on integrated education for the disabled children by providing them facilities in regular schools⁸. This policy was discontinued in 1988 when new policy recommended separate education facilities for disabled persons⁹. Then again in 2002, National Policy for Special Education re-introduced the idea of inclusive education in Pakistan¹⁰. Ironically, this was once again changed in 2006 when the idea of inclusive education was dropped from the National Action Plan¹¹. On the other hand, UN Convention on Rights of the Child 1991 asked for inclusive education for children. This was further emphasized in 2007 by UN Commission on Rights for Persons with Disabilities. Furthermore, Goal-4 of the Sustainable Development Goals asked for inclusive education. It is evident that policies of special education in Pakistan were uncertain and most of the periods it was inconsistent with the policies and charters of UN which Pakistan had ratified. This uncertainty and inconsistency have marred the proper implementation of one type of policy. Implementing arms of the government remain hesitant and uncertain and hence disabled persons are on the receiving end.

Table 4 : Frequent Changes in Policies viz Inclusive & Separate Special Education in Pakistan

NO.	YEAR	EDUCATION SYSTEM	NATIONAL POLICY
1	1986	Inclusive Education	Policy for Rehabilitation of the Disabled
2	1988	Separate Education	Policy for Rehabilitation of Disabled
3	2002	Inclusive Education	Policy for Special Education
4	2006	Separate Education	National Action Plan
5	2017	Separate & Inclusive	National Education Policy

4.3 Social Attitude towards Education of the Disabled

There is dominant view in society that disabled persons do not need any education. They can not compete for different opportunities in life. Therefore, there is no need to spend on their education. And that they

⁸ Pakistan National Policy for Rehabilitation of the Disabled 1986

⁹ Pakistan National Policy for Rehabilitation of the Disabled 1988

¹⁰ National Policy for Special Education Pakistan 2002

¹¹ National Action Plan 2006

must be looked upon with pity. The disabled persons are thought to remain dependent on other members of a family where they are born. Hence, they are considered a burden rather than as a productive member of society. This attitude keeps special persons away from schools. The problem is compounded if the special education facility is far away from home of a special person. Following three types of social barriers the disabled people face at family level:

- i. Parents do not disclose disability of their children at early stage of their lives and do not take steps for their rehabilitation and education, particularly, in case of girls;
- ii. Stigma associated with disability;
- iii. Poverty and lack of awareness among parents of disabled children hinders their accessibility to education.¹²

5 Conclusion

Rehabilitation of disabled population of Pakistan is on least priority list of the governments: both federal and provincial. Pakistan is signatory to a number of international commitments about rehabilitation of disabled persons. Furthermore, there are provisions in the Constitution of Pakistan, subordinate legislations and policies pertaining to disabled population and their education. Yet, the state of special education is not satisfactory in Pakistan. There is less than 5% of disabled population which has access to special education facilities and there are less than two hundred special educational institutions in Pakistan.

Furthermore, there are multiple challenges and issues to special education which are responsible for the current state of affairs, however, this paper has focus on implementation level of special education in Pakistan. For mapping of these issues and challenges, Problem Tree Analysis methodology has been employed in this paper. Three broad categories of challenges have been identified which are the causes of poor implementation of special education policies. These are inconsistent policies (political), budgetary constraints (financial or economic) and social attitudes (social). These challenges give rise to human resource, infrastructural and administrative issues which in turn cause poor implementation of special education policies. These give rise to poor special education access and hence impacts the rehabilitation of disabled persons in Pakistan.

6 Recommendations for Effective Policy Implementation

The Problem Tree has highlighted key issues and challenges. Social, financial and political sub-systems have significant role in the status quo of special education in Pakistan as indicated in Figure 3 below. Figure 4 depicts Objective Tree for the problem of poor implementation of policies pertaining to special education in Pakistan. 'Effective Implementation' is the objective while 'Increased Special Education Access' and 'Better Rehabilitation of the Disabled' are the goals indicated in this Objective Tree. Based on this tree, following recommendations are proposed for effective implementation of special education policies in Pakistan:

¹² National Education Policy 2017, Chapter 15

Figure 3: Objective Analysis and Representation of Social, Economic and Political Aspects in desired Results

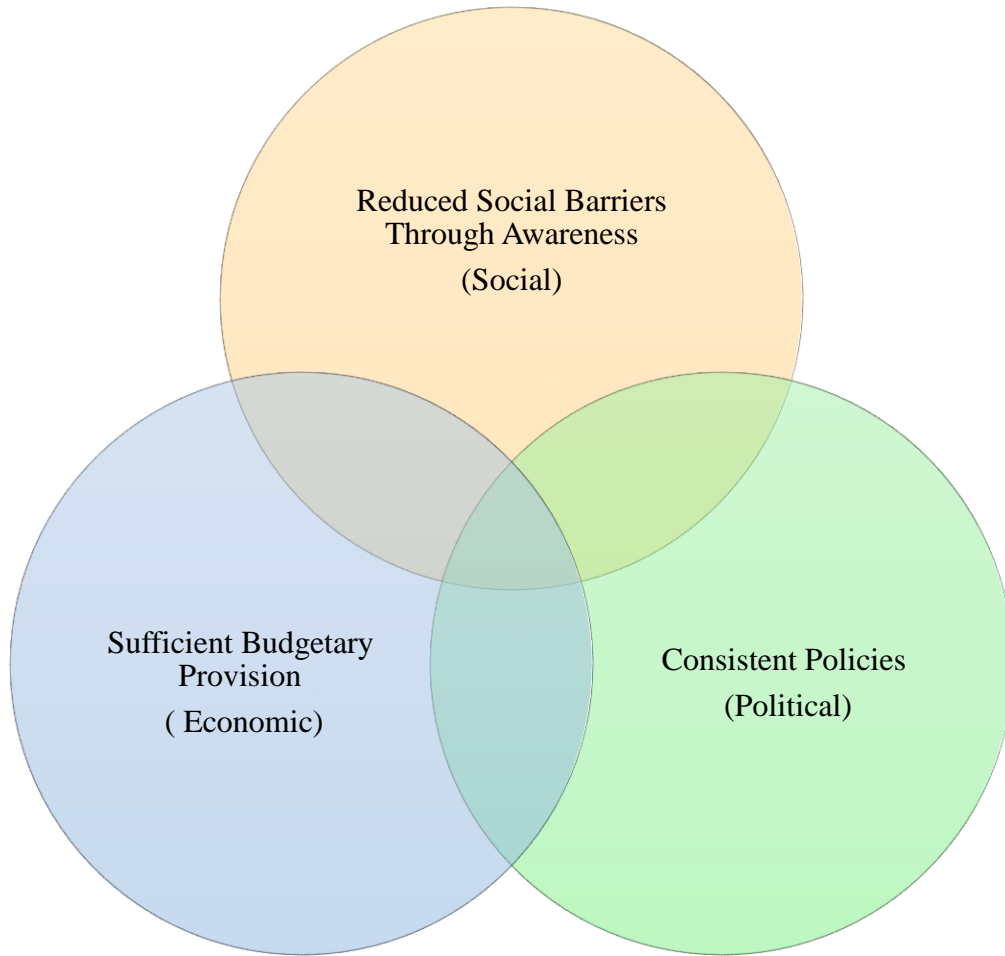
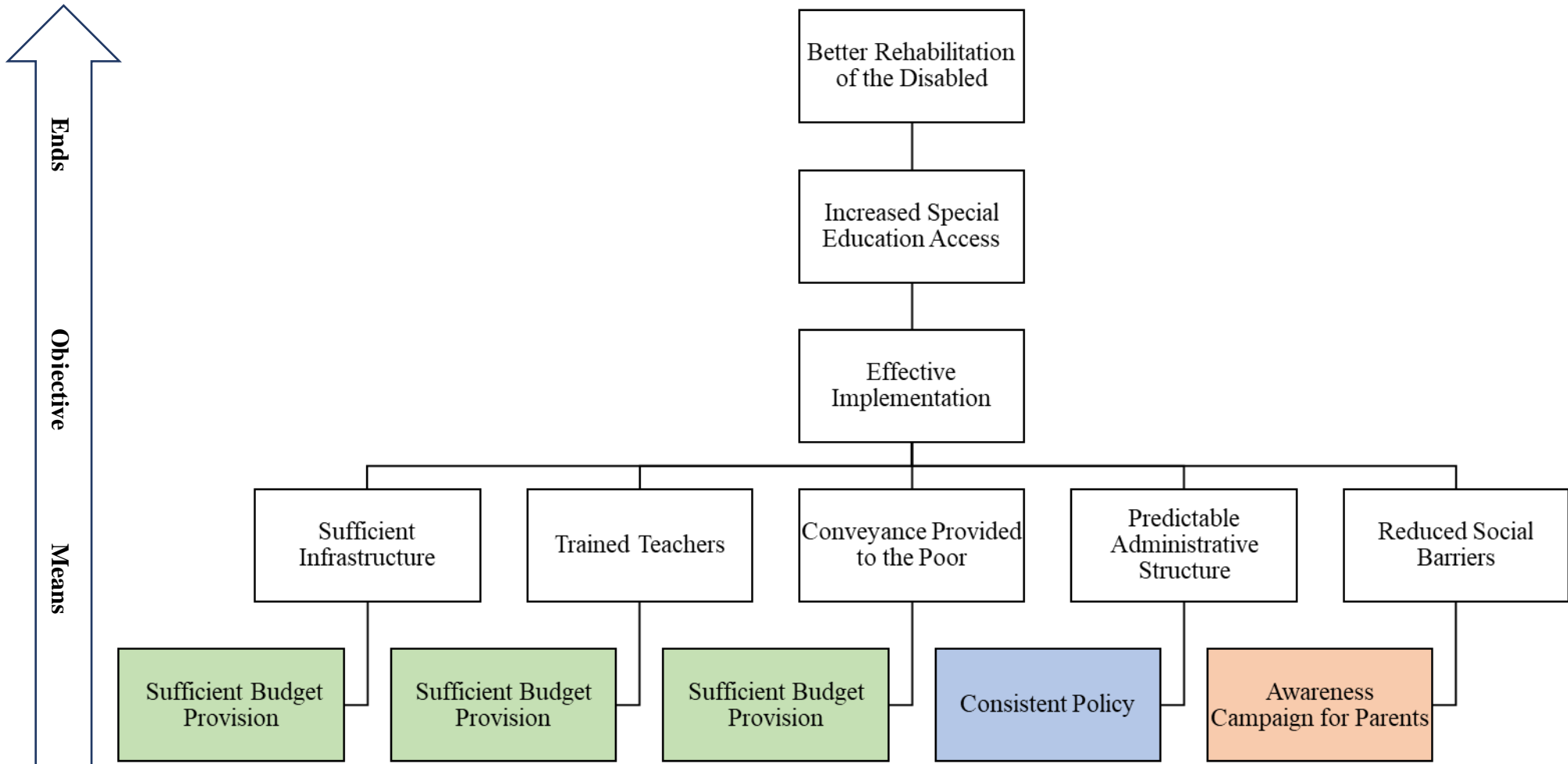


Figure 4: Objective Tree for Recommendations to tackle Issues and Challenges to Special Education in Pakistan



Following are the recommendations based on Objective Tree in Figure 4:

6.1 4.1 Consistent Special Education Policy for Predictability and Certainty

van Engen et al. (2019) established that there is positive correlation between policy consistency and its meaningfulness and legitimacy for frontline workers who implement a public policy. This is because they need to adapt and amend course of action and it takes time to adjust to new objectives of a policy. Predictability and certainty are direct outcome of consistent policies in public sector which are considered driving force behind economic success of Bangladesh(Ovi 2018). Therefore, for effective implementation of policies in special education, consistency in policies is a pre-requisite. Section 'Inconsistent Policies regarding Inclusive Education versus Special Educational Facilities' has highlighted how during the past three decades, Pakistan has national policies which have switched priorities from inclusive to separate special education and vice versa. This has led to uncertainty and unpredictability in this sector. Some of the key issues of this inconsistency are that the government and private sector are not able to train the man power and teaching staff in one field. Furthermore, International and Local NGOs reluctant to fund infrastructural projects of one kind or the other. The result is undertrained teaching staff and a smaller number of facilities for rehabilitation of disabled population of Pakistan.

National Education Policy 2017 has focussed on inclusive as well as special education side by side. This policy has dealt special education and inclusive education in detail. It has set 100% access to special or inclusive education by 2025 from current 5%. Similarly, this policy has set target of 50% formal educational institutions at all levels to be converted to inclusive education friendly institutions. This policy further recommends special education budget to be at least 5% of general education budget and suggests 10% development budget of education departments for development of inclusive education facilities at general education institutions. This policy gives out plan of action for special and inclusive education. However, education and special education is a devolved subject after 18th constitutional amendment, therefore, this policy is not binding on provinces. It is evident from the fact that only Punjab and Sindh provinces have made special education departments while in KP and Balochistan these are still part of social welfare department. Similarly, budgetary allocation targets set out in policy are not met.

Despite slow progress and jurisdiction issues, National Education Policy 2017 has given detailed policy guidelines for provinces. The need of the hour is that this policy is consistent, and resources and activities are directed towards achievement of goals and targets set in this policy for special and inclusive education. Pakistan can not choose between inclusive and special education because it has international commitments regarding inclusive education, and it has special education infrastructure which it can utilize. Therefore, both need to go side by side now and secondly the purpose of both forms of education is rehabilitation of the disabled persons.

6.2 4.2 Sufficient Budgetary Allocation

The next logical step in implementation of a policy is allocation and mobilization of enough financial resources to achieve the targets of special education policy. As indicated in the section ' Budgetary Constraints' ,for financial year 2018-19, the average budget allocation for special education per disabled person is less than even Rs 500. This includes development and non-development expenditure. In USA,

during fiscal year 2017-18, budgetary allocation for special education stood at \$12.9 Billion for 7 million disabled persons¹³. This makes around \$1900 per disabled person. Similarly, UK allocated £6.24 Billion for 1.3 million children with special educational needs¹⁴. This makes annual spending of £4800 per student per year. This funding is in addition to £6000 per student which the local council has to spend before claiming grant from central government. Therefore, to rehabilitate disabled person in an effective manner, proper implementation of policy is necessary. This in turn demands enough financial resources for infrastructural development, teacher training and provision of access to poor persons to these facilities. Therefore, the government needs to allocate at least Rs 1000 per disabled person per year which makes it Rs 16 Billion per year in total for Pakistan. Each provincial government may allocate their share as per the proportion of disabled population and federal government may help through budgetary provisions for KP and Balochistan due to their financial limitations and backwardness viz a viz Punjab and Sindh provinces.

6.3 4.3 Awareness Campaign for Families of Disabled Persons

After consistent public policy about special education and provision of enough financial resources, the next step would be convincing of parents to send their children to these institution for rehabilitating them and turning them into useful citizen of the country. For this purpose, electronic media may be directed by PEMRA to allot a slot for awareness.

Apart from electronic media, the use of religious institutions such as seminaries and mosques for dissemination of information about disabled people and their rehabilitation can also play significant role. The impact of religious scholars and religious literature in ending social barriers and stigma attached to the disability can be tremendous. The administration of polio vaccines in remote and orthodox areas using religious scholars has greatly helped. This shows that people are influenced by their religion in such cases.

The awareness campaign will encourage people to disclose disability of their kids at early age and possibility of rehabilitation at early age is higher than in later age. Similarly, people will be encouraged to spend significant resources on rehabilitation of their kids to make them useful and productive citizen of the country.

In short, three types of interventions are recommended for improving special education in Pakistan: Political (consistent policies), Economic (budgetary allocations) and social (awareness campaign). These are pre-requisites to bridge implementation gaps. This will help in achieving outcomes such as better and more facilities of special education, improve teacher training and help economically vulnerable sections of society to have access to better facilities of special education. This will have positive impact on rehabilitation of disabled population in Pakistan. The indicator to measure the impact is the increase in percentage of rehabilitated persons from these facilities viz a viz total population of disabled persons in the country. It is important to mention here that special education and inclusive education facilities may go side by side as envisaged in Education Policy 2017, however, new facilities must focus on inclusive education to fulfil international commitments under SDGs and UN Convention on the Rights of Persons with Disabilities.

¹³ US Department of Education 39th Annual Report to Congress

¹⁴ Briefing Paper: Special Education Need Support in England, House of Commons Library

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