

PUNJAB SPECIAL EDUCATION POLICY –2020



**SPECIAL EDUCATION DEPARTMENT
GOVERNMENT OF THE PUNJAB**

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Abbreviations and Acronyms

ADP	Annual Development Plan
ASER	Annual Status of Education Report
CBO	Community Based Organisations
CRC	Convention on the Rights of Child
GEM	Global Education Monitoring
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Survey
MIS	Management Information System
MPDD	Management and Professional Development Department
NGO	Non-Governmental Organisation
NSER	National Socio-Economic Registry
PMIU	Programme Monitoring and Implementation Unit
PVTC	Punjab Vocational Training Council
PWDs	Persons with Disabilities
SED	School Education Department
SEND	Special Educational Needs and Disability
SDGs	Sustainable Development Goals
SpED	Special Education Department
TEVTA	Technical Education and Vocational Training Authority
UC	Union Council
UN	United Nations
UNCRPD	UN Convention on the Rights of Persons with Disabilities
WASH	Water, Sanitation and Hygiene

Executive Summary

For a long time, disability has been conceived of as a stigma and people have thought of psychological, physiological and anatomical disorders as an individual pathology. This Policy is a paradigm shift from a medical model to a social model of disability. It emphasises on the social inclusion, rehabilitation and economic empowerment of persons with disabilities (PWDs) to make them productive and respected citizens. PWDs are often one of the most marginalised groups within society and experience discrimination at all levels. This is not a unique phenomenon to Pakistan as PWDs experience exclusion in almost all societies. PWDs make up 13.4 %¹ of the total population of Pakistan, accounting for approximately 28 million people. According to the Punjab Multiple Indicator Cluster Survey (MICS) 17.9 percent of all children between the ages of 5 to 17 in the province have one or more functional disabilities.² Therefore, provision of high-quality education for children with special educational needs and disabilities (SEND) is a challenge for the Special Education Department (SpED). To address this challenge, SpED has formulated its first ever policy.

SpED is responsible for imparting education to children with SEND. It provides educational, psychological and rehabilitative services to children with disabilities in an enabling environment. In 1983-84, the Directorate of Special Education was established as attached department of the Education Department. SpED was established as an independent department in 2003. Prior to the establishment of SpED, there were 51 special education institutions catering to 4,265 students. Since the establishment of SpED, the number of institutions has risen to 294, catering to over 32,345 students. The increased number of institutions and students under SpED's mandate has made it imperative to formulate this Policy to ensure that the educational needs of children with SEND are fully met.

The policy has been formulated on the basis of detailed research, a series of consultative sessions with teachers, parents, students, officials of line departments, and civil society organisations working on the education of children with SEND. The purpose of the policy is to ensure that all children with SEND have access to quality education which meets their specific needs, maximises their strengths and abilities, and provides them with the best preparation for adult life.

The initiatives described in this policy address immediate challenges of access, equity, quality, stigma, discrimination, skills, environment and poverty faced by PWDs. A special emphasis has been made to understand the concept of SEND, classification of disabilities and their functionality in the socio-economic environment of the Punjab. The classification of disabilities provides a guiding framework for stakeholders to categorise disabilities into four : i) Mild, ii) Moderate, iii) Severe and iv) Profound. The policy outlines the role of SpED in meeting the needs of children with severe and profound disabilities. Integration of children with mild to moderate disabilities is the responsibility of School Education Department (Inclusive Education).

The policy contains three pillars: a) Strengthening Governance and Institutional Capacity of SpED; b) Increasing access of children with SEND to education; and, c) Improving Quality of Special Education. Under each Policy objective, SpED commits to reassess, improve, upgrade and deliver quality education and skills to children and youth with SEND. Policy actions under each of the above pillars will promote the fundamental right to education for

¹World Health Organisation (2011). World report on disability 2011.

² Bureau of Statistics Planning and Development Board Government of the Punjab Multiple Indicator Cluster Survey 2017-18. UNICEF, UNICEF

children with SEND, while equipping them with the knowledge and skills needed to develop them as productive individuals and members of the society.

Section 1: Introduction

Special Education means specially designed instructions to meet the unique learning needs of children with SEND to provide them an opportunity for developing their fullest potential. Organised on the basis of four broadly defined categories of disability: mental disability, visual impairment, hearing impairment and physical disability; special education consists of educational programmes and practices designed to eliminate the disadvantages associated with each of the above-mentioned disabilities.³

“Discrimination on the basis of disability” means any distinction, exclusion or restriction on the basis of disability which has the purpose or effect of impairing or nullifying the recognition, enjoyment or exercise, on an equal basis with others, of all human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.⁴

Currently, SpED is imparting education to children with SEND through 294 educational institutions including Degree Colleges, Training Colleges, Schools, Vocational Institutes and Special Education Centres having an enrolment of above 32,345 (male 20,404 and female 11,941). In the wake of 18th amendment to the Constitution, the provincial government is entirely responsible for discharge of Constitutional obligations and International commitments pertaining to education of children with SEND.

The Punjab Government Rules of Business, 2011, enumerate the following functions of the department:

1. Legislation and policy formulation for special education
2. Matters relating to education and vocational training of special children
3. Teachers’ training in Special Education
4. Printing of Braille books and other reading material
5. Development of curriculum for special education
6. Sports for special children and other related matters
7. Campaign for public awareness, social integration and friendly environment for special children including their economic rehabilitation
8. Centres of excellence, research centres and building of database for special education
9. Budget, accounts and audit matters
10. Purchase of stores and capital goods for the department
11. Service matters except those entrusted to Services and General Administration Department
12. Administration of the ‘Punjab Private Educational Institutions (Promotion & Regulations) Ordinance, 1984’ and the rules framed there-under
13. Matters incidental and ancillary to the above subjects

In view of the functions as enumerated above, it has been ensured that Policy actions are:

1. Aligned with provincial and national policies, and international commitments;

³Lari, Z. S. (1996). "Special education in Pakistan." *European Journal of Special Needs Education* 11(3): 337-351

⁴Convention on the rights of persons with disabilities: <https://www.ohchr.org/EN/HRBodies/CRPD/Pages/ConventionRightsPersonsWithDisabilities.aspx#2>

2. Includes the findings derived from wider consultations with relevant experts and stakeholders;
3. Based on available data sets, reports and literature;
4. Compliant to the overarching education policies of Government of the Punjab pertaining to education; and prevailing Provincial and Federal laws;
5. Based on the needs and experiences of the teaching staff;
6. Responsive to the national and international best practices that are associated with SEND.

The policy contains seven sections. Sections 1, 2 and 3 outline the introduction, vision and mission, and policy objectives. Section 4 provides a situation analysis. Section 5 details national and international obligations. Section 6 and 7 describe the policy actions and how the actions will be implemented.

The policy is to serve as a “living document” that will be periodically reviewed. Its implementation is the responsibility of SpED during the next ten years, with updates and amendments as deemed appropriate. In order to deliver the improvements, set out in this policy, SpED will initially develop a five-year implementation plan. Thereafter, progress against the plan will be evaluated and another five-year plan will be devised for the remaining duration of the policy.

It is recognised that the implementation of all aspects of this policy will require several years of hard work and commitment. SpED will prioritise annual development plans in line with the policy action plan. SpED will also seek support from national and international donors / organisations, wherever possible, to augment implementation of those aspects of the policy which are beyond the allocated budget.

Section 2: Vision, Mission and Core values

Vision

To develop SpED as a fully capable and efficient department engaged in successfully providing educational opportunities for all children with SEND to realise their potential to become productive members of society.

Mission

Provision of quality education, vocational training, psychological and rehabilitative services to children with SEND in specialised settings and conducive environment in order to ensure that all children with SEND maximise their strengths and abilities to become constructive and productive citizens.

Core values

Children with SEND experience cultural and social barriers rooted in current societal norms and values. As they grow, they begin to understand the limited role open to them in the society. The policy shall address such challenges by upholding the following values:

1. **Dignity and respect:** All children, including those with SEND, must be treated with dignity and respect.
2. **Equal opportunity for all children with SEND:** Improving educational opportunities for children with SEND to ensure their social and economic empowerment.
3. **Innovation:** Innovation backed by research and development to provide a high-quality educational experience for children with SEND.
4. **Social inclusion:** Creating a conducive environment to enable full and active participation of children with SEND in all walks of life

Section 3: Policy objectives, Commitments and Scope

3.1 Policy objectives

The objectives which will help SpED in achieving its vision, mission and core values

- Improved access to education for children with SEND.
- Improved quality of education for children with SEND through need-based training of teaching and non-teaching staff, effective provision of rehabilitative services, and assistive devices.
- A strengthened SpED, able to deliver improved education for all children with SEND, at all levels, in a safe physical and emotionally enabling environment.

3.2 Commitments

To achieve these policy objectives SpED will:

- Substantially improve collection of reliable, updated and relevant data on children with SEND.
- Strengthen the ability of staff at different tiers for evidence-based planning and implementation.
- Enhancing physical access and emotional stability for students.
- Upgrading its tools and running its programmes, in light of the new policy which will have prioritised focus on the rural areas of the Punjab.
- Strengthen the delivery of education, rehabilitative and psychological services through sound and contextualised research and evidence-based planning.
- Improve the coordination with relevant departments, agencies/organisations and exchange information.
- Harness the relevant expertise from the private sector and civil society to improve service delivery.
- Improve school buildings WASH facilities for children with SEND.
- Gradually increase number of institutions for CWDs and improve quality of education.

3.3 Scope of the policy

The policy applies to all educational, training and research activities and interventions pertaining to children with SEND in the Punjab. The policy will apply, but not be limited to, the following key stakeholders:

1. All education service providers for children with SEND.
2. Development Partners, Community Based Organisations (CBOs), Non-governmental organisations (NGOs) and Civil Society Organisations (CSOs).
3. Heads and managers of educational institutions and other SEND institutions.

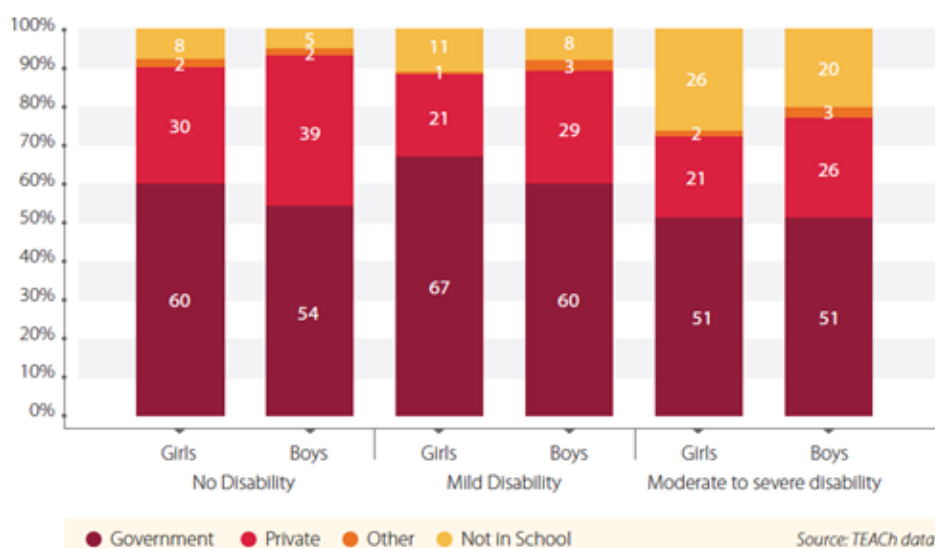
Section 4: Situation Analysis

4.1 Background

The World Disability Report highlights that children with disabilities are less likely to start school than their able-bodied peers.⁵ They also have lower retention and transition rates. With some 57 million primary-aged children out of school worldwide,⁶ it is estimated that up to a third of these children have some form of disability.⁷ The UN estimates that 98 per cent of children with disabilities in developing countries do not attend school.⁸

In the Punjab, the proportion of male children identified with disabilities in private schools is higher, “suggesting that parents are more likely to be willing to invest in their son’s education whether or not they have a disability. By contrast, a larger proportion of girls, irrespective of their disability status, are likely to be out of school.”⁹ The following chart maps type of school attended against severity of reported disabilities among boys and girls in the Punjab.

Figure 1: Type of school attended according to disability and gender¹⁰



Globally, it is recognised that in order to remove the barriers to education of children with SEND, it is imperative to make schools more accessible and responsive to their particular needs.

⁵World Health Organisation (2011). World report on disability 2011, World Health Organisation.

⁶UNESCO (2013). Education for All Global Monitoring Report Policy Paper 09. Paris, UNESCO.

⁷Calderbank, D. (2009). Towards inclusive education for children with disabilities: A guideline, Bangkok: UNESCO.

⁸Nations, U. (2010-11). "Factsheet: Youth with Disabilities." Dialogue and Mutual Understanding from <https://social.un.org/youthyear/docs/Fact%20sheet%20youth%20with%20disabilities.pdf>.

⁹Rose, P., et al. (2018). Identifying disability in household surveys: Evidence on education access and learning for children with disabilities in Pakistan, Research and Policy Paper.

¹⁰Ibid.

4.1.1 Data on Special Educational needs and disabilities

One of the main challenges to delivering universal SEND coverage remains the non-availability of sufficient and reliable data. Data collection and reporting are not consistent, due to disparities in classifications, definitions and methods. According to the Global Education Monitoring Report (GEMR), only 23 of 56 countries that provided information about numbers of students with disabilities had disability-wise disaggregated data.¹¹

According to Pakistan's 1998 Population Census, the highest prevalence of disabilities recorded was for physical impairment at 18.93 per cent of the population with disabilities. This is followed by the prevalence of individuals with more than one disability (8.23 per cent), visual impairment (8.06 per cent), and hearing impairment (7.43 per cent). Intellectual impairment was recorded at a prevalence rate of 7.6 per cent, with mental disability at 6.39 per cent. The 'Others' category has the highest response (43.37 per cent) but the breakdown of this is unclear. The Punjab is found to have the second highest population of PWDs at 2.48 per cent.¹² It is worth noting that international evidence shows that disability data is often under reported, so numbers should be regarded as a minimum.

The most recent, Punjab MICS using the Washington Group questionnaire reports that 17.9 percent of children aged 5-17 have at least one form of functional difficulty in a range of domains including hearing, vision, communication/comprehension, learning, mobility and emotions.¹³ According to an analysis based on National Socio-Economic Registry (NSER), 1.7 percent of the population in Pakistan had some form of disability and males had a slightly higher prevalence of disability (1.9 percent) as compared to females (1.5 percent).¹⁴

The inconsistency and differences evident in the above-mentioned data sources limits accurate analysis of educational attainment and the particular learning needs of children with SEND. As highlighted from the data above, there are various estimates of disability prevalence amongst the population of Pakistan. The following table carries salient data points on disabilities from various sources.

Table 1: Various data sets on disabilities for Pakistan

Source	Population	Scope
1998 Census	3.2 million (2.54%)	Census included intellectual, mentally challenged, physical, Hearing impairment, Vision impairment.
2011 National Socio-Economic Registry (NSER)	2.27 million (1.7%)	Data collected through door-to-door surveys in 27 million households.
2011 Pakistan Poverty Alleviation Fund	16 million (12%)	Data collected from 23 UCs in 7 districts comprising 78939 households.
World Report on Disability 2011 by WHO	17.8 million (13.4%)	Based on prevalence from World Health Survey 2002-2004.
2012 Study by Helping Hands for Relief and Development	5 million (2.65%)	Projections from the 1998 census across 199 districts from all 4 provinces.
Moving from the Margins 2014. British Council Report	27 million (15%)	Projections using 15 percent global population of persons with disabilities.
Population Census 2017, Government of Pakistan	Nearly 1 million (0.48%)	Registrations from the 6 th Population and Housing Census.

¹¹UNESCO (2017). Global education monitoring report 2017/18: Accountability in education, Author Paris, France.

¹²Federal Bureau of Statistics (2004). Compendium on Environment Statistics of Pakistan - 2004. Islamabad, Federal Bureau of Statistics.

¹³Bureau of Statistics Planning and Development Board Government of the Punjab Multiple Indicator Cluster Survey 2017-18. UNICEF, UNICEF.

¹⁴Benazir Income Support Programme (2010-11). Population of Pakistan: An Analysis of NESR 2010-11. UNICEF. Islamabad, UNICEF.

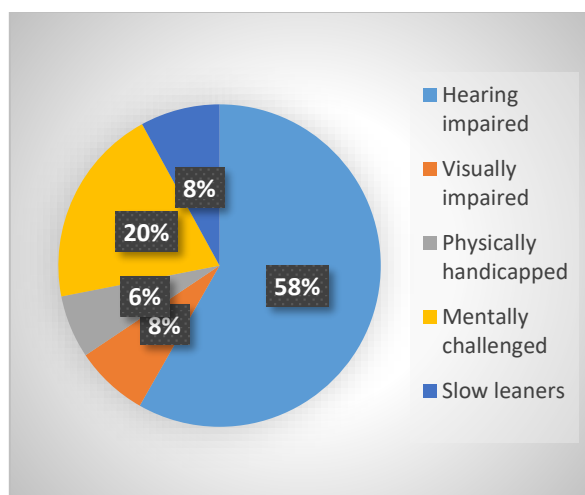
Source	Population	Scope
MICS 2018, Government of the Punjab	17.9%	The Punjab-based Survey – Data collected from 35,482 children with functional difficulties between the ages of 5-17.

The wide variations in methodologies yield deviations in data results which is a challenge for policymakers leading to other difficulties such as, identification of potential beneficiary children according to their disability classification and allocation of resources.

4.1.2 Enrolment

The enrolment data in special education institutes shows that children with hearing impairment constitute the largest group (58%) followed by “mentally challenged” (20%), “slow learners” (8%), “visually impaired” (8%) and “physically handicapped” (6%) (Figure.2). Data on proportional enrolment by disability is mapped in the chart below.

Figure 2: Enrolment in SpED facilities by disability in the Punjab, 2018



Source: SpED, 2019

The findings reported in multiple studies indicate an amplification of disadvantage for children with disability. Children with disabilities are ten times less likely to attend school than those without, and even if they attend school, they are most likely to drop out earlier than their peers who do not face this challenge.¹⁵ In case of girls, this disparity becomes more pronounced.¹⁶ Furthermore, around 23% of those identified with moderate to severe disabilities were out of school, compared with 6% without disabilities.¹⁷ These findings are supported by the result of regular ASER surveys.

There are key challenges relating to age disparities and early childhood learners with SEND due to lack of data. There is no formal early childhood development programme in special education schools and centres and regular schools are not prepared to meet the physical and psychological needs of students with disabilities.

¹⁵Plan International (2013). "Children with Disabilities 10 Times Less Likely to go to School." from <https://plan-international.org/news/2013-12-03-children-disabilities-10-times-less-likely-go-school>.

¹⁶Rose, P., et al. (2018). Identifying disability in household surveys: Evidence on education access and learning for children with disabilities in Pakistan, Research and Policy Paper.

¹⁷Ibid.

4.1.3 Gender

Girls are outnumbered by boys, with the ratio of girls to boys declining more at each advanced level as shown in the table below with the exception of enrolment in teacher training colleges.

Table 2: Enrolment by academic level 2018

Level	Boys	Girls	Total
Primary	16267	9182	25449
Middle	2320	1628	3948
Secondary	1055	622	1677
Higher Secondary	491	199	690
Degree colleges	114	47	161
Trainees (colleges)	157	263	420
Totals	20404	11941	32345

Source: SpED, 2019.

Due to prevalent societal norms, girls bear the double burden of discrimination because of their gender and disability. Stigma leads families to conceal girls' disabilities. SpED recognises the need to identify and address the barriers associated with the intersections of gender with other forms of disadvantages to achieve greater gender parity.

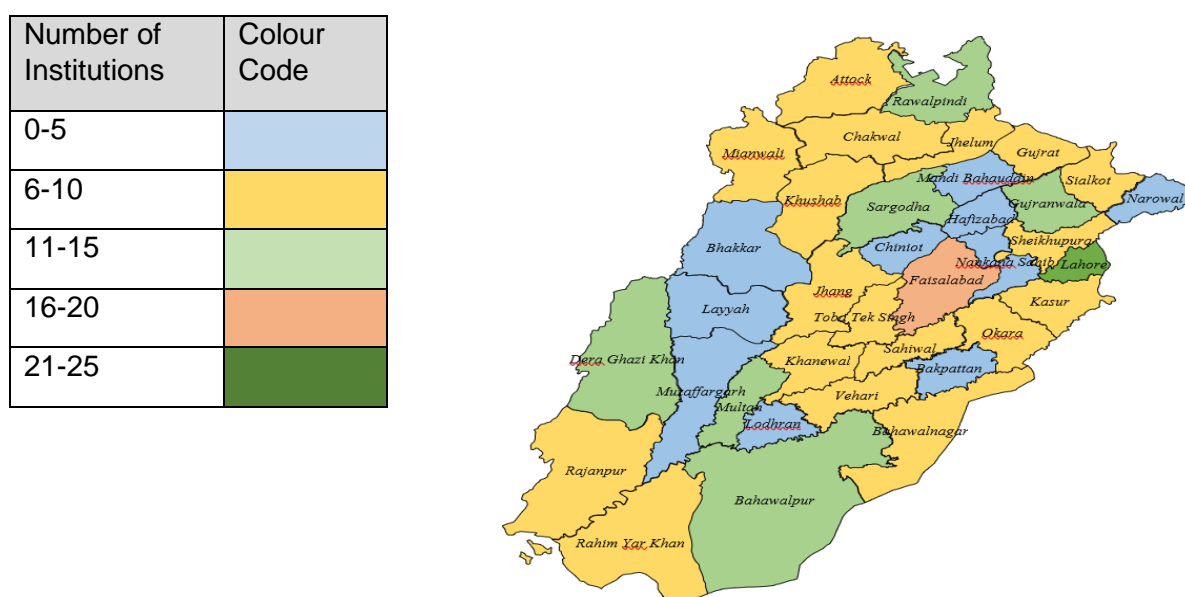
4.2 Current structure and services

SpED currently provides educational services to children with SEND in the following institutions:

1. Cross or multiple disability special education centres
2. Schools and institutes for visual impairment
3. Schools and institutes for hearing impairment
4. Schools and institutes for mental disabilities
5. Schools and institutes for learning disabilities
6. Schools and institutes for physical disabilities
7. Degree colleges
8. Vocational training institutes
9. Teacher training institutes

Special Education Institutes are spread over all 36 districts of the Punjab. The map below illustrates the districts of the Punjab, colour coded to depict the number of special education institutes in the respective districts. The key, provided below, shows the colours assigned to each range. The map reveals that the district of Lahore has the highest number of special education institutes and is the only district that lies within the range of 21-25 SpED institutes. Faisalabad is the second highest in terms of special education service provision, with 16-20 SpED institutes. All other districts fall below this range. The highest proportion of districts, 18 out of 36, have 6-10 SpED institutes present in the district.

Figure 4: Geographical spread of SpED institutions



SpED also provides incentives for retention and completion, which includes a monthly stipend of 800 PKR per child, free education, transportation facilities, free braille books, free uniforms, merit-based scholarships and assistive devices for children of SEND.

As shown in the table below, SpED currently runs 294 institutes including 282 schools / centres 6 colleges, 3 vocational training and 3 teacher training institutes. 20 institutions of special education have been devolved to the province of the Punjab in the wake of 18th Constitutional Amendment.

Table 3: Institutions catering to specific disability

Types of disability	No. of institutes
Special Education Centres of Cross/Multiple Disabilities	160
Institutions for Hearing Impaired Children	49
Institutions for Mentally Challenged Children	14
Institutions for Physically Disabled Children	5
Institutions for Slow Learners	36
Institutions for Visually Impaired Children	18
Vocational Training Centres	3
Degree Colleges of Special Education	6
Training Colleges for Teachers	3
Grand Total	294

Source: SpED, 2019

Currently, SpED is operating with a total of 2,406 teachers for 32,345 children – a student teacher ratio (STR) of 13 to 1. In addition to the teaching staff, the department has 581 specialists and professionals in various areas of special education and 3,324 non-teaching staff. Currently, there are 980 vacant posts of teachers, 283 vacant posts of professionals and 1,375 vacant posts for the non-teaching staff. The table below shows the average number of staff members per institution disability wise.

Table 4: Number of teaching staff/professionals vis-a-vis institutions

Type	SSET	JSET	Lecturer	Educator	Psychologist	Braille teacher	Physical education teacher	Speech therapist
Institutions for hearing impaired	259	169	65	0 ¹⁸	51	0	7	47
Institutions for mentally challenged	26	23	0	0	11	0	2	6
Institutions for physically handicapped	13	4	0	0	2	0	1	0
Institution for visually impaired	62	36	0	0	12	8	3	0
Institutions for slow learners	0	0	0	153	32	0	6	0
Special Education centres	329	685	0	0	132	3	0	103
Total	689	917	65	153	240	11	19	156

Source: SpED, 2019.

The prescribed student teacher ratio (STR) in different SPED institutions varies between 4 to 16 (Table 5). The following table shows the prescribed STR for institutions catering to specific disabilities.

Table 5: Prescribed student teacher ratio

Level	Disability	Student Teacher Ratio	Disability	Student Teacher Ratio
Primary	Hearing Impaired	10:1	Visually Impaired	4:1
	Physical Disability	10:1		
Primary to Middle	Hearing Impaired	12:1	Visually Impaired	8:1
	Physical Disability	12:1		
Middle to	Hearing	14:1	Visually	8:1

200 teachers have been categorised in other categories

Level	Disability	Student Teacher Ratio	Disability	Student Teacher Ratio
Secondary	Impaired Physical Disability	14:1	Impaired	
Secondary to Higher Secondary	Hearing Impaired Physical Disability	16:1	Visually Impaired	10:1
Special Education for Mentally Challenged	Mentally Challenged	4:1	Slow Learners	4:1

Source and terminology: SpED

The distribution of teaching staff in each of the divisions shows that the average number of teaching staff per institution varies from 14.3 in Lahore to 5.75 in Sargodha.

Table 6: Teaching staff position at Divisional Level

Sr. No	Name of Divisions	No. of Institutions	No. of Teaching Staff
1	Lahore	40	572
2	Bahawalpur	25	188
3	Multan	31	232
4	Sargodha	33	190
5	Faisalabad	38	314
6	Rawalpindi	41	240
7	Dera Ghazi Khan	27	185
8	Gujranwala	40	316
9	Sahiwal	19	169
Total		294	2406

Source: SpED 2019

4.3 Budgetary constraints

The Punjab Free and Compulsory Education Act 2014, while making provision for free and compulsory education from class one to ten, specifically stipulates that education shall include special education. The Act further states that the Government shall provide suitable education to a child suffering from disability or a special child. The provisions of this legal framework also bind the government to provide adequate funds for carrying out the purposes of the Act. However, gauging by the number of children with disabilities, as mentioned in Table 1 above, SpED's budgetary allocations remain far from adequate in terms of addressing the educational needs of children with SEND. Improvements in service delivery for children with SEND would require significantly larger budgetary commitments than is presently the case. The following section provides an overview of SpED's budgetary allocations over a three-year time horizon.

4.3.1 Budgetary allocations

SpED's budget is provided as part of provincial estimates through the annual budgetary cycle. Its budget consists of a current provincial component comprising SpED Secretariat

and subordinate offices, a development component comprising of various provincial Annual Development Plan (ADP) schemes and a district current component provided directly by the Finance Department to District Education Authorities.

SpED's comparative budget allocations for the years 2017-18 to 2019-20 may be seen in the table below:

Table 7: Year-wise budgetary allocations (Rs in millions)

Year	Current	Development	District	Total
2017-18	220.15	1,060	5,100	6,380.15
2018-19	275.37	1,000	5,823	7,098.37
2019-20	278.00	1,000	7,300 ¹⁹	8,578

Source: SpED 2019

In nominal terms, development budget allocations have remained roughly the same for the

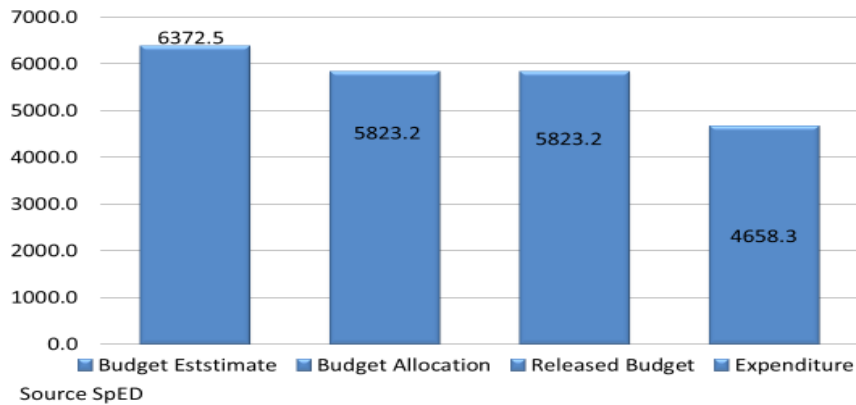
Figure 5 – District budget estimate, allocation, release and expenditure past three years. These cover new and ongoing ADP schemes such as construction of special education centres, school upgradation and establishment of new schools and special initiatives. Allocations for 2018-19 and 2019-20 stand at Rs.1,000 million for both years. This stagnation in development budget allocations actually represents a decline in real terms if inflation during the period is factored in.

The current budget (provincial) includes the budget of the main secretariat and Director General Special Education and attached offices / institutes. It mainly covers salaries and non-salary expenditure related to operations and management. Allocations generally increase gradually from year to year due to annual increase in salaries and expenses, as can be seen from the table above.

The district current budget covers salaries of special education staff working at the district level and non-salary expenses such as transportation, payment of stipends and provision of uniforms and all other operational expenses. As can be seen in Figure 5 below, SpED's allocated budget of Rs. 5.82 billion for the FY 2018-19 was 91% of original estimates. The released budget of Rs. 5.82 billion was 100% of the allocated amount. A full breakdown of the district level budget is given in Annex 1. As can be seen, the overall budgetary expenditure was Rs. 4.69 billion or 80% of the released budget for the FY 2018-19 up to June 30, 2019.

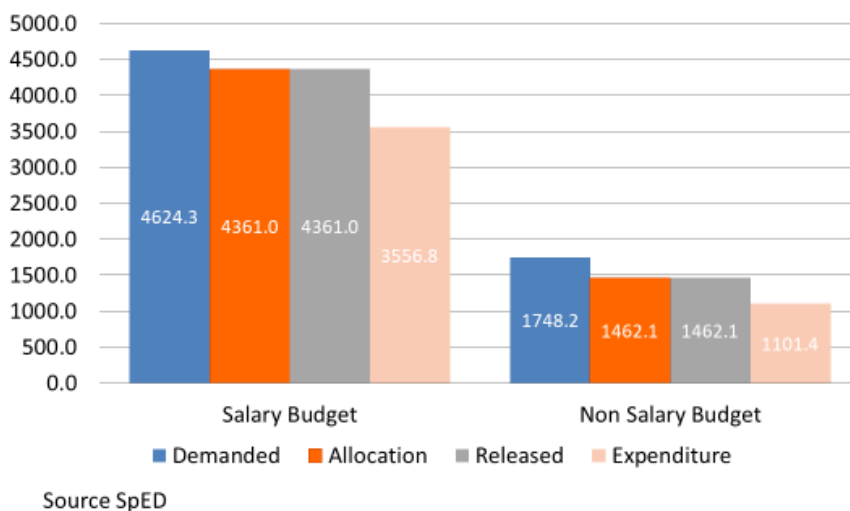
(2018/19)

¹⁹Estimated budgetary allocation. District-wise budgetary allocations under finalisation



As can be seen in Figure 6 below, 100% of the salary and non-salary budget of PKR 4.36 billion and PKR 1.46 billion respectively was released up to June 30, 2019, against which utilisation was PKR 3.56 billion for salary and PKR 1.10 billion for non-salary expenses. This represents a utilisation rate of 81% and 75% respectively. Increased allocations for the non-salary budget are very important. An increase in the non-salary element of the district current budget will help to facilitate improvements in the provision of capacity building for staff at all levels, training in assistive technology, skills updating etc. As evident in the following chart (Figure 6), currently the non-salary portion of the budget (released) is 33.5% of the salary budget. An increase would facilitate planned improvements in service delivery.

Figure 6 – Salary and non-salary funding 2018/19



It is vital that this policy, and its implementation plan are used as budgetary planning tools to ensure availability of dedicated budget lines for improvement, with demonstrable outcomes which can then be used as powerful reasons for further investment.

Section 5: National and International Obligations

5.1 Special education in constitution, provincial legislation, and national policies

5.1.1 The constitutional and legal space

SpED operates within the Constitution and the national policies of Pakistan. There are provisions in the Constitution of Pakistan and specific laws that require the government and society in Pakistan to treat all children, including children with disabilities, equally without any discrimination. After the 18th Constitutional Amendment (2010) the subject of special education has been devolved to the provinces.

- Article 25 (a) of the Constitution of Pakistan Right to Education requires the state to provide free and compulsory education to all children between the ages of 5 to 16 years. It makes obligatory for the state to create a system that caters to the educational needs of all children in the country between the ages of 5 and 16.²⁰
- Article 38 (d) of the constitution provides that as a principle of policy, necessities of life, including education and medical care, will be provided by the state to the ailing, sick and unemployed persons.²¹
- The Disabled Persons (Employment and Rehabilitation) Ordinance 1981 provides for the employment, rehabilitation and welfare of disabled persons. It states that at least 3 percent of the total number of persons employed by an establishment at any time shall be disabled persons. This ordinance also provides for establishment of training centres for training of PWDs in desirable trades or vocations.²²
- The Punjab Free and Compulsory Education Act 2014 states that the term 'education' includes special education and covers education of children with disabilities.

5.1.2 National education policies

Special education was included in Pakistan's National Education Policy in 1972 for the first time and subsequently in the Five-Year Plan (FYP). In 1983, the Directorate General of Special Education was established at the federal level with provincial counterparts and the first Special Education Policy was formed in 1986. It was not until 2002 that Pakistan formulated its first National Policy on disabilities.²³ Table 7 below lists all national policies together with a brief description of how they address SEND.

²⁰Pakistan Constitution Law. "Article: 25A Right to Education ". from <https://pakistanconstitutionlaw.com/article-25a-right-to-education/>.

²¹Pakistan Constitution Law. "Article: 38 Promotion of social and economic wellbeing of the people ". from <https://pakistanconstitutionlaw.com/article-38-promotion-of-social-and-economic-well-being-of-the-people/>.

²²Punjab Laws. "The Disabled Persons (Employment and Rehabilitation) Ordinance 1981." from http://punjablaws.gov.pk/laws/1548b.html#_ftn19.

²³Special Talent Exchange Programme Disability Framework in Pakistan S. I. Pakistan. Islamabad, Special Talent Exchange Programme.

Table 7: The national policies on children with disabilities in Pakistan

Year	Policy	Description
1972	National Education Policy	Arrangements were made for special education of CWDs. Plans were to open new institutions and strengthen the existing ones, so that the CWDs children could be provided the opportunity to become productive and self-reliant citizens of the country.
1979	National Education Policy and Implementation Programme	Education, treatment, institutional care and rehabilitation of PWDs was stated important moral and religious obligations as a nation.
1986	National Policy for Rehabilitation of the Disabled	This was in fact the first policy on special education in Pakistan. The National Policy was primarily concerned with issues such as organising services for the disabled and the implementation of programmes and paid insufficient attention to the critical matter of the curriculum.
1999	The National Policy for Special Education	It focused the need for change in public attitudes to the disabled and the crucial role of media in highlighting the successes of persons with disabilities. Also proposed some monetary concessions to be made CWDs as well as providing them with legislative support.
2002	National Policy for Persons with Disabilities	Areas of focus were Education and Training, provision of special aids and equipment, alignment of policies between the federal, provincial and district government, changes in curriculum, vocational training, advocacy and mass awareness, and sports and recreation.
2006	National Plan of Action for Persons with Disabilities	The NPA is based on the philosophy that access, inclusion and equalisation of opportunities for the person with disabilities are not possible by isolated interventions. These services should therefore be designed in an integrated way by pooling and mobilising all resources.
2006	Accessibility Code of Pakistan	This is for persons with disabilities, the infirm and the elderly, for their independence, convenience and safety in all public buildings and areas.
2008	Special Citizens Act	Seeks to provide the accessibility to disabled citizens at every public place, with regard to allocation of seats in public transports, provision of facilities on footpaths for wheelchairs and blind persons etc.
2009	Special Citizens (Right to Concessions in Movement) Act	This act is to provide PWDs with lower transportation costs. Fares for air, railways, duties for importing cars have all been reduced to provide better accessibility.
2009	National Education Policy	One of the aims of the policy was to equalise access to education through provision of special facilities for girls and boys alike, under-privileged/marginalised groups and handicapped children and adults. Inclusive education was part of the policy actions.
2017	National Education Policy	Chapter 15 is dedicated to Special Education and Inclusive Education. The target of participation rate of special children has been fixed as 50% by 2025. The main policy provisions include expanding access to special need children; allocation of 5% of education budget for Special Education; provision of modern technologies and teaching learning aids; transport facilities for all the special education institutions; and in-service training and staff development of faculty and management of Special Education Institutions.

Source: Government of Pakistan policies.

5.2 International obligations

In addition to national legislation and policies, as described above, Pakistan has signed a number of international conventions and treaties to ensure provision of education to children with SEND. Some important international obligations and commitments, inter alia, include:

UN Convention for the Rights of the Child (CRC)

1. The UN Convention for the Rights of the Child (CRC) was ratified in 1990. Article 7 of it makes it obligatory for the government to ensure provision of education and training to children with SEND for their rehabilitation and self-reliance. It states that the State/Parties shall take all necessary measures to ensure the full enjoyment by children with disabilities of all human rights and fundamental freedoms on an equal basis with other children,

2. In all actions concerning children with disabilities, the best interests of the child shall be a primary consideration,
3. The state/parties shall ensure that children with disabilities have the right to express their views freely on all matters affecting them, their views being given due weight in accordance with their age and maturity, on an equal basis with other children, and to be provided with disability and age-appropriate assistance to realise that right.²⁴

UNCRPD

Article 24 of the UNCRPD (ratified in 2011), makes it obligatory for, the government to ensure provision of quality educational opportunities to all children with SEND and also emphasises an inclusive environment facilitated by transport, devices, accessible buildings and other support services. It further emphasises a social integration model of education.

UN Sustainable Development Goals (SDGs)

The UN Sustainable Development Goals (SDGs) provide targets for achieving equal access of children with disabilities to all levels of education and vocational training (National Education Policy, 2017). There are five SDGs related to persons with disabilities, as shown in the figure 8 below:

Figure 8: Disabilities and SDGs.



Source: UN 2018.

The SDGs relevant to this policy are listed below.

SDG 4: “By 2030, ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.”

- Target 4.5: “By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous people and children in vulnerable situations. “Means of Implementation 4.a: “Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.”

²⁴United Nations Human Rights Office of the High Commissioner. "Convention on the Rights of the Child." from <https://www.ohchr.org/en/professionalinterest/pages/crc.aspx>.

Other SDGs which specifically mention PWDs are as follows (United Nations, 2015):

- **SDG 8:** “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, the international community aims to achieve full and productive employment and decent work for all women and men, including for persons with disabilities, and equal pay for work of equal value.”
- **SDG 10:** “Reduce inequality within and among countries by empowering and promoting the social, economic and political inclusion of all, including persons with disabilities.”
- **SDG 11:** “Make cities and human settlements inclusive, safe and sustainable by providing access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, such as persons with disabilities.”
- **SDG 17:** “Enhance capacity-building support to developing countries, including least developed countries (LDCs) and small island developing states (SIDS), which would significantly increase the availability of high-quality, timely and reliable data that is also disaggregated by disability.”

Section 6: Special Education Policy: The three pillars

6.1 Definitions and classification of disabilities

SpED recognises that the concept of disability is a multidimensional experience of an individual, living with such a condition that affects her/his physical body, experiences, cognition and communication.

Disability has long been considered as an “individual pathology” and policy makers and caregivers focused on provision of psychological, physiological and anatomical services for rehabilitation of persons with disabilities. Intellectual disabilities or physical deformities were considered as a stigma paving way for social exclusion. Socialisation and rehabilitation of PWDs was considered a life-long problem. The policy makers resorted to the ‘charity model’, which encouraged dependence, lowered self-esteem and resulted in social exclusion.

Currently the following five categories of disabilities are listed and used by SpED, each category is further classified as a) Mild b) Moderate c) Severe and d) Profound.

1. Visually impaired
2. Hearing impaired
3. Physically handicapped/disabled
4. Mentally challenged
5. Slow learners (these are children with cognitive issues)

In 2019, a series of consultations were conducted by SpED with experts on SEND, which deliberated on the need for refining the definition and classification of disabilities. SpED will continue these dialogues in order to incorporate a more specialised understanding and programming for students with learning difficulties from birth, which may include Autism Spectrum Disorder; Attention Deficit Hyperactivity Disorder; and Specific Learning Disabilities. SpED will also review the terminologies in use in its documents and operations like handicap and replace these with more appropriate terms in line with the International Classification of Functioning, Disability and Health (ICF) that has been framed by the World Health Organisation (WHO).

In line with current thinking on international best practices, SpED is committed to work closely with the SED to facilitate the development of an overall education system, in which all children with SEND receive the best possible education.

6.2 Policy shift

This policy represents a paradigm shift from a medical to a social perspective on disability. According to the latter disability identifies systemic barriers, negative attitudes and exclusion by society (purposely or inadvertently) that means society acts as the main stimulus for social exclusion of PWDs. While physical, sensory, intellectual, or psychological variations may cause individual functional limitation or impairments, these do not have to lead to disability unless society fails to take account of and include people regardless of their

individual differences. Adherence to a social view of disability is regarded as international best practice. The following table outlines key differences in these perspectives.

Table 8: Medical vs social perspective

Medical perspective	Social perspective
Child is faulty	Child is valued
Diagnosis	Strengths and needs defined by self and others
Labelling	Identify barriers and develop solutions
Impairment becomes focus of attention	Outcomes based programme designed
Assessment, monitoring, programmes of therapy imposed	Resources are made available to ordinary services
Segregation and alternate services	Training for parents and professionals
Ordinary needs put on hold	Relationships nurtured
Re-entry if normal enough OR Permanent exclusion	Diversity welcomed, child is included
Society remains unchanged	Society evolves

6.3 Pillar one: Strengthening governance and institutional capacity of SpED

Objective - Strengthen SpED to deliver education to all children with SEND, at all levels, in a safe physical and emotionally enabling environment.

All children have an equal right to quality education. This includes children with special education needs and disabilities. SpED is mandated to provide equal access to quality education for all children with SEND in the Punjab province. Achieving this requires institutional development and strengthening of the department.

6.3.1 Issues and constraints

SpED has identified the following governance challenges:

No administrative tier at the districtlevel – Currently, SpED does not have an administrative tier below the divisional headquarters. This gap hampers an adequate response to district level SpED requirements. To address this challenge, SpED relies on the District Education Authorities (DEAs) for reliable data and surveys related to special children, on SED for monitoring and evaluation and for the provision of specific special education services. SpED's budget is routed directly to the districts through the Finance Department.

Vacant staff positions and capacities - A number of staff positions are not filled which hinders effective delivery of services. Furthermore, the training opportunities for SpED staff are limited and often not informed by their professional needs.

6.3.2 Policy actions

Administration and management

1. **Administrative reforms** - SpED will execute the following administrative reforms to eliminate functional overlaps and improve efficiency.
 - a. **SpED district offices** will be established in all the 36 districts of the province to improve service delivery and outreach.
 - b. **Interdepartmental linkages** and linkages with private sector providers of special education will be created for synergistic and efficient service delivery.
 - c. **Necessary amendments in the service rules** will be made to ensure the recruitment of talented professionals through the Punjab Public Service Commission.
 - d. **The Institutional capacity of SpED** will be augmented by deploying and retaining R&D experts under the development scheme "Strategic Planning Unit".
 - e. **A Special Education Foundation** will be established as on the pattern of PEF to increase enrolment and outreach.
2. **Human resource development** – Development opportunities will be created for the human resources of SpED at various levels through training at Management and Professional Development Department (MPDD) and specialised training institutes of SpED.

Monitoring and evaluation

1. **An independent M&E system** – An M&E system will be established to collect and analyse data and report on effective functioning of SpED. In addition to tracking progress and informing the planning and development processes, SpED M&E system will also be linked to PMIU to give visibility to students enrolled in its institutions.
2. **Create new functions and posts** - New posts of specialist M&E inspectors at district level will ensure that the SpED institutions are monitored efficiently and effectively.

Budget

1. Appropriate budget allocations
 - a. **SpED will prepare and advocate for appropriate budgetary allocations** with relevant authority to address the educational needs of children with SEND in special education institutes in line with the Punjab Free and Compulsory Education Act 2014.
 - b. **Advocacy for the direct release of budgetary allocations to SpED.** This will allow SpED to manage the funds and plan and monitor the service delivery in the districts more effectively.
2. **Equitable and need based budgeting by SpED** – Provisions will be made in the development budget of SpED based on mapping and needs assessment of special education at the district and school level. A cost-benefit analysis of the school sites and buildings, and services will provide the necessary evidence to advocate for improving the financial status of the special education sector.
 - a. At the school level this would include need-based allocations for equipment, biometrics for staff, MIS installations, learning resources, assistive devices, medical and mental health, psychological support, training of staff and teachers,

- curriculum development, sports and extracurricular activities and gender specific interventions.
- b. Budget allocations made by SpED will be made more equitable by reassessing the allocation of funds across districts, gender and socio-economic profile of students etc and developing eligibility criteria.
- 3. **Development of a PPP strategy of SpED** – This strategy will explore other resources for accessing donations/assets/equipment while creating partnerships that address funding gaps and sharing of resources.

6.4 Pillar two: Increasing access of children with SEND to education

Objective - To improve access to special education for children with SEND

Given SpED's commitment to the rights of children with SEND to a high-quality education, the interest of children remains central to the policy design. SpED recognises that realising this commitment requires systemic and structural reforms and attitudinal and behavioural changes. The identification of issues and constraints in achieving the right to access has been critical in developing a range of policy interventions.

6.4.1 Issues and constraints

- **Classification of disabilities** - The Special Education Institutions and centres rely on five categories of disabilities for the admission of children. This restricts the admission of children facing other forms of disabilities. These definitions have not been reviewed and need to be updated to include specific learning disabilities like Autism. The disability terminologies in use are outdated and are against the commitment to the social perspective on disabilities, which is a central tenet of this policy.
- **Inadequate number of special education institutions** - A vast majority of children with SEND remain out of schools because SpED facilities are not available to them. Currently, the majority of Institutions being run by SpED are concentrated in urban centres demonstrating a supply gap in rural areas of the province and peripheries of urban centres.
- **Infrastructure of SpED schools** – The infrastructure of SpED institutes is often of poor-quality, which is a major barrier in access, retention and completion of education of children with SEND. This also has a demotivating effect on children and teachers and is psychologically damaging for children who are already facing social discrimination.
- **Access from home to schools** – Children with SEND require transport to access the institutions. This is especially true of children from rural areas.

6.4.2 Policy actions

Access to SpED schools

1. **Develop new disability classification** - The disability classification for admission to special education will be revised to ensure inclusion of other disabilities. The outdated disability terminologies, which are currently in use, will be aligned with this policy's social perspective and international standards.

2. **Address gender and geographical marginalisation** - Enrolment of out-of-school children with SEND from rural areas will be prioritised by increasing the number of SpED centres in these areas. A framework will be developed with a clear scheme on how to identify and enrol out of school children with SEND particularly girls in all districts of the province including rural regions.
3. **Rehabilitate and improve school buildings** - School buildings will be assessed and rehabilitation relating to repair, paint and Water Sanitation and Hygiene (WASH) facilities, playgrounds and girls' specific hygiene needs will be ensured in all SpED institutions.
4. **Accessible and safe transport** - Transport facility for all children with SEND will be ensured to enhance access to special education schools and centers.

School management and community outreach

1. Community based outreach –
 - a. **Pilot community-based outreach programmes** informed by global good practices to increase access of marginalised children. This will help identify children with SEND as well as resolve other issues related to quality of school environments, and protection issues of children.
 - b. **Capacity building of school councils** - Capacity of School Councils will be enhanced enabling them to assist in identification and resolution of issues at the school and community level.
2. **Advocacy and communications strategy** - Develop departmental strategy on advocacy and communication. It will be used to sensitise all the stakeholders and the public at large on the rights of children with SEND to education, social inclusion and economic empowerment. This strategy will position SpED and inform audiences on availability of its services.

For implementing this policy, SpED will prepare a robust communication strategy to sensitise all the stakeholders regarding the education, safety, empowerment and social inclusion of the persons with disabilities. The communication strategy being a broad-based outreach programme shall, inter alia, include;

- Liaison with Federal Government, Ministry of Information and Broadcasting, PEMRA
- Coordination with the Administrative Departments Government of the Punjab dealing with the persons with disabilities
- Advocating the cause of the persons with disabilities through electronic, print and social media
- Coordination with NGOs, CBO's for reducing Taboos
- Motivating the parents and caregivers
- Thematic communication strategy (documentary and public service messages)
- Reaching the sponsors
- Social integration (role models)
- Success stories

Vocational education

1. **Vocational skills strategy** – SpED will develop a vocational skills training strategy for children with special needs and disabilities. This strategy will be linked with the Punjab Skills Development Strategy with a view to introduce new vocational programmes.
2. **Collaborations** – SpED will collaborate with the Punjab Vocational Training Council (PVTC) and Technical Education and Vocational Training Authority (TEVTA) to provide trades / courses through training opportunities in their centres. An increased quota (at least 5 percent) for children graduating from SpED institutions for admission in public and private sector TVET institutes will be advocated.

Promoting rights

1. **Registration of private schools** – Quality standards will be set for all Special Education institutes (public and private) and ensure registration of all private institutes with SpED.
2. **Create awareness** – As part of its communication strategy, particular initiatives will be taken to create awareness on SpED services and educate stakeholders on the legal and social rights of learners with SEND. This will entail awareness on the right to quality education for children with SEND, provision of assistive devices, psychosocial care, parental involvement and children's participation. The interventions will specifically target parents to equip them with the knowledge and information they need to support their children with SEND more effectively.

6.5 Pillar three: Improving quality of Special Education

Objective - To improve quality of education for children with SEND through need-based training of teachers and non-teaching staff, effective provision of rehabilitative services, and assistive devices.

The broader themes under this pillar requiring policy actions are: improved teaching and learning environments; students' learning assessment; transition to next level; preparing the selected identified students for assimilation in regular schools and or in TVET institutes; provision of assistive devices; the training of teachers and availability of qualified subject specialists.

6.5.1 Issues and constraints

- **Class Size** - Student teacher ratio is not standard and is sub-optimal across SpED institutions. This situation leads to multi-grade and multilevel teaching situations, which are not conducive to learning.
- **Professional Development** – There is a lack of a Continuous Professional Development programme for the teachers which pertain to:
 - Competency standards for SpED teachers and teacher trainers have not been set. These standards are vital for developing teachers' knowledge, skills and attitudes needed to provide high-quality education to children with SEND.
 - The teacher-training curriculum is not consolidated and the alignment with the modules, manuals, guidelines and materials in use is not optimal.

- Teacher Training is not reviewed and updated.
- Shortage of subject specialists with adequate skills results in greater workload for teachers, which in turn compromises quality of education being offered.
- **Special Education Curriculum** - In its current state the curriculum does not fully cater to the differentiated learning needs of children with different types of disabilities and levels of disabilities. Since the learning outcomes for children with SEND are not defined, it is difficult to track children's progress and offer remedial teaching.
- **Provision of Assistive Devices** - The assistive devices are provided to some children but not evenly distributed on a need basis.
- **Learning Environments** - Overall learning environments require improvement to become more inclusive, gender sensitive, safe and healthy. Issues of physical environments are related to water, sanitation, and unsafe buildings.
- **Vocational Skills** - Training of older children with SEND in vocational skills is not based on an assessment of the market. Therefore, it does not increase their chances for productive employment.

6.5.2 Policy actions

Teachers' training and recruitment

1. **Continuous professional development programme** – Continuous Professional Development Programme (CPD) will be instituted. Its mandate will include but not be restricted to alignment of teacher-training curriculum with training modules and manuals. This programme will be reviewed and updated every five years.
2. **Set competency standards for SpED teachers** – A team of special education, curriculum and assessment experts will set competency standards for SpED teachers and teacher trainers.
3. **Review and develop teacher training** – The teacher training programmes will be comprehensively reviewed to align them with best practices related to modern, innovative and child centred pedagogy.
4. **District level teacher training** – District support teams will be set up to provide in-service training to teachers and technology like video links used to connect teachers with central trainings taking place at the provincial level.
5. **Fill in vacant posts** – All vacant posts of teachers and allied professionals (Physiotherapists, Braille Teachers and Music Teachers etc) will be filled in through PPSC/ Departmental Selection Committee.
6. **Internships programme** – SpED will institute an on-the-job internship programme for university students studying special education. These students will perform the role of co-teachers or teaching assistants to address the issue of multi grade and multi-level classes.

Curriculum, assessment and learning

1. **Improve curriculum** – SpED uses PCTB curriculum and develops teaching and learning techniques suited to the children with SEND. The techniques developed from the PCTB curriculum will be reviewed and revised at all levels of education including vocational for the hearing impaired and those facing intellectual difficulties. The curriculum will be made more relevant in collaboration/consultation with PCTB to the requirements of students with SEND for a productive adult life. The revision of techniques extracted from the PCTB curriculum will focus on

employability skills such as communications, language skills and education technology using innovative best practices.

2. **Textbooks adaptation** – PCTB textbooks will be adapted to meet the differentiated learning needs of children in SpED schools. As required, the content would be adapted/ reduced while it meets the learning objectives.
3. **Learning assessments** – A new learning assessment framework will be established for both formative and summative assessments of children with SEND. This will ensure the required adaptations and modifications in tests are made to facilitate the varied nature and severity of disabilities.
4. **New vocational training** – A training curriculum for vocational skills will be developed to address contemporary market needs in collaboration with TEVTA and private sector TVET institutes.

Learning environment

1. **Ensure standard student teacher ratio** – An optimal student teacher ratio will be determined according to the different abilities and learning needs of children.
2. **Separate classes** – Special classes will be set up for children who have different degrees of visual and hearing impairment depending on the needs of individual institutes and the number of children.
3. **Enhance parental engagement** – Capacity building initiatives for School Councils will be undertaken to enable them to support and monitor the development of a conducive and safe learning environments in SpED institutions. Efforts to be made to sensitise parents and communities on CWDs and provide information and support to parents of CWD.
4. **Develop child centred schools** – In accordance with the paradigm shift in the policy to a social perspective, SpED's school improvement initiatives will be guided by a focus on the beneficiary children. Concrete steps will be taken to make teaching practices learner-centred and sensitive to the rights of children.

Safe Environment

1. **Children are protected from harm and abuse -**
 - a. The child protection code will be available in all schools and institutes of SpED to ensure that staff, teachers, parents and children are fully aware of child rights. This will also include installation of cameras, vigilance in washrooms; no hidden or dark corners in any of the service areas.
 - b. A zero-tolerance policy will be implemented on corporal punishment and any other form of abuse including harassment and verbal abuse.
 - c. Steps will be taken to ensure safe transport and availability of first aid in all schools/institutes/centres and buses.
 - d. A Complaint Response and Redress Mechanism (CRM) will be introduced at the school level that is well communicated to parents, children and communities.
2. **Early detection and provision of clinical services** – SpED will coordinate with the health department for early detection, prevention and treatment of some of disability conditions that require a medical response.
3. **Improvement of psychological services** – A standards-based approach will be adopted for development of psychological services by ensuring inclusion of standards for individual response, improved quality of assessment and therapy facilities and training of psychologists and therapists.

Section 7: Implementing the Policy

The preceding sections of this policy have described the strategic priorities of the department and associated specific policy actions. This section provides a basic implementation framework which aligns policy pillars, and the thematic areas of focus with specific departmental requirements including technical expertise, human resource allocation and administrative capacity. It also identifies key government and non-governmental stakeholders that the department ought to engage with in pursuance of defined policy actions under distinct policy pillars.

7.1 Departmental resources to undertake implementation

The implementation of the policy requires development and upgradation of two critical resource pools, as described below.

7.1.1 Technical expertise available to SpED

Building on existing technical capacity at all levels within the department is critical to implementing key policy actions. Specific areas that require an upgradation in expertise include:

- Curation and analysis of robust data feeding into targeted deployment of services for maximum impact
- Monitoring and evaluation function tracking departmental progress
- Communications and advocacy instruments to provide useful interface with communities and relevant stakeholders
- Pedagogical interventions for different streams of education overseen by the department

Additionally, the resource pool that requires upgradation is the level and nature of the human resource available to the department. Increase in the number of relevant posts is important at the central, district and school levels. Expansion in numbers of technically equipped human resource is important to ensure improved leadership and services at the school level and effective departmental oversight and liaison with critical stakeholders.

This can be achieved by establishing a dedicated entity for research and development within SpED. The department also needs to investigate the possibility of setting up monitoring and evaluation and communications wings in the Directorate. The teacher training college of the department also needs to be strengthened by building partnerships with teacher training institutes in the private sector.

7.1.2 System strengthening

System strengthening will contribute to:

- Improving SpED's outreach and coordination
- Vertical integration and effective feedback loops
- Departmental oversight at all levels

The above interventions cannot be implemented unless sufficient funding is made available to the department; therefore, SpED recognises the need to improve financial allocations to build on the resource pools mentioned above. SpED will work closely with relevant government departments and development partners to mobilise requisite funding.

7.2 Important stakeholders in government and non-governmental domain

The implementation of this policy requires good inter-departmental coordination. A number of departments hold varied administrative and financial responsibilities for persons with disabilities. The relevant departments, inter alia, include School Education Department, Social Welfare and, Bait-ul-Maal Department, Health Department, Human Rights and Minority Affairs Department, Law and Parliamentary Affairs Department, Local Government and Community Development Department, Finance and Planning and Development Departments, and federal programmes like Benazir Income Support Programme and EHSAAS. In addition to governmental stakeholders, the implementation of the policy will also rely on SpED's outreach and engagement with relevant actors in the non-governmental and development space. Close coordination with development partners will be important in enhancing technical as well as financial capacity of the department.

7.3 Implementation framework

Policy pillars	Focus of policy actions	Requisite area of focus for SpED	Key stakeholders
Strengthening governance and institutional capacity of SpED	Administration and management	Administrative capacity and departmental outreach Human resource development at all levels	SpED Development partners (Technical Assistance)
	Monitoring and evaluation	Technical expertise for planning and institutionalisation of rigorous data regimes curated by the department	SpED Development partners (Technical Assistance)
	Budget	Liaison and coordination with government departments and non-governmental actors	SpED Finance Department Planning and Development Department
Improving access and child rights	Access to SpED schools	Technical expertise and administrative capacity to target marginalised populations Technical expertise and financial capacity to improve buildings and means of transportation for students	SpED Social Welfare Department Bait Ul Maal Benazir Income Support Programme (BISP)/EHSAAS Civil Society Organisations (CSOs) Development partners
	School management and community outreach	Technical expertise to develop instruments of engagement like communications and advocacy strategy Technical expertise and departmental outreach to all schools in all districts	SpED Communities Social Welfare department BISP/EHSAAS
	Vocational education	Technical expertise and departmental liaison with stakeholders	SpED Industries department Punjab Vocational Training Council (PVTC) Punjab Skills Development Fund

Policy pillars	Focus of policy actions	Requisite area of focus for SpED	Key stakeholders
Improving quality of special education			Company (PSDF) Technical Education and Vocational Training Authority (TEVTA)
	Promoting rights	Administrative outreach to engage with the private sector and communities	SpED CSOs and NGOs Communities
	Teachers' training and recruitment	Technical expertise to adequately set and track teaching standards Teachers' capacity Human resource allocation	SpED School Education Department (SED) Development partners (Technical Assistance) CSOs and NGOs
	Curriculum assessment and learning	Technical expertise to improve and adapt curriculum and content Teachers' capacity	SpED School Education Department (SED) Development partners (Technical Assistance) Civil society organisations and NGOs
	Learning environment	Human resource allocation to improve and standardise student teacher ratio	SpED Development partners (Technical Assistance) CSOs and NGOs
	Child safeguarding	Departmental oversight through robust administrative structure Interdepartmental liaison for better clinical services for students in need Human resource allocation to ensure psychological services to students	SpED Social Welfare Department Human Rights Department Health Department BISP/EHSAAS Development partners

7.4 Timeframe

The timeframe for the implementation for this policy is from 2020-2030. This will allow for the development and implementation of supportive laws and the inter-departmental coordination which is critical in translating this policy into pragmatic actions and for achieving the desired goals. The policy shall also be treated as a living document and periodically revisited in view of the emerging requirements of children with SEND.

Annex 1: Details of budget by District (2018-2019)

Name District	No. Of Institute	Object Code	Budget Estimate 2018-19	Budget Allocation 2018-19	Released Budget 2018-19	Expenditure 31-12-2018	Expenditure 30-06-2019
Dera Ghazi Khan	9	Salary	143,458,952	268,426,195	268,426,195	27,412,791	89,856,609
		Non-Salary	38,369,000	23,808,470	23,808,470	1,475,817	18,952,947
		Total	181,827,952	292,234,665	292,234,665	28,888,608	108,809,556
Muzaffargarh	7	Salary	107,142,000	51,645,800	51,645,800	19,959,294	55,934,641
		Non-Salary	26,086,000	14,058,500	14,058,500	479,173	11,583,854
		Total	133,228,000	65,704,300	65,704,300	20,438,467	67,518,495
Layyah	5	Salary	60,565,500	49,762,513	49,762,513	8,849,519	27,583,912
		Non-Salary	27,230,000	22,910,250	22,910,250	1,301,054	17,043,615
		Total	87,795,500	72,672,763	72,672,763	10,150,573	44,627,527
Rajanpur	6	Salary	76,775,662	43,756,100	43,756,100	16,907,393	47,251,009
		Non-Salary	26,121,000	18,912,000	18,912,000	1,082,772	15,349,333
		Total	102,896,662	62,668,100	62,668,100	17,990,165	62,600,342
Faisalabad	18	Salary	314,108,713	265,540,162	265,540,162	118,044,731	250,798,862
		Non-Salary	99,108,600	75,808,026	75,808,026	11,037,149	59,464,378
		Total	413,217,313	341,348,188	341,348,188	129,081,880	310,263,240
Toba Tek Singh	7	Salary	100,134,000	102,029,000	102,029,000	24,539,457	75,028,218
		Non-Salary	30,565,500	41,378,000	41,378,000	6,673,456	20,895,209
		Total	130,699,500	143,407,000	143,407,000	31,212,913	95,923,427
Jhang	9	Salary	104,553,545	108,605,000	108,605,000	34,228,936	73,755,282
		Non-Salary	32,325,664	30,688,000	30,688,000	3,886,768	20,740,627
		Total	136,879,209	139,293,000	139,293,000	38,115,704	94,495,909
Chiniot	5	Salary	63,437,384	57,776,842	57,776,842	14,903,924	33,387,186
		Non-Salary	19,747,000	19,373,000	19,373,000	5,005,588	12,718,654
		Total	83,184,384	77,149,842	77,149,842	19,909,512	46,105,840
Lahore	22	Salary	640,255,126	732,846,592	732,846,592	156,089,063	627,492,571
		Non-Salary	248,262,440	243,812,982	243,812,982	12,961,307	151,299,334
		Total	888,517,566	976,659,574	976,659,574	169,050,370	778,791,905
Kasur	6	Salary	85,925,000	69,263,000	69,263,000	18,788,572	78,928,795
		Non-Salary	44,344,000	38,361,000	38,361,000	4,016,935	30,156,581
		Total	130,269,000	107,624,000	107,624,000	22,805,507	109,085,376

Sheikhupura	8	Salary	126,773,858	111,046,681	111,046,681	33,438,298	115,187,840
		Non-Salary	65,516,356	46,395,226	46,395,226	3,944,280	22,620,876
		Total	192,290,214	157,441,907	157,441,907	37,382,578	137,808,716
Nankana Sahib	4	Salary	63,177,282	34,606,890	34,606,890	12,268,700	33,983,698
		Non-Salary	26,480,000	25,269,026	25,269,026	1,949,493	21,116,889
		Total	89,657,282	59,875,916	59,875,916	14,218,193	55,100,587
Multan	15	Salary	234,797,452	200,358,042	200,358,042	69,563,377	190,435,698
		Non-Salary	101,403,696	70,614,000	70,614,000	9,722,005	58,311,986
		Total	336,201,148	270,972,042	270,972,042	79,285,382	248,747,684
Lodhran	4	Salary	51,289,679	57,697,501	57,697,501	17,672,774	40,551,616
		Non-Salary	20,161,422	20,847,414	20,847,414	2,711,991	19,201,055
		Total	71,451,101	78,544,915	78,544,915	20,384,765	59,752,671
Vehari	6	Salary	78,220,291	60,572,805	60,572,805	20,930,163	50,302,241
		Non-Salary	39,699,700	35,700,332	35,700,332	6,464,001	31,895,128
		Total	117,919,991	96,273,137	96,273,137	27,394,164	82,197,369
Khanewal	7	Salary	116,223,375	124,095,883	124,095,883	27,462,161	68,931,112
		Non-Salary	30,376,500	33,784,298	33,784,298	3,631,650	22,591,049
		Total	146,599,875	157,880,181	157,880,181	31,093,811	91,522,161
Sargodha	15	Salary	196,958,492	175,171,500	175,171,500	89,437,982	191,907,618
		Non-Salary	63,374,498	43,319,500	43,319,500	10,058,174	44,615,427
		Total	260,332,990	218,491,000	218,491,000	99,496,156	236,523,045
Khushab	5	Salary	60,615,884	45,642,178	45,642,178	18,894,252	39,590,793
		Non-Salary	20,874,500	17,512,000	17,512,000	5,148,524	15,051,920
		Total	81,490,384	63,154,178	63,154,178	24,042,776	54,642,713
Mainsail	7	Salary	105,487,615	104,267,727	104,267,727	25,633,160	52,730,322
		Non-Salary	33,221,508	35,962,148	35,962,148	4,252,347	15,952,722
		Total	138,709,123	140,229,875	140,229,875	29,885,507	68,683,044
Bhakkar	5	Salary	65,424,500	46,633,983	46,633,983	18,446,743	39,937,639
		Non-Salary	39,210,000	41,379,517	41,379,517	13,391,971	32,061,822
		Total	104,634,500	88,013,500	88,013,500	31,838,714	71,999,461
Sahiwal	8	Salary	112,495,004	88,518,501	88,518,501	40,948,004	84,810,547
		Non-Salary	36,613,000	31,118,932	31,118,932	3,820,459	20,860,440
		Total	149,108,004	119,637,433	119,637,433	44,768,463	105,670,987
Pakpattan	4	Salary	45,012,536	42,531,200	42,531,200	17,336,866	35,208,350

		Non-Salary	19,308,500	13,949,000	13,949,000	3,437,554	15,310,645
		Total	64,321,036	56,480,200	56,480,200	20,774,420	50,518,995
Okara	10	Salary	131,300,834	118,097,000	118,097,000	54,958,404	101,786,344
		Non-Salary	58,688,503	50,427,000	50,427,000	10,672,090	35,932,544
		Total	189,989,337	168,524,000	168,524,000	65,630,494	137,718,888
Rawalpindi	17	Salary	280,586,832	252,412,000	252,412,000	64,699,776	194,417,358
		Non-Salary	86,399,400	62,808,000	62,808,000	7,493,630	53,459,698
		Total	366,986,232	315,220,000	315,220,000	72,193,406	247,877,056
Attock	10	Salary	133,909,626	131,051,950	131,051,950	31,685,523	79,380,673
		Non-Salary	50,094,562	35,718,000	35,718,000	4,550,819	36,180,292
		Total	184,004,188	166,769,950	166,769,950	36,236,342	115,560,965
Jhelum	7	Salary	89,711,442	71,012,654	71,012,654	24,281,331	63,871,727
		Non-Salary	20,546,760	18,710,656	18,710,656	2,261,480	15,826,672
		Total	110,258,202	89,723,310	89,723,310	26,542,811	79,698,399
Chakwal	9	Salary	118,053,491	114,217,242	114,217,242	23,792,053	62,039,725
		Non-Salary	41,151,645	39,532,710	39,532,710	5,192,769	27,901,825
		Total	159,205,136	153,749,952	153,749,952	28,984,822	89,941,550
Bahawalpur	13	Salary	235,721,580	202,597,026	202,597,026	82,507,623	152,756,522
		Non-Salary	60,857,200	49,803,660	49,803,660	12,148,010	42,793,784
		Total	296,578,780	252,400,686	252,400,686	94,655,633	195,550,306
Bahawalnagar	7	Salary	93,436,667	91,765,843	91,765,843	31,576,420	58,957,270
		Non-Salary	35,950,000	41,097,200	41,097,200	7,240,165	26,782,412
		Total	129,386,667	132,863,043	132,863,043	38,816,585	85,739,682
Rahim Yar Khan	6	Salary	77,286,307	77,750,810	77,750,810	28,924,120	56,988,054
		Non-Salary	44,996,084	31,180,639	31,180,639	7,564,597	26,957,315
		Total	122,282,391	108,931,449	108,931,449	36,488,717	83,945,369
Gujranwala	15	Salary	199,420,381	196,371,400	196,371,400	53,047,202	170,968,753
		Non-Salary	81,590,400	57,604,354	57,604,354	4,269,132	51,286,487
		Total	281,010,781	253,975,754	253,975,754	57,316,334	222,255,240
Gujrat	8	Salary	90,844,282	83,686,996	83,686,996	30,372,711	60,168,421
		Non-Salary	41,551,250	28,445,448	28,445,448	1,095,008	20,764,952
		Total	132,395,532	112,132,444	112,132,444	31,467,719	80,933,373
Sialkot	7	Salary	86,633,960	56,990,802	56,990,802	15,665,673	52,950,761
		Non-Salary	30,134,000	24,684,361	24,684,361	874,120	18,397,632

		Total	116,767,960	81,675,163	81,675,163	16,539,793	71,348,393
Hafizabad	3	Salary	43,816,184	42,235,000	42,235,000	17,499,233	40,574,994
		Non-Salary	26,389,000	29,081,026	29,081,026	4,054,931	21,362,789
		Total	70,205,184	71,316,026	71,316,026	21,554,164	61,937,783
Narowal	4	Salary	56,330,180	43,336,404	43,336,404	16,639,863	42,856,999
		Non-Salary	34,756,200	26,633,462	26,633,462	4,578,783	25,660,875
		Total	91,086,380	69,969,866	69,969,866	21,218,646	68,517,874
Mandi Baha Uddin	4	Salary	34,437,497	38,692,000	38,692,000	9,725,532	115,540,506
		Non-Salary	46,654,683	21,457,000	21,457,000	4,571,206	20,350,962
		Total	81,092,180	60,149,000	60,149,000	14,296,738	135,891,468
Total	302	Salary	4,624,321,113	4,361,011,222	4,361,011,222	1,317,131,624	3,556,852,666
		Non-Salary	1,748,158,571	1,462,145,137	1,462,145,137	193,019,208	1,101,452,730
		Total	6,372,479,684	5,823,156,359	5,823,156,359	1,510,150,832	4,658,305,396
Total in Million		Salary	4,624.321	4,361.011	4,361.011	1,317.132	3,556.853
		Non-Salary	1,748.159	1,462.145	1,462.145	193.019	1,101.453
		Total	6,372.480	5,823.156	5,823.156	1,510.151	4,658.305

Source: SpED, 2019