

**AN INVESTIGATION INTO  
THE PROSPECTS AND PROBLEMS OF  
SCHOOL BASED BUDGETING  
IN PAKISTAN'S PUBLIC SCHOOLS**

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# 1. Introduction

Pakistan's education sector has persistently suffered from underinvestment by the state, irrespective of the governments in power. The national expenditure on education has never touched 3% of GDP, most often remaining below 2%. Education together with health is invariably the first sector coming under the axe in times of financial crises. This happens in spite of solemn commitments the state has repeatedly made at international forums on universalization of education and elimination of economic, social and gender discriminations, etc. Pakistan has failed to meet any of these commitments.

Years of lack of attention to the education sector in the form of inadequate financing, poor governance as well as lack of capacity has translated into insufficient number of schools, low enrollment, poor facilities in schools, and shortage and poor quality of teachers. All of this has led to poor quality education to those who are fortunate enough to get enrolled, and no education for the rest. The poor quality education to one generation produces even poorer quality teachers for the future generations, resulting in a negative development exponent.

The problem of inadequate resources is accentuated by the ubiquitous corruption and systemic inefficiency that prevent an efficient utilization of resources.

Successive governments, over the years, have found it convenient to abdicate their responsibility of meeting educational needs of the society by passing the burden on to the private sector in the name of public-private partnership. However, that step has only exacerbated the problem of inequity in the society.

The current situation is alarming enough to demand extraordinary measures to provide adequate resources to the education sector and premise the federal, provincial and district budgetary allocations on the needs of schools.

Budgeting for education in Pakistan is usually a top-down, non-transparent and non-participatory exercise. The actual needs at school level in terms of staff, items of equipment and building maintenance or renovation projects are neither determined properly nor considered when allocating resources. As a consequence, schools remain starved of basic necessities, resulting in low quality instructions.

School Based Budgeting (SBB) or School Based Management is an increasingly popular strategy for managing education in many countries. The starting point of the concept is determination and allocation of resources on the basis of the needs of individual schools. Further, it seeks to maximize discretionary power of schools and communities

on the utilization of available funds. The underlying assumption is that if schools are given more funds and authority to utilize the funds, they would use the funds more innovatively and effectively, which would eventually impact positively on students' learning (Levin, 1987). It will also hold schools more accountable on students' learning achievements.

To meet recurrent expenditures, the funding formula can be the per pupil cost. Government would be required to provide each school an amount in lump sum according to the number of students. SBB would allow schools greater latitude in determining how to best utilize their resources.

Similarly, under SBB, budgets to meet infrastructural costs would be determined from each individual school. For instance, a school which is not equipped with the basic facilities like water cooler or water pump or fans will need additional resources, as compared to the ones where such facilities are already installed. The responsibility of execution and overseeing of development projects would be shouldered by schools and communities.

This scheme needs to be explored for Pakistan. This study is a result of such an exploration undertaken by a consortium of organizations - Sustainable Development Policy Institute (SDPI), ActionAid Pakistan, Save The Children UK, Centre for Peace and Development Initiatives (CPDI), and Voluntary Services Overseas (VSO). The objective was to track down the process of budget allocations and spending at provincial and district levels, and to provide a model on how to make budgetary allocations more child-centered and effective.

The study was conducted in seven selected districts, one district from each administrative unit; Sindh, Balochistan, Punjab, Khyber-Pukhtunkhwa, Gilgit-Baltistan, Federally Administered Tribal Areas, and Azad Jammu and Kashmir. The chosen districts were, respectively, Khairpur, Sibi, Multan, Mardan, Gilgit, Kurram Agency, and Muzaffarabad. Both qualitative and quantitative data was collected with the objective of determining:

- a) the needs for baseline as well as quality education in Pakistani public schools,
- b) the present and recommended per pupil expenditure on education in Pakistan, and
- c) any class-based or rural-urban divide or gender biases in the provision of education in the public sector.

Later, the findings of the survey, and issues that came up were validated through meetings with the education department officials. A number of district officials from the surveyed districts as well as from surrounding districts attended these validation meetings. Most of the problems regarding budget allocation processes and grievances

of school managements regarding budget allocations and disbursement were found to be the same across Pakistan.

Based on our research this report provides a comprehensive statistical data analysis; and estimation of the present level of expenditure on education; a description of the general needs of schools in terms of infrastructure, academic and support staff, utilities; an estimation of a reasonable budgetary allocation per child, and derived from it, setting standards for the magnitudes of federal and provincial educational budgets.

Focus of this study is to premise the budgetary allocations on the needs of schools. Budget allocations need to take into account the financial requirements of a school regarding

- a) Supplies and materials needed to operate the school and its programs
- b) Salaries, allowances, benefits and professional development costs for the school's teaching and non- teaching staff
- c) Staff replacement costs
- d) Utility service costs; and
- e) Building and equipment maintenance costs.

One of the major goals of school based budgeting is to improve school funding by increasing allocated budgets through a participatory process. It is also necessary to advocate need-based budgeting and transparent utilization of allocated funds in order to objectively measure any impact on the quality of service delivery in schools. In the context of Pakistan, the concept of school based budgeting would also mean improving clarity regarding the spending procedures and enhancing the capacities of related departments to absorb the allocated funds by disbursing funds to school in a timely and efficient manner.

## 2. Survey Methodology

### **Objective:**

The basic objective of the study was to gather information on the mode of allocation of resources to schools; utilization of the allocated resources; the extent to which the needs are reflected in the allocation of resources; the facilities that school students are provided with; the participation of school teachers and management in determining the budget needs; the role of the community in assessing the needs and providing resources to schools. The main source of information were to be the head teachers/ principals and district education officials, but teachers were also consulted for the extent of their involvement in budget-making, and students for cross-checking the gathered information.

### **Stratification:**

Keeping in view the geographical level of the precision and accuracy of estimates and to control heterogeneity among different population groups in target population for catching information against indicators, the stratification plan given below was formulated. In this research study the target population was divided on the basis of the following criteria.

- 1) Urban and rural
- 2) Gender
- 3) Level (Primary, middle and high school)

### **Target population:**

The research aimed at studying the entire spectrum of population in the country. Hence it targeted the four provinces as well as the Federally Administered Tribal Area (FATA), the Federally Administered Northern Area (FANA) and Azad Jammu and Kashmir. The sample included one district from each of the above areas, preferably one that allowed choosing both urban and rural settings. The districts chosen were: Multan from Punjab, Khairpur from Sindh, Mardan from NWFP, Sibbi from Balochistan, Kurram Agency from FATA, Gilgit from FANA, and Muzaffarabad from Azad Jammu and Kashmir.

According to the objective of the study, the district-wise choice of schools was as given in Table 1.

Table 1: The survey sample space

Unit	District	School	Urban		Rural		Total
			Boys	Girls	Boys	Girls	
Punjab	Multan	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
NWFP	Mardan	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
Sindh	Khairpur	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
Balochistan	Sibi	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
NA	Gilgit	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
FATA	Kurram Agency	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
AJK	Muzaffarabad	Primary	3	3	3	3	12
		Middle	3	3	3	3	12
		High	3	3	3	3	12
Total			63	63	63	63	252

The study sample thus had 252 schools equally divided between rural and urban and boys and girls schools.

### Survey Respondents

The respondents of the study in each school were

- Head master/Principal
- Students
- Teachers
- The community members as in School Management Committees or Parent Teacher Associations (in Focused Group Discussions)
- District government officials

In addition, meetings were held with government official from the selected districts as well from districts adjacent to the target districts.

### **Sampling Frame:**

List of all the schools was collected from the 2007 survey of the National Educational Management Information Service, housed at the Academy of Educational Planning and Management, Federal Ministry of Education, Government of Pakistan. The list of schools randomly selected from the provided list under the constraints described above is attached in Annex A.

## **Methodology**

### **1: Sampling Techniques**

It is a known fact that any sample cannot represent population perfectly; therefore, it is needed to select suitable sampling technique. A proper sampling technique always ensures representative sample and reduces sampling errors. In addition to this, heterogeneity prevailing within a district can also increase variations, requiring Multistage Random Sampling Technique (MRST) in order to achieve better representative sampling. In the 1<sup>st</sup> stage (PSU) the number of districts had been selected randomly from each unit of the target population. Before the implication of second stage it is proposed to divide the districts on the criteria of urban, rural, gender and level or type of public school only (Primary, middle and high school). In the second stage (SSU) "12" schools from each category were selected. (Primary =12, Middle =12 and High =12). The complete breakdown is shown in the following flow chart, Fig.1. For qualitative data collection "4" focus group discussions (FGD) were held in each district. Detailed in-depth interviews were conducted with "DEO" or "ADO"/"DDO" to collect information about the budget making process, development projects and missing facilities at school level. After the preparation of initial result validation meetings were held with sampled and surrounding district to verify the information, and to ascertain that the districts in a given province work along similar lines.

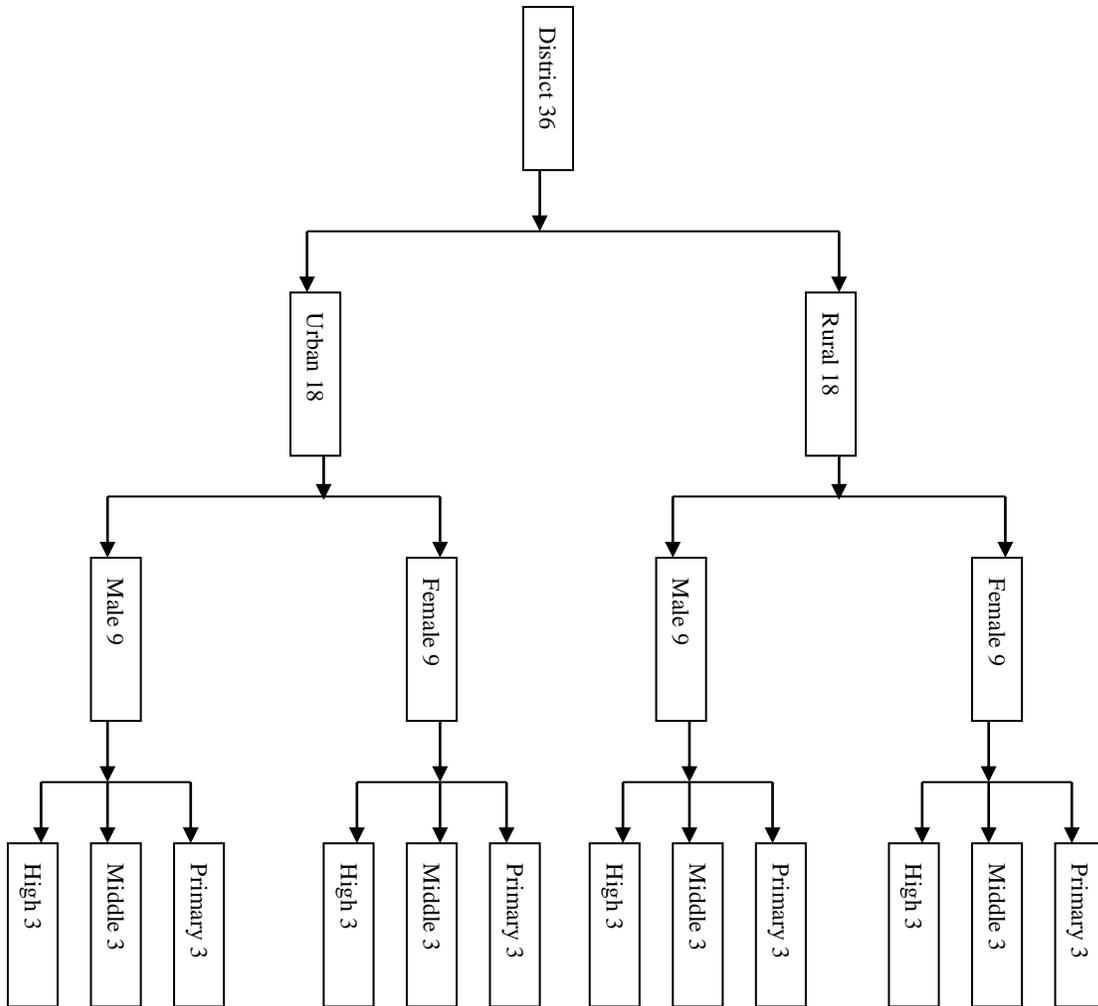


Figure 1: Distribution of schools in the survey

## 2: Sample Size:

It is presumed that any sample cannot represent population perfectly. Although such “Sampling error” cannot be avoided, it can be reduced by obtaining a sample of sufficiently large size and by using “appropriate Sampling technique”. Sample sizes depend on the following factors.

- Level of Significance (Which is 95% for this study).
- Variation in target population (Secondary data).
- Available resources for this study
- Time frame.

Although Statistically Significant sample can be selected from all units of target population, proper sampling technique can help in catching ground realities. In this way 36 (12 each, primary, middle and high) with equal distribution into gender and urban and rural criteria had been surveyed. In this way 252 (84 each, primary,

middle and high) have been surveyed from all seven district. The detailed statistics are given in table-1.

### **3: Research Instruments**

In order to capture data against all indicators, a comprehensive questionnaire (For quantitative data) was developed and field-tested with the coordination and support of all partner organizations (SDPI, ActionAid, Save the children, VSO and CDPI).

For the collection of qualitative data a checklist was prepared for each sector separately. The research instruments included Focus Group Discussions (FGDs), with the teacher of the selected school without the presence of Headmaster/Principal to gather information independently.

A separate semi-structured questionnaire was developed for the purpose of collecting data from the district education officials.

### **4: Selection of Field teams:**

Experienced teams of field researchers (2 men and 2 women) were hired for conducting fieldwork and deputed according to linguistic requirement of the area. Masters in Social Sciences, prior field work experience, familiarity with research techniques and clarity of perception were the general criteria for the field researchers. Survey supervisors were selected to lead the teams during entire course of the fieldwork. Thus, a total of 28 enumerators and 7 supervisors, were selected and trained for the chosen districts.

### **5: Monitoring and data quality**

To ensure quality data, a sound and effective monitoring system plays a very important role. For this purpose the SDPI core team and members of the partner organizations visited and verified the collected data. Questionnaire with errors were returned to the field staff. Meetings were also held with district education official for the purpose of validation of results. In these meetings not only the education officials of the selected and surrounding district were invited, but head masters of some schools were also invited in order to collect information through cross sectional discussion among participants.

### **6: Data cleaning:**

All the raw data was cleaned before entry and several unlearned questionnaires sent back to field for removing errors.

### **7: Data entry and data analysis:**

Data was entered in "SPSS" after cleaning. At this stage the information was extracted from database for each desired indicator to provide basis for analysis.

### **8: Limitation of the survey**

In this study, the target objects, which are public schools (urban and rural, boys and girls, and primary, middle and secondary) are, understandably, inhomogeneous. A large sample size is expected to reduce sampling and non-sampling errors. This study however was conducted with a small sample size, covering, as described above, a total of 252 schools, 36 from each of the 7 districts.

The characteristics measured by this survey instrument are assumed to more or less equally apply to other districts of the given province. If this is true, then any contrasting outcomes among districts could be taken to apply to provinces or equivalent administrative units also.

With the use of probability sampling methods in this survey, it was possible to develop estimates of sampling error from the survey data and the level of significance was calculated. It is believed that the entire calculated estimates are reliable with 90% of degree of significance. We accepted 10% as chance of sampling and non-sampling errors.

Thus, as far as any of the target districts is considered, all the estimate included in this report are reliable, but when estimates are extrapolated to other districts then the error could possibly become significant.

### **3. Education Financing**

#### **Budgeting, Allocations, Disbursements and Reimbursements**

The Constitution of Pakistan places the responsibility of providing education to all its citizens on the state. It enjoins upon the state to ensure that free and quality education is provided to all the citizens by a certain time. The state has so far failed to fulfill this responsibility.

In the last few years, the government of Pakistan (GoP) made efforts to estimate the financial resources required to meet the educational needs to meet EFA targets. It came to the conclusion that only to meet the EFA targets, the financial requirement until 2016 would be of the order of Rs. 2 trillion. It planned to fill the widening financial gaps with the help of domestic efforts and external resources.

As mentioned above, the present study on School Based Budgeting (SBB) tracks down various factors that have led to the deplorable state of affairs of education sector in our country such as inadequacy of education budget allocation, missing budget lines, delays in disbursement, poor spending capacities at district levels, and lack of transparency. The study does not, however, take into account such additional questions as political interference that redirects development funds on the basis of personal contacts rather than following any set procedures.

This discussion on financing systematically takes up four issues: budget formulation, allocation of resources, disbursement of the approved allocations, and modes of expenditure and reimbursements. The first point specifically focuses on the extent of keeping the needs of individual schools in mind and consequently on the participation of the school staff and the community in determining the need of the school. The second point explores the extent to which such needs are met. The third looks at the mechanisms of flow of funding to schools, while the last point examines utilization of funding, especially the practices of reimbursement as an impediment in improving school conditions.

The system of revenue generation and disbursement is highly centralized in Pakistan. Nearly all the revenues are collected by the federal government, and distributed to provinces according to allocations determined by the National Finance Commission. The provincial governments likewise determine allocations to districts, and districts

determine allocations to Tehsils and Union Councils. The disbursement also follows the same pattern.<sup>1</sup>

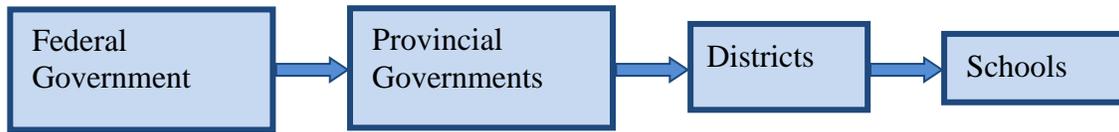


Figure 2: Flow of funding for education in Pakistan

Beyond allocations and disbursement, the other important issue is utilization of allocations. One major argument against increased allocation is that the system does not have the capacity to absorb increased allocations. The merit of this argument is seriously questionable. Details of District level expenditure on education show that nearly 87% of budget is spent on salaries which gets entirely consumed.<sup>2</sup> Non-salary recurrent budget, being only 3% of the total, is too small to remain unutilized. Development expenditure is roughly 10% of the total allocation, and the only budgetary allocation that lapses is this component. Investigating reasons for the lapse would be very useful.

One of the major reasons for the system's inability to respond to the stimulus of increased financial support is lack of coordination between education policy makers and those responsible for implementing these policies. Data collection, policy development and budgeting processes work totally independently of each other. This lack of coordination within the departments adversely affects the flow of funding at various levels. And there is a dire need to provide professional and efficient governance structures as well as implementation apparatus at federal, provincial and district levels to improve the miserable plight of schools.

From the budget making processes to the budget disbursement, the government's spending patterns depict serious inconsistencies in data collections, policy designs and budget estimates.

In the following, we shall first look at the types of budgets and then at the patterns of budget formulation, allocation and disbursement of funds.

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<sup>1</sup> This describes the situation prevailing in the country before the 2010 National Finance Commission Award and the Eighteenth Constitutional Amendment. The situation on paper is now markedly different, but how it turns out in practice remains to be seen.

<sup>2</sup> If and when there is low utilization in salary budget, it is usually because the allocations are made against sanctioned posts, and some of the sanctioned posts may remain vacant for extended duration due to ban on new recruitments imposed by the provincial government or other bureaucratic inefficiencies.

### **3.1 Budget Formulation at Federal Level**

The formulation of budget starts in the month of November and ends in June – when the new budget is presented in and approved by the National Assembly. Non-Development or recurring budget is approved by the Finance Division on case to case basis. Recurring budget is prepared by the concerned departments, and it includes staff salaries, maintenance costs for building and equipment, purchase of goods, electricity, gas, water, telephone charges etc. The cost of each sub – item is justified according to the number of employees working for that department.

The development budget is prepared sector-wise and sub-sector wise. Education department provides information on all development projects from all of its sub-sector such as primary education, secondary education, technical education, teachers’ training, scholarships, libraries, and higher education. The project wise financial needs are compiled on a lengthy pro forma for each of the projects which is later discussed with the Priorities Committee chaired by the Additional Finance Secretary. The recommendations of the Priorities Committees are further discussed by the Annual Plan Coordination Committee (APCC). APCC’s recommendations are then presented to the National Economic Council (NEC) for finalization and approval.

The approved development and non-development budgets are presented in the National Assembly, and later on the funds are released in installments on case-to-case basis and subject to resource availability.

### **3.2 Disbursement of Funds: Federal Government to Provinces:**

At the federal level, funds are released through Ministry of Finance. Re-appropriation of funds, if any, from one head of account to another is carried out by the Finance Division with the concurrence of the Planning and Development Division. The allocated funds for social sector including the education sector are not released in lump sum. The funds are released in installments as mentioned above after the specific clearance of the Finance Division on a case-to-case basis and subject to resource availability.

The development budget release sanction letters are prepared by the Ministry of Education and forwarded to the Financial Adviser’s Organization (F.A. Org.) of the Finance Division through the Section Officer (Finance & Accounts) [SO (F&A)] of the Ministry of Education. The Finance & Accounts Section of the Ministry of Education acts as a hub or coordinating office for all matters relating to budgets and accounts. The sanction letter is endorsed by the Deputy Financial Adviser (Education) after thorough scrutiny of all related documents, proformas and past utilization reports. The endorsed sanction letter is then submitted to the Accountant General of Pakistan Revenues (AGPR) for payment. A copy of the sealed authority regarding release of funds is invariably issued by AGPR to SO (F&A) of the concerned Ministry. The reconciliation of accounts, during and after the close of the financial year, is also done by SO (F&A) on behalf of the Ministry of Education. The release procedure has recently been simplified

by considerably reducing the number of documents required and number of offices involved.

### **3.3 Disbursement of Funds: Provinces to Districts**

Provincial expenditure on education consists of the current expenditure and development expenditure. The expenditure on provision of these services is incurred both by the provincial and district governments. Primary, secondary education and colleges are the responsibility of the district governments while professional colleges are the responsibility of the provincial governments (HRCP, 2004).

From the federal divisible pool, federal share is kept and provincial share is transferred to the provincial governments. From the provincial divisible pool, a certain proportion is retained and the rest is allocated to the districts (CEF).

### **3.4 Types of Budgets:**

There are three types of budgets in the education sector:

#### **3.4.1 Salary Budgets:**

Salary budget includes salaries for the teaching and non-teaching staff of the school. The non-development budget is given to the schools without any cuts in all the regions, and the process of paying salaries to the teaching and non-teaching staff is also quite similar in all regions. In Multan, Mardan and Khairpur, the salaries of teachers are deposited in their bank accounts. In Sibi, teachers' salaries are paid in cash through the head teacher or the AEO/DDEO, etc. In Gilgit, salaries are given by the AEO/ DDEO and in FATA, salaries are normally paid in cash; but to those who have taken loans from the bank, salaries are paid through the banks.

#### **3.4.2: Non-Salary Recurring Budget**

Recurring budget for school's running costs covers payments of utility bills (gas, water, electricity, and telephone), stationary, newspapers, teaching equipments etc. Most of the schools do get the non – salary budget to pay up their routine expenses, but whatever they receive is either too little, or too late. Schools in most of our surveyed districts complained that they do not get the needed allocations or grants to fulfill their current or routine expenses. In order to meet their needs that are not fully financed by the district government they are compelled to use money out of their own pockets. Other means of meeting the unfulfilled requirements include students' contribution, community help etc.

#### **3.4.3: Development Budget**

Development budget is given to schools for repair, maintenance, furniture, infrastructure development etc. Schools, most commonly receive the non-development budget (salary budget) without any cuts, but the development budget varies every year. The District government approves the development budget and allocates it to different schools.

For Primary and Middle level schools, budget is released to the district education department. The most common grievance that the schools from various regions had with the budgeting mechanism was delay in budget allocation and disbursement and scarcity of financial resources to fulfill developmental or infrastructural needs of the schools. According to various sources School Management Committees (SMCs) in primary schools receive 20,000 rupees, and in middle schools get 50,000 rupees annually for repairs and maintenance. The grant to SMC for development needs go straight to school's SMC account that is run by co-signatories. This meager amount is obviously not enough to meet school's development needs; plus drawing money from this account is another contentious issue which would be discussed in the later part of this report.

For High schools however development needs of the school are determined by the EDO (Education), but EDO(Planning) and EDO(Finance) take the final decision before approving any development program based on priority. For instance, if a building is unsafe, its reconstruction would be prioritized. Provision of missing facilities also comes under development budget. Whatever development budget a district gets from the provincial government is afterwards allocated to the development needs. Schools' demands for development budget for education are neither determined properly nor considered necessary while making allocation.

Lack of resources to fulfill infrastructural needs of schools is the major cause for low education standards and high drop-out rates in Pakistan. Lack of physical facilities hampers a holistic development of children and makes schools' environment uninviting and unattractive. A detailed comparison of government's data and our findings on missing facilities and our findings is given in detail in the following sections.

### **3.5 Role of Districts in Budget Formulation:**

Punjab, Sindh and NWFP have structured their Departments of Education in such a manner that they have three separate directorates for Primary, Secondary and Higher secondary education; while Balochistan has a separate directorate for colleges. Under the devolution of power initiative, financial decentralization and financial empowerment of districts has taken place, and district governments have been given powers to manage financial allocation and distribution of resources to schools. Elected district officials have the responsibility to locate new schools, finance their construction, inspect schools, appoint and evaluate functioning of teachers and head teachers.

Under the devolution plan, district education can be financed from three sources:

- a) District government's own resources
- b) Provincial non-earmarked block grants
- c) Ad-hoc federal education grants to provinces and districts

## Districts Structure for Financial Decision-making

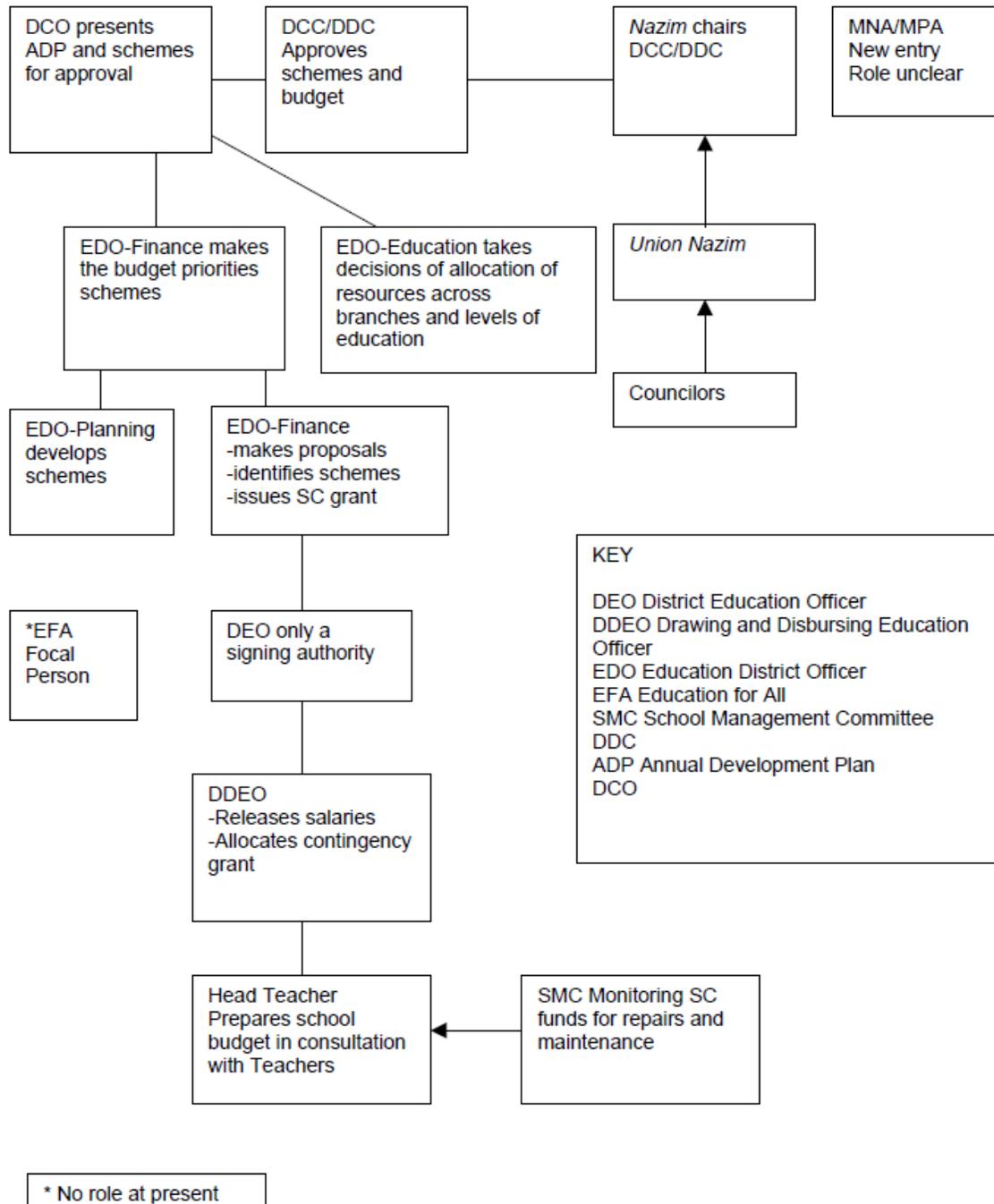


Figure 3: Financial decision making structure in districts

### **3.5.1 Determination of School Needs**

The Executive District Officer Education (EDO-E) is mainly responsible for deciding on allocation of resources to individual schools. Budgets for Primary and Middle schools are given through Assistant Education Officers and the High schools receive an annual budget. Primary and Middle schools do not get any budget except for some funds which are allocated to School Management Committees. In high schools, there is a system of quarterly budgets. The district government provides budget to the high schools and they pay their utility bills after every three months.

Current budget or recurring budget includes salary and non-salary (contingency) components. Most of the schools covered in our survey complained that the budgets allocated to their schools are inadequate compared to their running expenses and development needs. The district administration officials from various districts when asked shared the current process of determining and deciding budget allocation for each school with our team of researchers.

#### ***Balochistan***

In Sibi, the Executive Director Officer – Education for Primary and Middle schools informed that the DDO visits the schools to determine the needs of the schools. Frequency of these visits depends on the development demands that are put forth by the schools or on the availability of funds. DDOs only consult the schools' staff in this process. EDO – Education for High schools told that budget for High schools is decided by the District Administration and then it is put forward to the District Assembly for approval. The educational budget needs of High schools are determined by dividing the approved allocation (minus the salaries) on the basis of school size and number of students.

#### ***NWFP***

In Mardan, the school needs are determined through dividing the approved allocation (minus salaries) among schools on the basis of school size and school level where school size means the number of classrooms and not the number of students. District Officer of the Education Department and the Finance Department informed that they physically visit schools before determining budgets. The school managements were full of complaints for this kind of funding mechanism as there are schools which are hosting a huge number of students in a small building with very few rooms, and there are schools which have considerably bigger buildings and not many students. For instance, in Mardan there is a school on Canal Road Mardan hosting 330 students in three rooms. Similarly, a Middle school in rural area of Makhodera had seven rooms and only 14 students. Distribution of funds on the basis of number of classrooms is therefore not only problematic but also definitely unfair.

**Principal FATA** said that the demands that are put forth are always need based. But they are given a lump sum amount which is not need-based. There are some schools where there is no furniture whereas there are some which have adequate facilities but the funds given to them are the same as for the schools which are deficient. Budget is not on the basis of the number of students or the size of school. An example: There is one school where there are 250 students; and there is one where there are over 1200 students and equal budget is distributed to both schools. This instance and many others call into question the process of budget making and allocation of funds at district levels.

### **3.5.2 Consultations for Budget Making**

DDEO usually consults schools after receiving a budget call letter from the District Finance Department. There is a mechanism in place in all the districts through which schools are consulted for their demands by the district government. The different ways in which schools are asked about their annual budget needs include sending demand letters to schools, Executive District Officers Education visiting the schools to assess the needs; the school clerk preparing the budget of the school etc.

Most commonly, schools receive demand letters and forms from the district government which they fill out to request their demands for the annual budgetary needs of non-salary current and development expenditures.

The schools are required to fill the form and return to the district administration. In Mardan 83.3% schools, in Sibi 100%, in Multan 66.7%, in Kurram agency 77% schools and in Khairpur 100% schools responded that they are given a demand letter through which they submit their annual budget demands.

But despite these various means of consultation being in place, the schools complained that their demands and the need assessment do not form the basis on which budget allocations are made. That is why most schools end up complaining that they are never consulted for their requirements. The quantitative data shows that 83.3% schools from Mardan, Multan and Muzaffarabad, 80.6% from Sibi, 86.1% from Gilgit, 74.3% from Kurram agency and 97.5% schools from Khairpur responded in the negative when asked if they were consulted for their annual budget needs, Fig. 4.

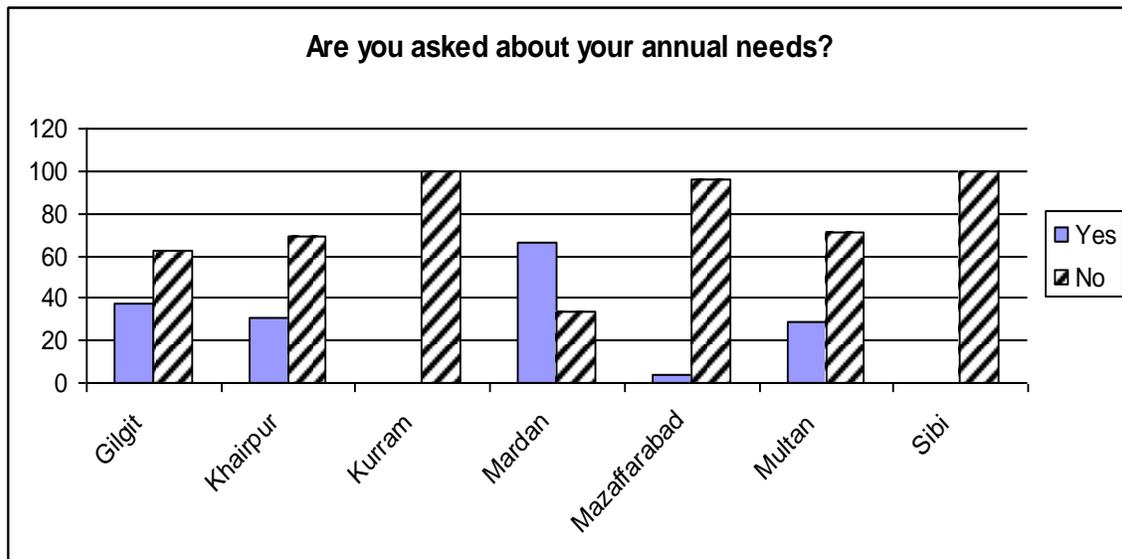


Figure 4: Percent schools which are asked about their annual needs

In some regions, the schools complained that the consultation for budget making process is not inclusive and that the head teacher together with a few senior teachers determines the needs of the school. In Multan 52.8%, in Khairpur 52.5% and in Sibi 63.9% schools complained that the needs of the school were determined by the head teacher with the help of a few senior teachers and that the rest of the staff and administration were kept out of the entire process. In Mardan, Gilgit and Kurram the process of determining the needs of the school was reported to be more inclusive and consultative with 63.9% schools in Mardan, 55.6% in Gilgit and 71.4% in Kurram claiming that the needs of the schools were assessed through consultations with all the staff members. The schools in Muzaffarabad did not show a clear pattern with 36.1% complaining of the process of needs assessment of schools being dominated by the head teacher and a few senior teachers and 33.3% reporting that the process included the entire staff. In Gilgit, 80% schools responded that clerks prepared the budget of the school.

The district administration officials were also asked the same question about how they determine and decide budget allocation for each school. The Executive District Officer Education of Sibi for Primary and Middle schools said that the budget is decided after paying visits to the schools. According to him the DDO visits the schools to determine the needs of the schools and the frequency of such visits depends on the demands that are put forward or on the availability of funds. He said that only the school staff is consulted for this process. The EDO Education for High schools said that their budget is decided by the district administration and approved by the District assembly. He said

that the educational budget needs of the district are determined by dividing the approved allocation (minus the salaries) among schools on the basis of school size and number of students. In Mardan, the District officer of the Education Department and the Finance Department said that the needs of district are determined by dividing the approved allocation (minus the salaries) among the schools on the basis of school size and school level and by physically visiting the schools. When we asked what was meant by school size, we were told that it meant the number of classrooms and not the number of students, which as mentioned above is problematic because some smaller school buildings host a large number of students and some relatively bigger buildings do not host that many students.

#### **4. Allocations and Disbursement: District to Schools**

Funding mechanisms vary from district to district. In Sibi, Multan, Mardan and Khairpur the district governments receive a lump sum amount from the provincial government out of which they make their own allocations to each sector including that of education. In Gilgit, however, the allocation of funds does not follow the same pattern. District Gilgit receives budget according to the schools and offices and not just a lump sum amount like the other districts. FATA directorate channels the budget allocations to the respective AEOs of different Agencies and that amount is later allocated to different schools. Director Education FATA shared during a validation meeting that funds are distributed sector wise, once the federal government releases the budget.

But the district governments also have their limitations as they are asked not to exceed a certain amount on each sector. This however is true for the development budget; for current budget, which includes salaries and running expenses, there can be no reduction. Contingency funds are report and demand based. There is a specific amount that is given to each school and if it is not spent, it is accounted for. In all the districts education budget is channeled from districts to schools

The budget for Primary and Middle schools is given to the Assistant Education Officers and the High schools are given an annual budget.

All the schools that were covered in our survey expressed dissatisfaction with the current budget allocation system. The school administration resented that their annual needs of running expenses as well their development needs remained unmet. An overwhelming majority of 80.6% schools in Mardan; 92.5% in Khairpur; 91.7% in Sibi; 88.9% in Gilgit and the same in Muzaffarabad complained that the annual budget is not enough and the demands of the schools remain unfulfilled. And an equally big majority said that they were not asked about their annual budget needs.

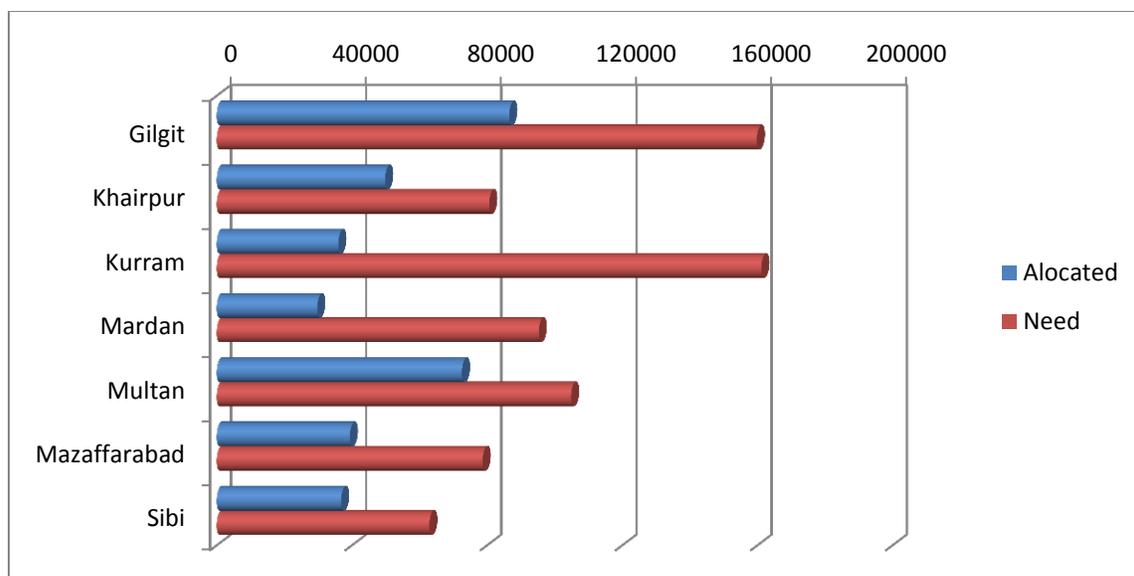


Figure 5: The fraction of needs met by allocations

Fig. 5 shows that in Kurram Agency, Mardan and Muzaffarabad the allocated funds are less than half of what is needed, while in districts like Khairpur, Multan Sibi and Gilgit allocated funds either fulfill half of the needs or a little more than that, but none of the districts get exactly what they ask for.

The delay in budget allocation and disbursement was a common grievance from most regions. 100% schools in Mardan responded that the process of consultation for budget is done in the month of January; whereas schools from other regions reported that they are consulted either in the month of October or November. In our meeting with the district administration officials and head teachers, it was brought up that the budget is timed as such that at the beginning of sessions, the process of budget-making is underway and schools have to start their new session without the required budget. Beginning the new session without the budget was very problematic for school administration.

In focused group discussions, the schools complained that the budget is never released in time. The quantitative data, shown in Fig. 6, exhibits this concern. In Khairpur, 57% and in Sibi and Gilgit 50% schools complained that funds were not released in time. In our focused group discussions with school staff in Mardan and Khairpur this was one of the recurring complaints. The Government Girls High School Ranipur also complained that since the funds for various heads are not released in time, they often have to spend the contingency funds to meet the running expenditure.

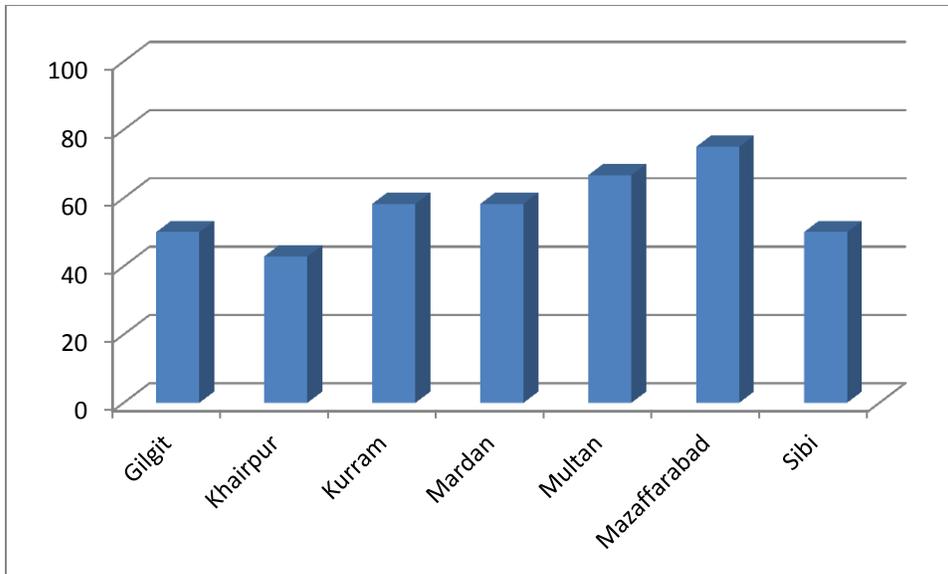


Figure 6: Percent schools that acknowledge that they receive funds in time

Fortunately, schools receive a fairly large part of the allocated funding, as shown in Fig 7. The level ranges from 88% in Muzaffarabad to nearly 100% in Sibi. Nearly the entire disbursements get utilized by schools. In some cases the expenditure exceeds the allocation from public exchequer in spite of the fact that not all the schools receive any funding from sources other than the government. Those who do, as in Fig. 8, are able to supplement their income by 8% to 17% only. Our data shows that this happens only in Punjab, FATA and Gilgit-Baltistan.

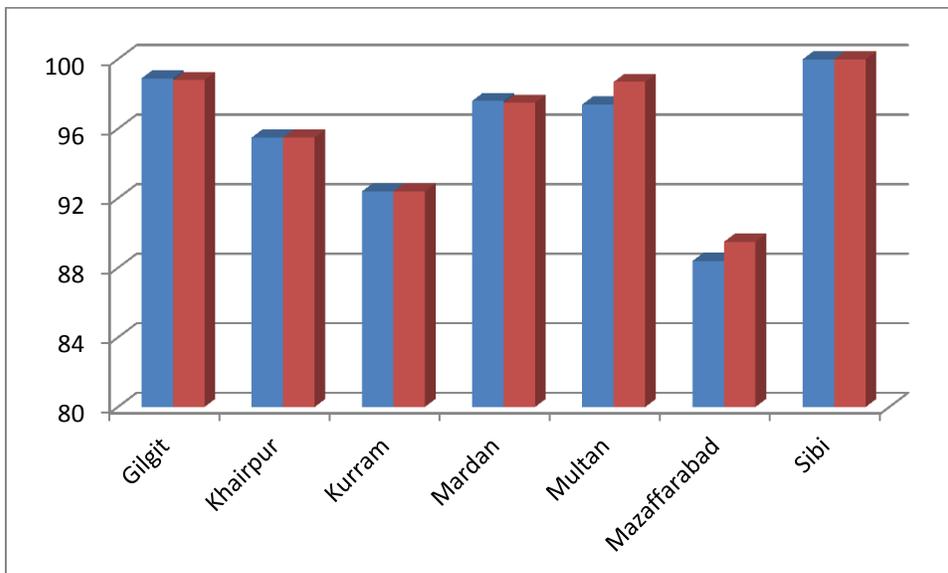


Figure 7: Percent of allocation released and utilized

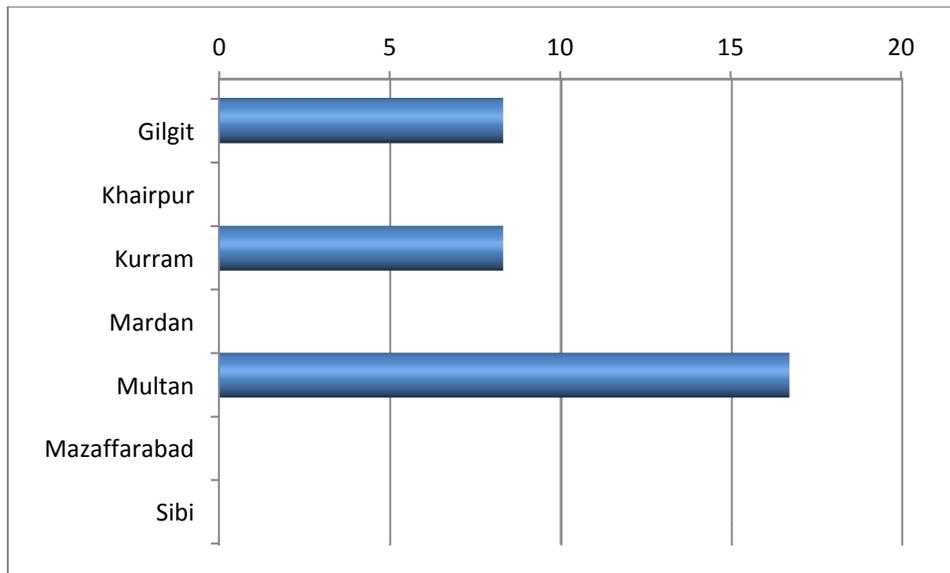


Figure 8: Percent schools receiving funding from sources other than the public exchequer.

Schools maintain that they meet their routine expenses from other sources like PTA/SMC Fund, sports fund, teachers' and students' contribution, students' fee, income from canteen, etc.

### 7. Reimbursements:

All the schools that we surveyed or consulted complained that the process of getting reimbursements was extremely cumbersome. With the exception of Multan, all district officials at the validation meeting accepted that this problem was relevant to their region. In all the regions it was reported that bribes had to be paid to the District Accounts Officer for reimbursement of all sorts of bills. The district officials counter-argued that the trend of paying bribes was attributable to people's choice of shortcuts and trying to find easy ways out. In our validation meeting held at Multan, the DDO from Muzaffargarh explained that the bills submitted for reimbursement, are usually returned with some objections and procedural clarifications that are required. Instead of addressing the objection, the applicants usually prefer paying bribes and commissions. The DDO Finance and Planning from Multan said that payments are often cleared on the basis of personal contacts, which in turn reasserted and proved the same point about the need of paying bribes by those who did not have such personal contacts.

A majority of schools reported that reimbursements take between two to three months. Some conceded that reimbursements can also come within a month, while others have complained of as long a time as 6 months to a year.

Traveling allowance is said to be the hardest to get reimbursed. The District officer of Mardan while sharing the mechanism of budget need assessment said that ADO visits the schools to assess the needs and the government pays traveling allowance for these visits if the budget allows. But the ADO shared that he was never reimbursed for his visits.

### **Expenditure System**

When high schools were asked if they got any grants or allocations to meet their current and routine expenses, 58.3% schools from Mardan, 66.7% from Multan, 78.6% from Khairpur, 41% from Sibi, Gilgit and Kurram agency and 16.7% from Muzaffarabad responded in the affirmative. Since most schools responded that their basic needs remained unfulfilled, 50% schools from Mardan, 40% from Multan, 66.7% from Khairpur, 75% from Sibi, 50% from Muzaffarabad, 33% from Gilgit and 25% schools from Kurram agency reported that the school administration met the needs of the schools from their personal resources. Other means of meeting the unfulfilled requirements included students' or teachers' contribution, community help etc.

The schools in Mardan complained that they only received PTA funds, which were not enough to meet their annual running expenses. The schools used the Students and Sports Funds to meet routine expenses. The schools did not get any imprest money and for any expense above Rs. 1000 to 2000, it was very hard to get approval from the EDO office for reimbursement. The schools of Mardan reported that they had to pay 9% sales tax on all purchases which was beyond what they could afford. The school staff also complained that expenses had to be made through PTA which caused unnecessary delays and inconvenience. The PTA members on the other hand, did not seem to have knowledge of the whole process. When asked about the expenditure system, they said that their involvement in the expenditure system was limited to only checking the receipts and the bought items shown by the head teacher.

The schools from Multan complained that the funds that were given to them under the School Management Committee and what they collect from students for the *Farogh-e-Taleem Fund* were not enough to meet all the needs. The school administration also complained that they had to seek approval of the SMC for every minor expense which caused a lot of inconvenience. They said that the monthly meetings of SMC were not attended by all the members and any expense that was approved by some members could later be challenged by those not present at the time of its approval. At Hussainagahi School, the focused group discussants blamed the SMC for making the process of approval of expenses very difficult. They said that the SMC exploited its authority and interfered in administrative matters of the school. The SMC members retaliated by saying that they were only keepers of the funds and they were being unjustly blamed. They said they found it difficult to perform their responsibilities because they were required to accommodate the input of school teachers and

administration while it was hard to have all the members of SMC present at a given meeting.

The field reports from Khairpur show that primary and middle schools are not involved in the process of payment of utility bills. The heads reported knowing that WAPDA was charging them undue bills and compensating for their line losses in this manner by charging fake bills from the schools. Nor were they authorized to meet their urgent needs like getting electric water motors repaired,

## 4. Cost of Education

### Salary Structures and School Budgets

Based on the thumb rule that the number of teachers should be one and a half times the number of classes in a school, this study assumes the following as the adequate number of teachers for schools of different categories. In each case, the median grade of teachers in that category is taken. For example, primary school teachers with matriculation and a teaching certification are usually in grades 7 to 12. We take a median of grade 9.

- A Primary school has 6 classes (Prep – V) in six classrooms, 240 students and 9 teachers to teach Urdu, English Social Studies, Islamiyat, Science, and Mathematics. The staff is assumed to consist of:
  - 1 Head teacher (Grade 16)
  - 9 teachers (average Grade 9)
  - 1 Clerk (Grade 5)
  - 1 Gardner (Grade 2)
  - 1 Peon (Grade 2)
  - 2 Gatekeepers (Grade 1)
  - 1 Sweeper (Grade 1)
  - 1 Aya (Grade 1)
- A Middle school (VI-VIII) is assumed to have 3 sections of each class, and to have 9 rooms, 40 students in each class, therefore a total of 360 students. It is expected to have 14 teachers to teach Urdu, English, General Science, Mathematics, Social Studies, Pakistan Studies, Drawing, Agriculture, Woodwork, Home Economics etc. The head teacher may or may not teach. The teaching and non-teaching staff is assumed to consist of:
  - 1 Head Teacher (Grade 17)
  - 7 teachers (Grade 12)
  - 7 teachers (Grade 14)
  - Computer Teacher (Grade 16)
  - 1 PTI (Grade 10)
  - 1 Clerk (Grade 5)
  - 1 Gardner (Grade 2)
  - 1 Peon (Grade 2)
  - 2 Gate Keepers (Grade 1)
  - 1 Sweeper (Grade 1)

- An Elementary school (KG-VIII) is expected to have 6+9 = 15 rooms, 600 students and 9 teachers for the primary section, and 14 teachers for the middle section to teach Urdu, English, General Science, Mathematics, Social Studies, Pakistan Studies, Drawing, Agriculture, Home economics etc.

The teaching and non-teaching staff can be considered to consist of:

- 1 Head Teacher (Grade 17)
- 7 teachers (Grade 14)
- 7 teachers (Grade 12)
- 9 teachers (Grade 9)
- Computer Teacher (Grade 16)
- 1 PTI (Grade 10)
- 1 Clerk (Grade 5)
- 1 Gardner (Grade 2)
- 1 Peon (Grade 2)
- 2 Gate Keepers (Grade 1)
- 1 Sweeper (Grade 1)
- 1 Aya (Grade 1)

- High school of type 1 has classes from VI to X. With three sections to a class, it is expected to have 15 rooms, a science lab, a computer lab, 600 students and 22 teachers to teach Urdu, English, General Science, Mathematics, Social Studies, Pakistan Studies, Drawing, Agriculture, History, Civics, Ethics, Computers (where computer labs and computer trainers are available), Home Economics(for female students), Food and Nutrition(for female students), Biology, Chemistry, Physics, etc. The staff would therefore consist of:

- 1 Head Teacher (Grade 18)
- 8 teachers in Grade 16
- 7 teachers in Grade 14
- 7 teachers in Grade 12
- 1 Computer Teacher (Grade 16)
- 1 PTI (Grade 10)
- 1 Clerk (Grade 5)
- 1 Gardner (Grade 2)
- 1 Peon (Grade 2)
- 2 Gatekeepers (Grade 1)
- 1 Sweeper (Grade 1)
- 2 Lab attendants (Grade 1)

- High School of type (2) has classes from Prep to X. It is expected to have 21 rooms, 840 students and 31 teachers to teach Urdu, English, General Science, Mathematics, Social Studies, Pakistan Studies, Drawing, Agriculture, History, Civics, Ethics, Computers(where computer labs and computer trainers are

available), Home Economics(for females), Food and Nutrition(for female students), Biology, Chemistry, Physics, etc. The staff would be:

- 1 Head Teacher (Grade 18)
- 8 teachers in Grade 16
- 7 teachers in Grade 14
- 7 teachers in Grade 12
- 1 Computer Teacher (Grade 16)
- 9 teachers (Grade 9)
- 1 PTI (Grade 9)
- 1 Clerk (Grade 5)
- 1 Gardner (Grade 2)
- 1 Peon (Grade 2)
- 2 Gatekeepers (Grade 1)
- 2 Sweepers (Grade 1)
- 2 Lab attendants (Grade 1)

- Basic salaries for the teaching and non-teaching staff according to their grades as of 2008 are given in Table 2.

Table 2: Basic Pay Scales for public servants

<b>Adjusted Basic Pay Scales 2008</b>				
<b>BPS</b>	<b>Min</b>	<b>Increment</b>	<b>Max</b>	<b>Steps</b>
1	2970	90	5670	30
2	3035	100	6035	30
3	3140	120	6740	30
4	3240	140	7440	30
5	3340	160	8140	30
6	3430	175	8680	30
7	3530	190	9230	30
8	3665	210	9965	30
9	3820	230	10720	30
10	3955	260	11755	30
11	4115	275	12365	30
12	4355	310	13655	30
13	4645	340	14845	30
14	4920	380	16320	30
15	5220	420	17820	30
16	6060	470	20160	30
17	8650	740	24650	20
18	12910	930	31510	20
19	19660	970	39080	20

20	23345	1610	44485	14
21	25880	1700	49680	14
22	27680	1985	55470	14

In calculating salary budgets, we shall take the median value of a grade. For example

- Grade 1 = Rs. 4, 000
- Grade 2 = Rs. 4, 500
- Grade 5 = Rs. 5, 500
- Grade 9 = Rs. 7,000
- Grade 12 = Rs. 10, 000
- Grade 14 = Rs. 12, 000
- Grade 16 = Rs. 14,000
- Grade 17 = Rs. 17,000
- Grade 18 = Rs. 21, 000

The above assumption about salaries is substantiated by the following information on pay scales received from some urban and rural schools in Islamabad.

- Metric trained teachers (MTT) get Grade 9/ BPS-9 and receive a payment of Rs. 7,404/- with allowances
- Trained Under Graduate (TUGT) teachers get Grade 14/BPS-14 and receive a payment of Rs. 10,034/- with allowances
- Trained Graduate Teachers (TGT) get Grade 16/BPS-16 and receive Rs. 11,687/- with allowances
- Deputy Heads Grade 17/BPS-17 receives Rs. 18,000/- with allowances
- Headmistress Grade 18/BPS-18 receives Rs. 26,719/- with allowances
- Principal Grade 19/BPS-19 receives Rs. 34,436/- with allowances

In addition to salaries, all government employees also receive house rent allowance, which we take to be 45% of the basic salary, a fixed sum of Rs. 500 as medical allowance, and conveyance allowance at the rate given in Table 3. Teachers, especially the head teachers also receive travel allowance.

Table 3: Allowances to employees in public schools

Allowances	Medical	House Rent	Conveyance	T.A
Grade 1	500	45%	600	-
Grade 2	500	45%	600	-
Grade 5	500	45%	920	-
Grade 7	500	45%	920	-
Grade 9	500	45%	920	500
Grade 14	500	45%	1300	750

Grade 16	500	45%	2480	1000
Grade 17	500	45%	2480	1000
Grade 18	500	45%	2480	

With these considerations, it is not difficult to estimate annual salary budgets of schools of different kinds. This is worked out in Table 4.

Table 4: Salaries and allowances of teachers and other employees in public schools

Teaching and Non-Teaching Staff	Primary (Prep – V)			Middle (VI – VIII)			Elementary (Prep – VIII)			High (VI – X)			High (Prep – X)		
	No. of Staff	Grade	Salary+ allowances	No. of Staff	Grade	Salary+ allowances	No. of Staff	Grade	Salary+ allowances	No. of Staff	Grade	Salary+ allowances	No. of Staff	Grade	Salary+ allowances
<b>School Head</b>	1	16	21,380	1	17	30,080	1	17	30,080	1	18	34,430	1	18	34,430
<b>Teachers</b>	9	9	104,130	7	14	134,400	7	14	134,400	8	16	163,040	8	16	163,040
				7	12	114,100	7	12	114,100	7	14	134,400	7	14	134,400
							9	9	104,130	7	12	114,100	7	12	114,100
													9	9	104,130
<b>Computer Teachers</b>	-	-	-	1	16	12,405	1	16	12,405	1	16	12,405	1	16	12,405
<b>PTI</b>	-	-	-	1	10	13,020	1	10	13,020	1	10	13,020	1	10	13,020
<b>Clerks</b>	1	5	9,395	1	5	9,395	1	5	9,395	1	5	9,395	2	5	18,790
<b>Gardener</b>	1	2	7,705	1	2	7,705	1	2	7,705	1	2	7,705	1	2	7,705
<b>Peon</b>	1	2	7,705	1	2	7,705	1	2	7,705	1	2	7,705	2	2	15,410
<b>Gate Keeper</b>	2	1	13,960	2	1	13,960	2	1	13,960	2	1	13,960	2	1	13,960
<b>Ayas</b>	1	2	7,705	1	2	7,705	1	2	7,705	1	2	7,705	1	2	7,705
<b>Sweepers</b>	1	1	6,980	1	1	6,980	1	1	6,980	1	1	6,980	2	1	13,960
<b>Total</b>			178,960			355,350			461,585			524,845			653,055
<b>Total Salary per month</b>			178,960			355,350			461,585			524,845			653,055
<b>Total Salary per year</b>			<b>2,147,520</b>			<b>4,264,200</b>			<b>5,539,020</b>			<b>6,298,140</b>			<b>7,836,660</b>
<b>Number of students @</b>			240			360			600			600			840

40/class														
Number of teachers @ 1.5 x number of classes			10			15			24			23		32
Student teacher ratio			24			24			25			26		26
Salary expenditure per child			11,930.67			15,793.33			12,308.93			13,996		12,439
Total expenditure per school			<b>2,426,698</b>			<b>4,818,546</b>			<b>6,259,093</b>			<b>7,116,898</b>		<b>8,855,426</b>

There are 163512 schools in the country. If the above salary needs are all met for each of them, then the total salary expenditure on all the schools in the country ought to be **Rs. 442 billion a year**. District-wise salary needs are given in Appendix-I

Ministry of Education documents show that a school budget consists of salaries, non-salary recurrent expenditure, and development expenditure. If development projects in schools are taken to remain at the same level as now, then the latter two expenses are on the average 13% of the salary budget. Addition of these two items would take the school budgets to nearly **Rs. 500 billion** a year at the current prices.

## **5. Development Budgets and Missing Facilities**

Development budgets for schools are needed for (i) providing essential facilities that are missing, (ii) repair and maintenance of the existing buildings and facilities, (iii) expansions in capacity where needed, (iv) building new schools.

It is estimated that owing to the increase in population, nearly 70,000 additional children join those who attain the school going age. This means that nearly 300 additional primary education facilities are needed every year. The current construction costs are Rs.1500 per square foot of covered area. At this rate, a 20'x20' classroom would cost Rs.600,000. A primary school building consisting of six classrooms, an office, a staff room, a library, washrooms, boundary wall, etc, would cost half a million rupees. 300 such primary schools would take Rs. 1.5 billion.

### **Existing Situation of Missing Facilities**

Persistent underinvestment by the government and the consequent lack of finances and infrastructure are one of the major reasons adding to the low standard of education in public schools. The major problems arising from lack of finances include lack of quality education, basic facilities and inadequate school resources. Together, all these factors not only contribute considerably to the growing drop-out rates and low enrolments but also make education budgeting and effective resource allocations a more critical issue.

The government of Pakistan has been collecting data on missing facilities from school for a few years. The data are updated every year and are now available with the Academy of Educational Planning and Management.

### **No building**

Shelterless schools are defined as schools that have no buildings at all. Table 5 gives the data gathered by this study, and compares it with 2007-08 data obtained by the Academy of Educational Planning and Management. Despite variance the two data accord with each other pretty well.

This study gathers that there are no schools in Multan without a building. The district government officials affirmed that there are no shelterless schools in the district. At the same time, there are schools in Multan District where children are sitting out in the open due to shortage of space or precarious building condition. For some odd reasons these schools are not considered as shelterless schools. In the light of our survey findings, and the data from the Punjab government on the missing facilities, it can be deduced that having provided some form of building structure to nearly all

the schools, the Government of Punjab is now little concerned about the condition of these buildings.

Table 5: Schools without building, and comparison with the 2007-8 AEPAM data

Survey Data				AEPAM Data 2007-2008				
Region	Yes	No	Total	Yes	%	No	%	Total
Gilgit	36	0	36	258	77	76	23	334
Khairpur	39	1	40	3127	83	657	17	3784
Kurram	35	0	35	509	100	-	0	509
Mardan	35	0	35	1571	100	-	0	1571
Multan	36	0	36	1568	99.9	06	0.01	1574
Muzaffarabad	09	27	36	57	6	928	94	985
Sibi	37	0	37	241	97	07	3	248
Total	227	28	255	7331		1674		9005

High school Hussainagahi Multan is one such example where the building is in a very poor condition. The rear boundary wall of the school is the same as the city's boundary wall. The school is at the back of the city and at a much lower elevation compared to the city. The city wall is really old and sewerage water seeps in it, causing a bad stench in some rooms making it very difficult to sit in the rooms. The school ground gets flooded whenever it rains. If the drains get blocked, the sewerage water also starts seeping into the building. Two rooms have almost collapsed and a third one cannot be used because it is very old and may collapse any time. The school administration has made a makeshift arrangement of thatched roof on top of the roof, where they conduct the classes in summers. In winters, classes are conducted outside in the open. According to the government's definition of shelterless schools, Government Boys High School Hussainagahi will not be categorized as a shelterless school because it has a building.

Among the schools that were surveyed in this study, there were no shelterless schools in Mardan, Sibi, Gilgit and Kurram agency. This conclusion is, however, at variance with the AEPAM 2007-08 data.

In Muzaffarabad, 75% schools are still functioning without a building. This was obviously a result of the devastating earthquake of 2005. There are many schools which are still functioning in tents, and there are many others which have not even been provided tents and children sit under the open sky. During the study, it came out that the absence of buildings and shelters is adversely affecting the school attendance. Children face harsh weather conditions and on rainy days, it is not possible to run such a school. It is sad that in spite of the enormous amount of relief aid from outside and within the country that the governments of Pakistan and AJK received, the school buildings have not been restored even in four years. Given that the post- earthquake plight of Kashmir is no more in focus, the schools may not get new buildings any time soon.

This study shows that Khairpur district has only 2.5% schools are without shelter, while the AEPAM data puts that number at 17%. However, there are many more schools which cannot be categorized as shelterless schools as they do have a building but the space that is available is far less than required to accommodate the large number of students. Many buildings are also in a very poor or dangerous condition.

Mardan boasts of no shelterless schools. But there are schools where one classroom accommodates 60 to 100 students and in some schools two classes are being conducted in one room. The lack of space becomes a huge issue in the summers when it gets impossibly hard to squeeze in so many students in one room in the extreme heat.

### **Dangerous buildings**

Many school buildings have decayed to a very dangerous state. The building of the Government Boys' High School Thari Khairpur, for example, is in a critical condition, with the roof of more than five rooms almost at the verge of collapsing. For this reason, children are forced to sit out in the open under the shelter of trees.



Figure 9: One of the five classrooms whose roof can collapse at any time.



Figure 10: Classes are being conducted in the open under the shade of the trees.

### **Needing major repairs**

A lot of school buildings covered in our survey needed major repair. Most of such schools were found in Mardan and Kurram Agency. The main reasons of damages to the building include the earthquake of 2005, the building being very old, rain water, flood water and seepage. The total number of schools in Punjab which needed major repair was 15.5%.

## No electricity

Our survey of schools found that nearly all the schools had electricity available. Almost all the schools of Punjab covered in our survey had electricity supply. The situation was equally good in most other regions covered in our survey except Kurram agency and Muzaffarabad. The electricity coverage in Mardan schools is 94.2%, 97.5% in Khairpur schools, 89.1% in Sibi schools and 86% in Gilgit schools. In Kurram agency, electricity was available in 77.1% schools and in Muzaffarabad in 63% schools.

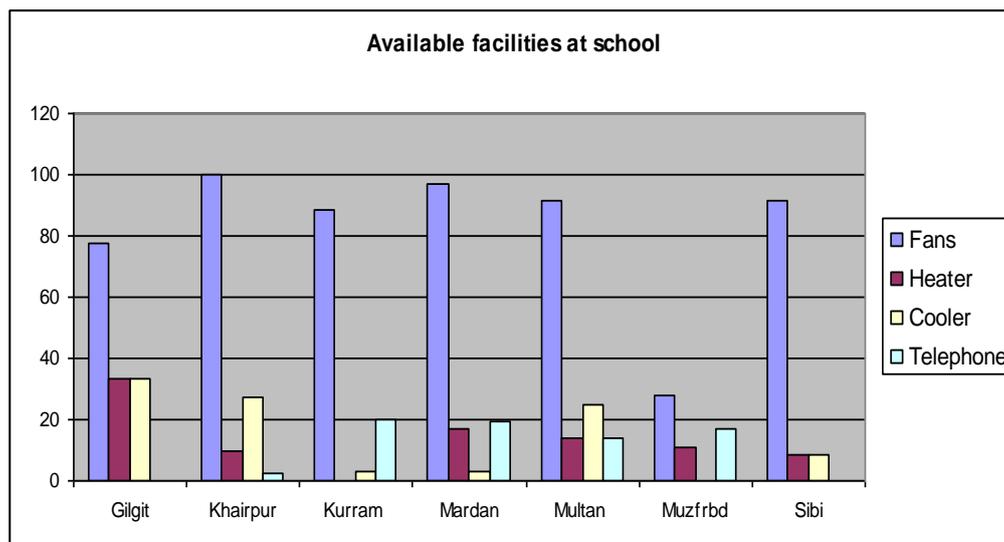


Figure 11: Percent schools that have the given facilities

Though these numbers present a very good picture, the actual supply is badly affected by long load-shedding periods, often covering a better part of the school time, especially in rural areas.

There are also problems with the availability of other facilities in schools. Low voltage and non availability of electric fans, heaters, and water coolers negate the availability of electricity. In Muzaffarabad, electric fans are available in only 27.8% of schools. In Gilgit, Kurram agency and Muzaffarabad, where winters are extremely harsh, heaters are not available in most schools. This is the case in 66.7% schools in Gilgit, 100% schools in Kurram agency and 88.9% in Muzaffarabad. Similarly, in areas where summers are extremely harsh, like Sibi, Khairpur, Mardan and Multan, electric water coolers are not available in most schools. Electric water coolers are not available in 97.2% schools in Mardan, 75% in Multan, 72.5% in Khairpur and 91.7% schools in Sibi.

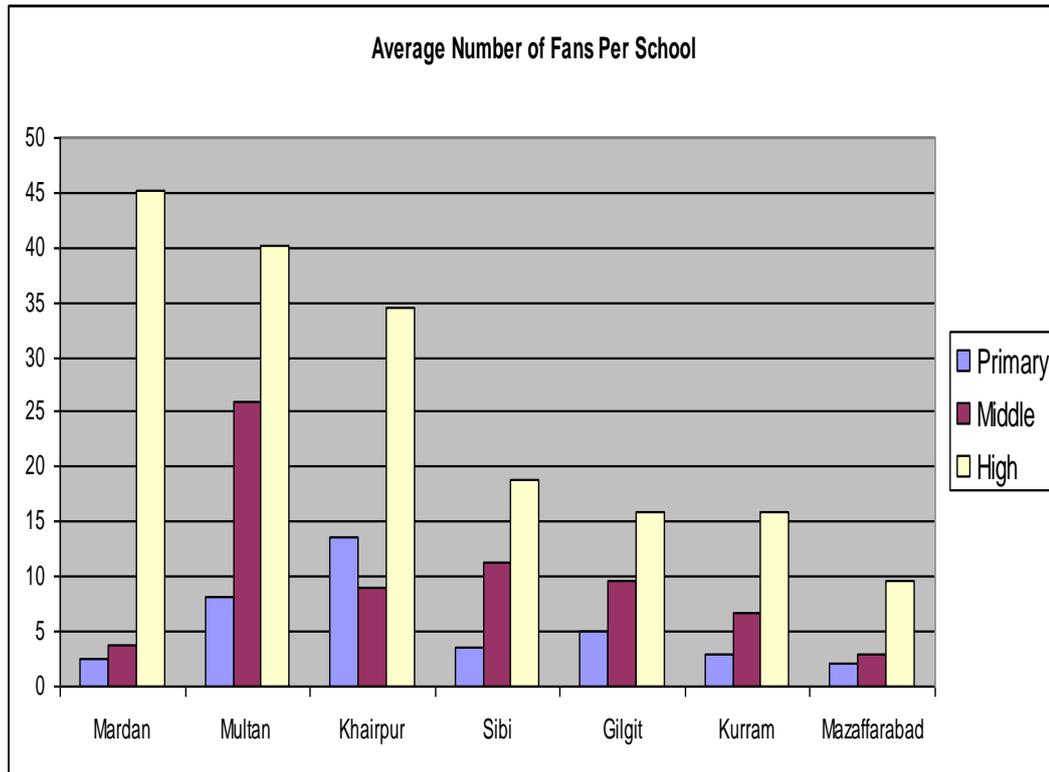


Figure 12: Average number of fans per school in each district

### No Drinking Water

Provision of clean drinking water is one of the most essential and basic need that all schools must have. Along with the provision, a school also needs to ensure the hygiene and cleanliness of the water storage system.

As the table above shows that 8 percent schools in Multan do not offer drinking water to their students. Most of these schools are primary schools. And schools where this facility is available lack the infrastructure to ensure hygiene and cleanliness of the water storage. Water coolers are either not available in most of the schools, or if available are not functional. Districts like Khairpur and Sibi, where summer season is extremely harsh drinking water is not available in most of the schools. In most of the other districts too, the quantitative data shows that drinking water is available; but when interviewed it came out as the most recurrent grievance that there was no drinking water available.

### No Washroom

Total number of primary schools in Punjab is 44,331 and the total number of male and female primary schools in Punjab without washrooms is 17847. The percentage of schools without washroom is 40%. The average number of students per washroom in different districts and in schools of different level is shown in Table 6.

The state of washrooms was deplorable across all regions in almost schools that were covered in the survey. The table below shows the average number of students per washroom in all the regions that we covered.

Table 6: Average number of students per washroom at different levels of schools and in different districts

Region	Primary	Middle	High	Overall
Gilgit	46	59	143	93
Khairpur	70	38	172	110
Kurram Agency	97	144	295	228
Mardan	116	42	177	128
Multan	123	111	258	184
Muzaffarabad	26	60	132	89
Sibi	61	85	253	160
Overall	78	75	201	137

The ratio in the table above shows to some extent how badly our public schools lack in even the very basic facilities such as toilets. But these ratios still do not capture the real situation because these have been calculated on the basis of the total number of washrooms in each school in each region. If we calculate the number of functional washrooms, we will get a much worse picture. And the state of cleanliness which is much harder to gauge through a quantitative analysis also needs to be considered. The observations of our field enumerators shared through the field reports from Mardan show that the condition of washrooms was really bad. Despite having sanctioned posts for janitors, there were no janitors available in most schools. If in some schools janitors were available, they cleaned the washroom hardly once or twice in a month. In some schools, teachers get children to clean the washrooms. The Government Girls High School No.2 Hoti Mardan, hosts 1109 girls and has only 4 washrooms which too are in a very bad condition.

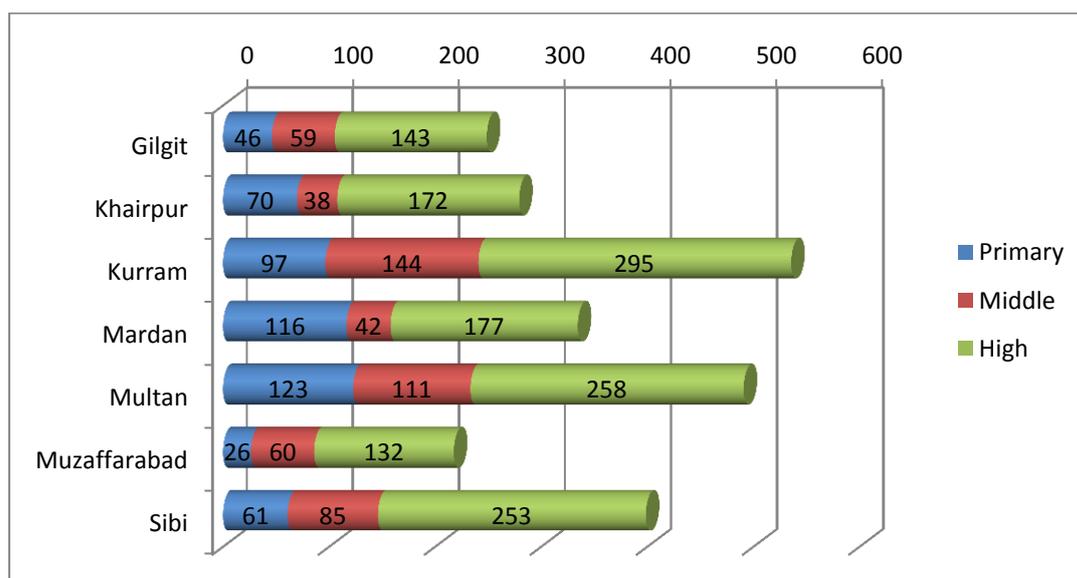


Figure 13: Average number of students per washroom in primary, middle and high schools in different districts.

One of the field enumerators from Khairpur has observed in his field report that another reason for the shortage of washrooms is the poor quality of construction and use of cheap quality sanitary fittings in the washrooms. Even if a new block of washrooms is built, it hardly functions beyond a few months.

### No Boundary Wall

Most of the schools reportedly had boundary walls, however there were many complaints regarding security, discomfort and general disturbance in the learning environment. Many of the schools complained that the boundary walls were not secure enough and electric appliances and other stuff belonging to schools get stolen.

It came out as one of the major causes for missing facilities, despite government’s continuous efforts to provide schools with all the basic facilities, especially, water coolers, fans and electric motors are stolen as they are not guarded properly.

### No Furniture

In Punjab, 31 percent schools did not have furniture. Compared to this figure, our survey shows that in Multan, 100% schools had furniture. In Mardan, almost 36.1% schools did not have any furniture available for students to sit on. Children sat on the ground on mats; and in many schools, even mats were insufficient compared to the number of students these schools hosted. Government Girls High School Rustam Mardan is one such example where almost 60% girls have to sit on the floor on mats. Our qualitative data from Kurram agency shows that even though high schools in the agency have been reported to have furniture, the available furniture is not sufficient and most of it is in a very poor condition compelling children to sit on mats on the floor.

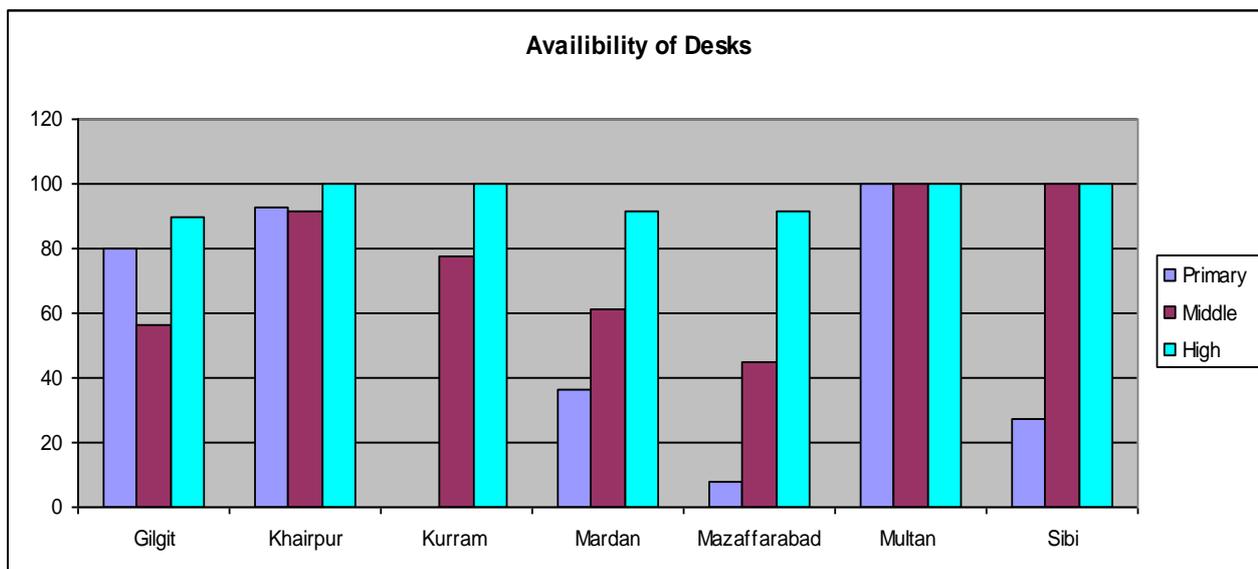


Figure 14: Percent schools in which desks are available for students

A large number of schools where furniture was not available were primary schools. In FATA out of 45.7% schools where furniture was not available, 40% were primary schools. In Muzaffarabad too, out of the 52.8% schools that did not have furniture, 50% schools are primary and middle level schools.

### Insufficient Furniture

The government data shows that 29% of schools in Punjab had inadequate furniture. However, our survey shows that the situation had gone from bad to worse as 58% schools in Multan, 34% in Khairpur, 61% in Mardan, 89% in Sibi, 42% in Gilgit and Kurram Agency and 76% in Muzaffarabad had insufficient furniture.

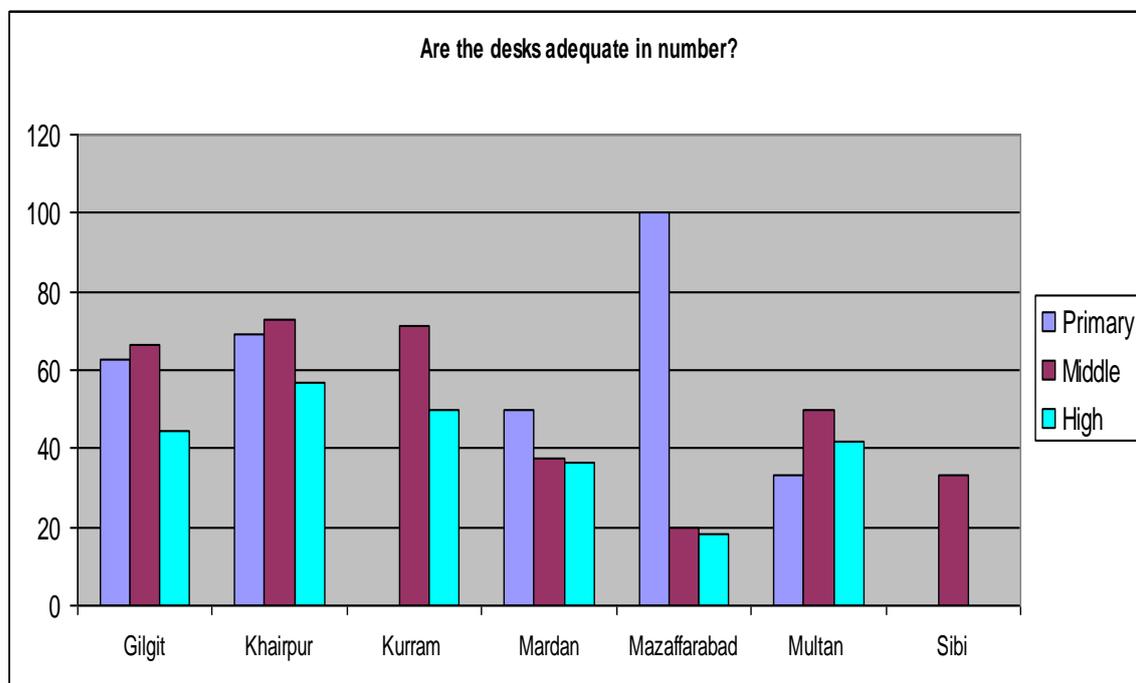


Figure 15: Percent schools in which desks are in adequate numbers

### Library Rooms

The total number of high schools in Punjab is 4498. The total number of high schools in Punjab that had library rooms was 2940. The percentage of schools that have library rooms is 49.6%.

The quantitative data of our survey also shows, as in Fig. 16 and 17, that 50% of schools that were covered in Multan had a library but only 5.6% of schools had a proper library room with sitting arrangements. In almost 83% schools, there was no separate room for the library and books were kept in shelves in any room. In almost 50% schools, number of books available in the library was between 200 and 500. Books had mostly been provided by the government but in some schools, the Farogh-e-Taleem Fund had also been used to get books for the school library.

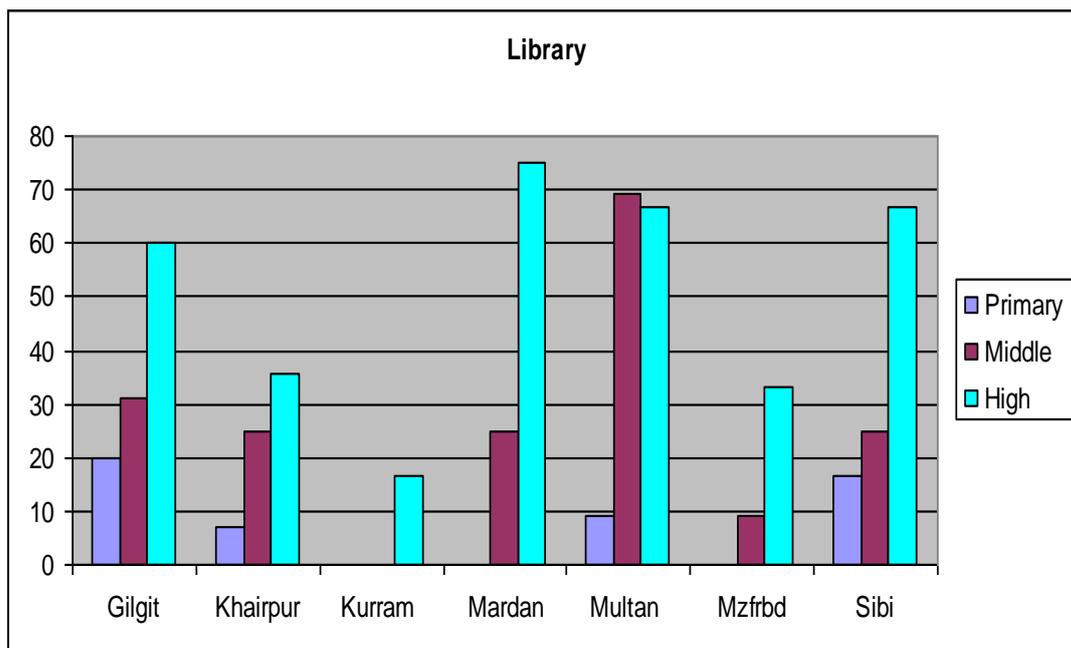


Figure 16: Percent schools of each category in which libraries exist

In Mardan, 64.7% schools did not have library rooms. And through the field reports we got to know that even in the schools where libraries were available, children were not given books to read. The stock registers was maintained in all the schools that had libraries, and the register had entries of the names of students and dates on which certain books were lent; but upon asking, the students complained that they were never lent any books from the library. In Khairpur too, the field enumerators observed in their diaries that libraries were hardly ever used.

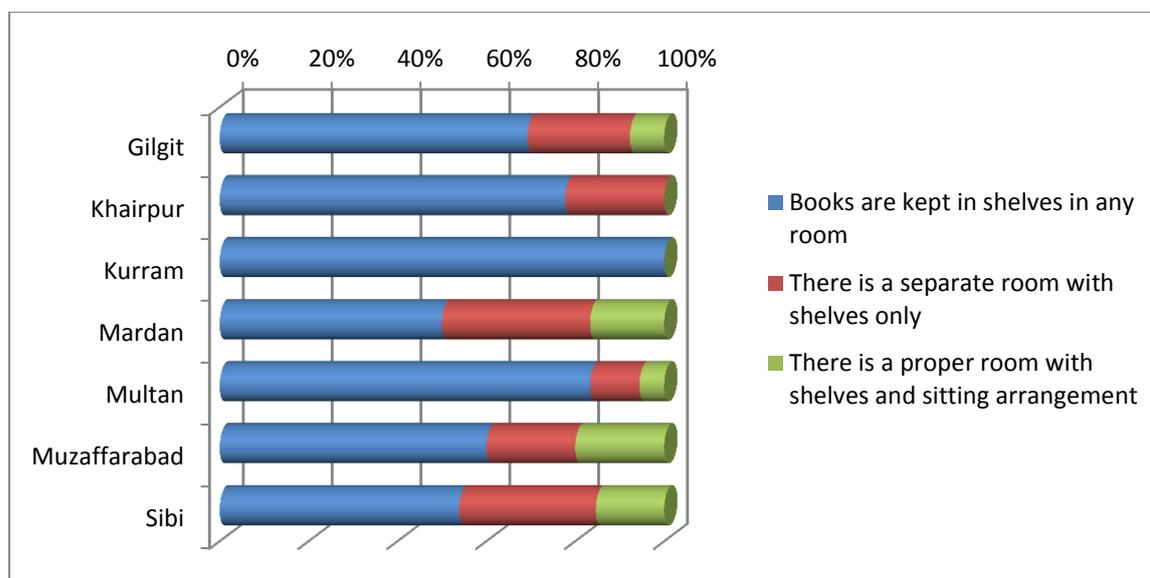


Figure 17: The condition of school libraries

The graph above shows that in most of the schools a proper library facility is not available, and in Kurram Agency 100% schools are functioning without a library facility.

### Multiple Science labs

Five years earlier, in Punjab 12 percent of high schools did not have the facility of multiple science labs. Our survey results, on the other hand show, as shown in Fig 18, that if Multan be taken as representing Punjab, the situation has worsened considerably for now 25% schools are without science labs. The chart below shows that 36% high schools in Khairpur, 25% in Sibi, 33% in Kurram Agency and 58% in Muzaffarabad are without science labs.

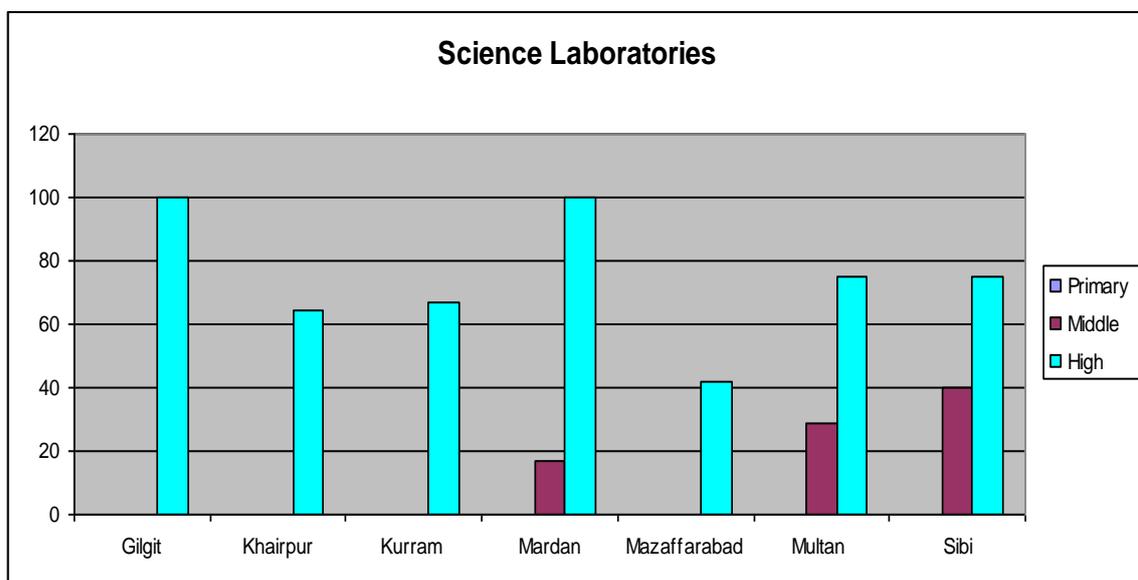


Figure 18: Percent schools containing science laboratories.

In all these regions both quantitative as well as qualitative data show that laboratories were very poorly equipped. When asked whether or not schools maintained stock register for the laboratories, most schools responded positively but in Khairpur district and Kurram agency, even where labs were available, they were hardly ever used.

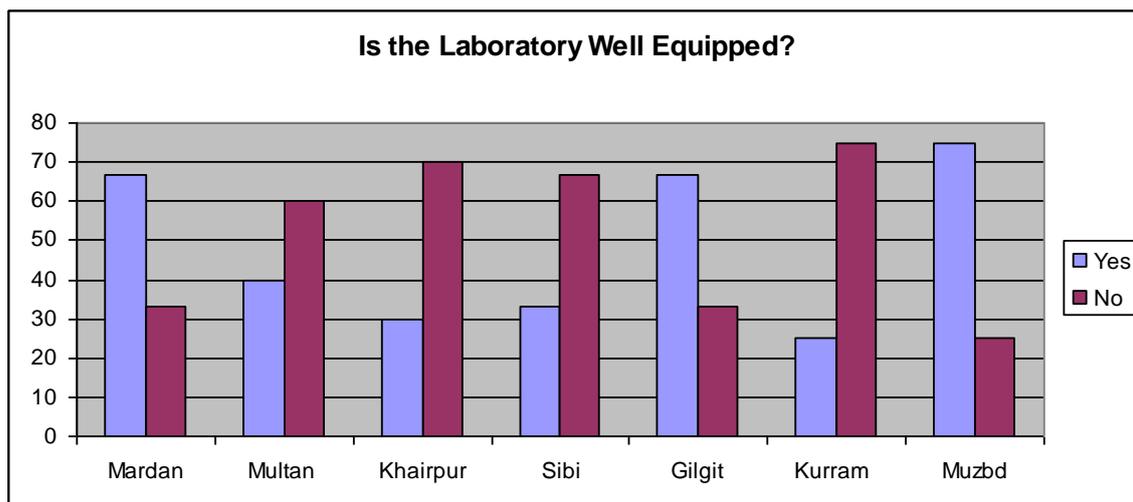


Figure 19: Percent schools that have or do not have well equipped science laboratories.

Fig. 19 shows that in none of the districts surveyed, every school had fully functional science laboratories. 60% schools in Multan, 70% in Khairpur, 67% in Sibi and 75% schools in Kurram Agency had poorly equipped laboratories. Moreover, most of the schools that contained science laboratories, did not possess sufficient facilities for students to perform the practical part of their science subjects.

### Computer labs

The survey shows, as in the table below, that there are very few schools which have computer labs and computers. According to the survey, even where computers are available, they are not used because of the lack of teachers or simply carelessness on the part of teachers and school management. In Khairpur, for example, where although computer labs and computers were available in a few schools, and timetables had classes earmarked for computer lessons, the classes were not being held either due to the unavailability of teachers or their unwillingness to teach.

Table 7: Total number of schools with computers in the sample space.

	Total schools surveyed	Schools with computers			
		Primary	Middle	High	Total
Gilgit	36	0	5	6	11
Khairpur	40	1	1	7	9
Kurram Agency	35	0	0	3	3
Mardan	36	0	0	2	2
Multan	36	0	0	2	2
Muzaffarabad	36	0	0	5	5
Sibi	36	0	0	3	3

The same information in percent schools is shown in Fig. 20.

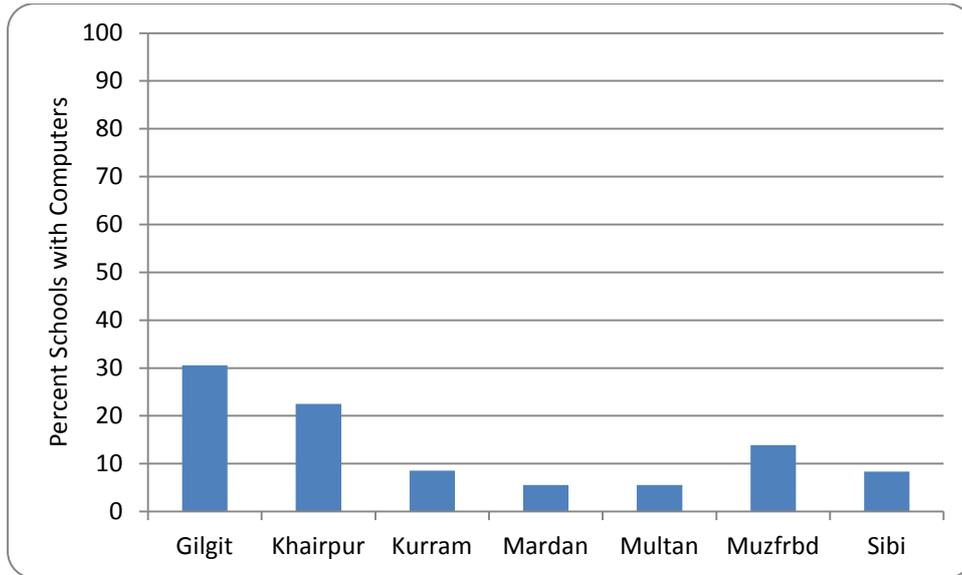


Figure 20: Percent schools that have computers

### Playgrounds

Given the dismal condition of the most basic needs of quality education, it was no surprise that in our survey very few schools had the facilities of sports and other extra-curricular activities. Most schools did not even have a playground. According to our quantitative data, only 22.2% of the schools in Mardan had a playground. In Multan and Khairpur, 30%, in Sibi 16.7%, in Kurram agency 12.9% and in Muzaffarabad only 13.9% schools had playgrounds. It is a pity to note that none of the primary schools that we covered in our survey in Mardan, Kurram agency and Muzaffarabad had playground. .. In Gilgit the situation was much better where 72.3% schools reported to have playgrounds.

Table 8: Schools with playgrounds in the sample space

	Total schools surveyed	Schools with playgrounds			
		Primary	Middle	High	Total
Gilgit	36	5	12	6	23
Khairpur	40	7	6	11	24
Kurram	35	0	4	3	7
Mardan	36	0	3	5	8
Multan	36	3	5	4	12
Muzfrbd	36	0	0	5	5
Sibi	36	1	2	3	6

The percentage of schools with playgrounds is shown in Fig. 21.

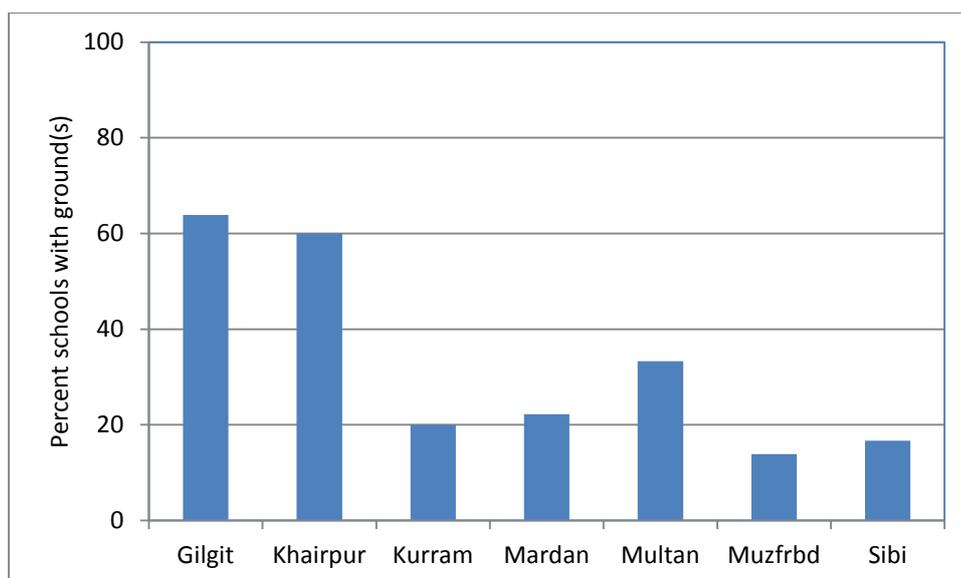


Figure 21: Percent schools that have playground(s)

In Khairpur, it was reported that the playgrounds were primarily used for assemblies. Most rural schools had big playgrounds available but those were not maintained at all.

Condition of playgrounds as observed by the surveyors is shown in the table below. generally bad. Nearly half of the grounds were in bad shape, and only a third were in good condition.

Table 9: Condition of playgrounds where they exist

Condition	Gilgit	Khairpur	Kurram	Mardan	Multan	Muzaf'bd	Sibi	Total
Good	6	11	2	1	3	2	3	28
Bad	7	11	5	5	5	2	3	38
Average	10	2	0	1	3	1	0	17
Total	23	24	7	7	11	5	6	83

Percent schools in each of the surveyed districts in need of the indicated additional facilities

Table 10: Percent schools in each district with level of indicated need

Required Facilities	Gilgit	Khairpur	Kurram	Mardan	Multan	Muzfrbd	Sibi
Additional room	53	85	40	72	42	61	97
Wash rooms	6	30	14	17	14	3	42
Drinking water	36	35	49	31	8	33	53
Furniture	36	73	51	67	42	47	61
Boundary wall	19	3	26	8	3	92	8

Gate	22	3	34	11	3	8	17
Electric fan	28	35	40	31	31	36	33
staff room	44	60	69	69	67	86	67
Teaching staff	19	30	11	14	8	36	25
Non-teaching staff	11	8	20	8	19	25	14
Separate library room	36	78	94	64	50	86	75
New building	8	5	3	8	6	47	0
Repair of building	22	15	17	25	11	31	6
Playground facilities	14	28	40	19	25	22	36
sewage & sanitation	0	8	0	3	17	0	0

The overall infrastructural need of schools in percentage form in all the districts surveyed is shown in Fig. 22.

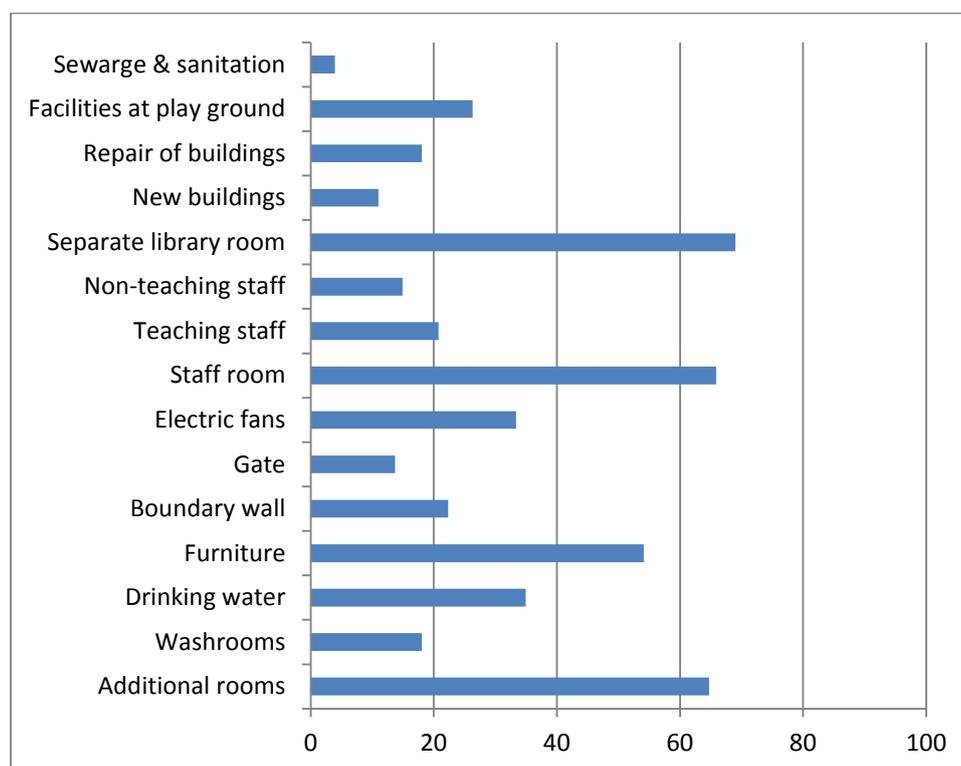


Figure 22: Percent schools that are in need of the indicated facilities

### Comparison of missing facilities with AEPAM data 2007-2008

Since we hold that the situation in the target districts of this survey would largely reflect the average situation of the province, it would be interesting to compare the most recent government numbers on missing facilities with the information gathered by the SBB survey. This is shown below.

Table 11: Drinking water facility

Region	Option	Type of school			Total	AEPAM Data 2007-2008				Percentage
		Primary	Middle	High		Primary	Middle	High/HS	Total	
Gilgit	Yes	8	15	10	33	47	26	27	100	30%
	No	2	1	0	3	175	39	20	234	70%
	Total	10	16	10	36	222	65	47	334	
Khairpur	Yes	13	9	14	36	2357	163	100	2620	69%
	No	1	3	0	4	1048	108	08	1164	31%
	Total	14	12	14	40	3405	271	108	3784	
Kurram Agency	Yes	4	5	9	18	161	34	38	233	46%
	No	10	4	3	17	257	15	04	276	54%
	Total	14	9	12	35	418	49	42	509	
Mardan	Yes	11	12	12	35	1060	168	126	1354	86%
	No	0	1	0	1	204	13	-	217	14%
	Total	11	13	12	36	1264	181	126	1571	
Multan	Yes	9	12	12	33	1074	191	151	1416	89%
	No	2	1	0	3	179	02	-	181	11%
	Total	11	13	12	36	1253	193	151	1597	
Muzfrbd	Yes	8	8	8	24	379	93	64	536	55%
	No	5	3	4	12	261	110	61	432	45%
	Total	13	11	12	36	640	203	125	968	
Sibi	Yes	6	10	11	27	125	22	19	166	67%
	No	6	3	0	9	76	03	03	82	33%
	Total	12	13	11	36	201	25	22	248	

Table 12: Boundary wall

Region	Option	Type of school			Total	AEPAM Data 2007-2008				Percentage
		Primary	Middle	High		Primary	Middle	High/HS	Total	
Mardan	Yes	10	12	12	34	1157	159		1431	91%
	No	1	0	0	1	107	22		140	9%
	Total	11	12	12	35	1264	181		1571	
Multan	Yes	9	13	12	34	1009	182		1322	84%
	No	2	0	0	2	224	11		255	16%
	Total	11	13	12	36	1233	193		1577	
Khairpur	Yes	13	11	13	37	1781	138		2013	53%
	No	1	1	1	3	1624	133		1771	47%
	Total	14	12	14	40	3405	271		3784	
Sibi	Yes	9	12	12	33	72	20		114	46%
	No	3	0	0	3	129	05		134	54%
	Total	12	12	12	36	201	25		248	
Gilgit	Yes	6	10	9	25	114	26		165	50%
	No	3	6	1	10	107	39		168	50%
	Total	9	16	10	35	221	65		333	

Kurram Agency	Yes	11	9	11	31	210	43	36	289	57%
	No	3	0	1	4	208	06	06	220	43%
	Total	14	9	12	35	418	49	42	509	
Muzfrbd	Yes	0	0	2	2	10	08	15	33	3%
	No	13	11	10	34	627	193	110	930	97%
	Total	13	11	12	36	637	201	125	963	

Table 13: Washrooms/Latrine

Region	Option	Type of school			Total	AEPAM Data 2007-2008				Percentage
		Primary	Middle	High		Primary	Middle	High/HS	Total	
Mardan	Yes	10	12	12	34	1098	166	125	1389	88%
	No	1	1	0	02	166	15	01	182	12%
	Total	11	13	12	36	1264	181	126	1571	
Multan	Yes	11	13	12	36	994	189	150	1333	85%
	No	0	0	0	0	238	04	01	243	15%
	Total	11	13	12	36	1232	193	151	1576	
Khairpur	Yes	13	10	14	37	2162	153	99	2414	64
	No	1	2	0	03	1243	118	09	1370	36%
	Total	14	12	14	40	3405	271	108	3784	
Sibi	Yes	8	9	10	27	61	17	15	93	38%
	No	4	4	2	10	140	08	07	155	62%
	Total	12	13	12	37	201	25	22	248	
Gilgit	Yes	11	16	9	36	72	31	43	146	57%
	No	0	0	0	0	76	31	04	111	43%
	Total	11	16	9	36	148	62	47	257	
Kurram Agency	Yes	9	8	10	27	171	44	38	253	50%
	No	5	1	2	8	247	05	04	256	50%
	Total	14	9	12	35	418	49	42	509	
Muzfrbd	Yes	9	7	10	26	449	111	50	610	63%
	No	4	4	2	10	191	90	76	357	37%
	Total	13	11	12	36	640	201	126	967	

Table 14: Availability of electricity

Survey Data				AEPAM Data 2007-2008				
Region	Yes	No	Total	Yes	percentage	No	percentage	Total
Mardan	33	2	35	966	61	605	39	1571
Multan	33	3	36	827	52	749	48	1576
Khairpur	39	1	40	662	18	3106	82	3768
Sibi	33	4	37	95	38	153	62	248
Gilgit	31	5	36	183	55	151	45	334
Kurram Agency	27	8	35	291	57	218	43	509

Muzfrbd	14	22	36	102	11%	860	89%	962
Total	210	45	255	3126		5842		8968

## 6. Societal Oversight

Involvement of parents and community in matters related to school management helps in building a conducive learning environment that could eventually lead to increased enrolment and retention and an improved quality of education for the children. Being the main stakeholders, it is important that parents and community are aware of the difficulties and problems their children face in schools where they spend a good part of their day.

Under the devolution of power plan, Parents Teachers Associations were established in schools across the regions. It was assumed that this would put in place a mechanism of coordination between parents and teachers, leading to a greater involvement of parents in the education of their children. The system, however, is not properly implemented and needs to be strengthened.

### **School Management Committees/ Parent Teacher Associations**

Opinions gathered from interviews and focused group discussions with teachers, parents and community members showed that school management committees and/or parent teacher associations were now working properly. SMCs now exist in most regions but they seem to be functioning properly only in Punjab. SMCs were active in 92% of the schools in Multan, 65% of schools in Khairpur, 60.7% of schools in Gilgit and 56.7% of schools in Muzaffarabad. In NWFP, schools have parent teacher associations (PTAs) instead of SMCs; and in FATA there are no SMCs or PTAs.

The field reports from Mardan show that PTAs were largely ineffective in the region. There were some exceptions like the Government Girls High School No. 2 Hoti Mardan where the PTA seemed to be functional and it was reported that the PTA played an important role in promoting the issues of the school. The quantitative data shows that in Khairpur, SMCs were not functioning properly. In Multan SMCs were very much alive and functional. And in our validation meeting held in Multan, we got to know that this was true for most of the Punjab province. SMC monthly meetings are held regularly in most districts. The meetings were not that well attended in many districts but SMC was still involved in the matters of school. In Punjab, SMC is also given annual funds. At primary level the SMC is given Rs. 20,000 per year and at Middle school level, Rs. 50,000. This fund is meant to be utilized for the payment of utility bills and for minor repairs.

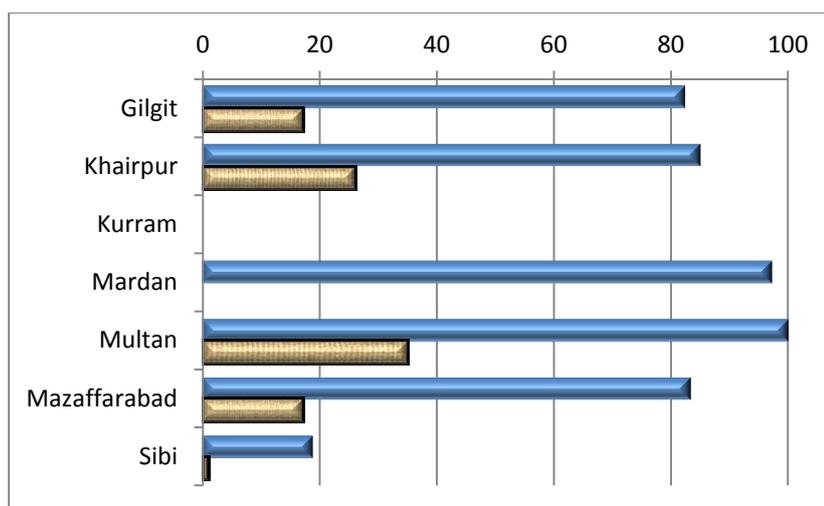


Figure 23: Percent schools in which management committees have been formed and where they are active in school affairs

Not all school management committees have funds at their disposal. With the exception of Multan, less than ten percent schools have any funds at their disposal.

Table 15: Percentage of SMCs that have some funds at their disposal

Region	SMCs have Funds at their disposal	SMCs have any role in enrollment	Role of SMCs in reducing dropout rate
Gilgit	8.3	41.7	0.0
Khairpur	10.0	35.0	50.0
Kurram	0.0	0.0	32.5
Mardan	0.0	0.0	2.8
Multan	100.0	47.2	33.3
Mazaffarabad	2.8	22.2	0.0
Sibi	8.3	2.8	16.7

#### Development Projects:

We asked the schools if any development projects had been implemented in the last three years. Only 5.7% schools in FATA, 13.9% in Muzaffarabad, 17.5% in Khairpur and 22.2% in Sibi responded positively to this question. Compared to these regions, the situation in Mardan, Multan and Gilgit was much better and the government had carried out some development work in these regions. The quantitative data shows that 52.8% schools in Mutlan, 36.1% in Mardan and 41.7% schools in Gilgit reported that government had implemented development projects in the past three years.

Non-government organizations have been working throughout Pakistan in the public education sector. But most schools upon asking responded that there had not been any non-governmental contributions to the development projects.

We asked the district administration about the process of granting the contracts of development work. We were told that in Sibi, District government grants contracts through tenders in the newspapers; in Mardan, contracts are awarded by the Works and Services department through the process of tender; in Multan we were told that applications for the contract are forwarded to the building department after scrutiny. In Khairpur, the District Government advertises tenders in different newspapers and releases funds for construction purposes on priority basis.. In Gilgit, contracts are made between the directorate and the Donor agencies strictly based on government policies; and in FATA, development projects are granted by the CNW department.

In our validation meeting in Multan, we were told that the executing agency of development projects used to be the building department. But due to concerns regarding the quality, Punjab government handed over the responsibility of development and construction work to given to NLC. Most of the participants in the validation meeting agreed that the performance of NLC both in terms of effectiveness and quality was defective. The district officials from Lodhran complained that there might not be a major difference in quality, but NLC was very authoritative. Officers like a Major would go around threatening people when complaints were made. They said that the rates of NLC were also 33% higher than the building department. The EDO of Multan said that 74 sites where NLC had implemented some development project were tested; none was up to the standard. He shared that NLC was given a total of 107 sites to complete by October 2008, but only 32 were completed. That is the reason responsibilities were taken back from NLC and given to the Building department.

Most schools in all regions covered in our survey complained that there had hardly been any development projects implemented in their schools by the government. The schools where some sort of development project had been reported were mostly not satisfied by the process through which the development work was planned, granted and the way it was monitored and supervised. Most of our respondents from the school administration felt that they were not included in the planning stage of the development projects due to which reason the development projects that were already very rarely implemented, were not addressing the requirements of the school.

We also asked the district administration about the process of monitoring and supervising the development projects. We were told that in Sibi and Khairpur, the district government supervised the quality of the development project. In Mardan, the responsibility of supervision was with the Works and Services department. In Multan, we were told that the Building department supervised and monitored the work. In Gilgit, the district administration official told us that the civil engineering section of the directorate along with the Head teacher and SMC members jointly

monitored and supervised all works in progress. In FATA, CNW department officials and school administration are said to be responsible for the supervision of the development projects. In our validation meeting in Multan, officials from all districts except Multan said that the approval of head teacher was not a necessary prerequisite for a contractor to get the bill of a development project approved. Bills got approved and were given to the contractors without the input of the head master. In our second validation meeting where we had district officials from all the seven selected regions of our survey, this point was validated and was said to be true for all regions. The EDO of Multan disagreed saying that the payment was not cleared until the Head/ project director signs the Building completion certificate.

We also asked the same question from the school administration and there were many instances where the school's head teacher and administration complained that they were not included in the monitoring and supervision of the development project. The Government Boys High School Nawabpur Multan complained that there was no budget for construction and development. The construction contracts were not given through tenders. The government funds were swindled by official of government departments like the building department. They asserted that if construction contracts were allotted through the process of tender, the job could be done much better in half the amount. (the building department would construct a bathroom in a hefty amount of Rs.200,000, but if a tender was given, a much better bathroom with tiles could be build in less than Rs. 100,000) This they lamented was the way the government funds were wasted. They complained that the contractor never consulted them and neither were they briefed about the quality of the material being used in the building. The building was only handed over to them upon completion, from where onwards, it was their responsibility.

## **Teachers**

### **Teacher Student Ratio:**

In our discussions with the school administration and teachers, it was a recurrent complaint that the schools were not consulted in the process of sanctioning teaching posts and that the decisions regarding teaching positions were taken arbitrarily by the district administration. The discussions with district administration of different regions corroborated this account that schools were not consulted for the number of required teaching positions in a school. It was consequently observed that there were schools where the number of available teachers exceeded the requirement and there were some schools where a very meager staff was struggling to handle a large number of students. The ratios that we have deduced reflect the overall situation whereby the constraints have been balanced out by instances where more than the required number of teachers is available. According to our data, the teacher student ratio in District Mardan came out to be around 46.01 at the Primary level; 30.78 at the Middle level and 30 at High school level. In Multan district, the average teacher student ratio at Primary level stood at around 44.11; at middle level, it was 34.69 and at high school level, the average teacher student ratio was 34.5. In Khairpur district, the teacher student ratios at Primary, Secondary and High level were 41.05, 24.46 and 25.6 respectively. The data from Sibi and Muzaffarabad districts presents

an even better situation: in Sibi the ratio was 26.66 at Primary level, 27.01 at Secondary level and 22.7 at High school level; and in Muzaffarabad the ratio for Primary schools was 26.29, for secondary level it was 27.5 and for High school it was 28.5. In Gilgit, the student teacher ratio at primary and high levels was very good with primary at 29.89 and high schools at 31.8. At Middle level, it was a bit high with there being 45.05 students per each teacher. In Kurram agency, at an average there were 31.47 students per teacher at primary level; at middle level, the student teacher ratio was 38.49 and at High school level, the ratio was 37.8.

As mentioned above these ratios reflect an averaged out estimation and conceal the instances of both shortage of staff in some schools and abundance of staff in other schools. Such examples of imbalance in teacher student ratio could be seen in all regions. In Gilgit, there was primary school – Federal Government Boys Public school Nagral – which had 54 students and 6 teachers for these students, which brings the student teacher ratio to 9:1. Whereas the High school of Sumayar Nagar school hosted 310 children and 3 teachers which brings the student teacher ratio to 103. Similarly, the Government Girls Primary School in Ranipur Khairpur hosted 25 girls and 14 teachers. The student teacher ratio comes down to 2:1. On the other hand, Government Girls Primary school Gadgeje Khairpur had strength of 75 girls and only 1 teacher. The same pattern could be seen in Multan, where student teacher ratio was 90:1 in Government Girls Primary School Shujaabad Multan and 16:1 in Government Girls Elementary school in Jhok Wains.

**Appointment and Transfers of Teachers:**

The district administration officials of almost all regions covered in our survey reported that the process of selection and transfers of teachers was influenced by political interference. The principal of the High School Katiyar Tando Mohammad Khan said that other than the teachers that were hired by the Federal Public Service Commissions, the appointment of teachers was primarily on political basis.

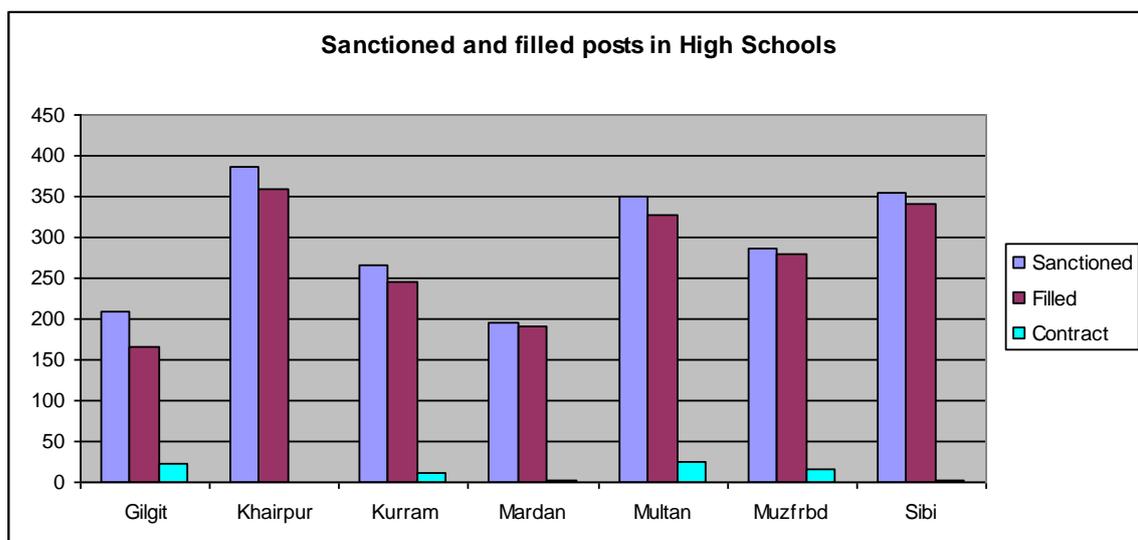


Figure 24: Teachers’ sanctioned and filled posts in each district

The Directory Education from FATA secretariat said that this was not relevant for FATA and that teachers were hired on the basis of merit. He said that teachers of Grade 1 to Grade 5 were hired by political agents and teachers of grades 15 and above were hired from NWFP and FATA Public Services Commission. He said that political influence did not affect the process of appointment but was very much there in transfers and postings of teachers.

The district administration officials from NWFP informed that at High School level, hiring for grade 16 and above was done through Public Services Commission. The district administration officials from AJK said that the process of hiring and transfers of teachers was heavily influenced by politics. They said that there were some teachers who had stayed in one school for over 25 years. The situation in Balochistan was the same. In FANA, however, it was said that political interference was not that big a problem. Political influence was only used in the hiring of teachers of grade 1 to 5. Usually the DEO or the Director refers the teacher to be hired. Teachers of grade 5 to 15 are hired by the directorate on the basis of merit. Grade 16 and above are hired through the Federal Public Services Commission. The EDO of Multan shared that the process of appointment and that of promotions of teachers is done through a computerized system due to which the possibility of political interference is almost non-existent. He did admit however, that there is a lot of politics involved in the placement of teachers. He said that the pressure is always exerted on the EDOs to execute such decisions. It was up to the EDOs whether they try to resist or give in to the pressure. But if the EDO resists in the face of intense pressure, he has to pay the price. Our focused group discussions and field reports, however, show that Punjab is no exception and that the process of teachers' appointment is subject to a lot of political influence.

### **Subject Specialists:**

The quantitative data shows that there is hardly any concept of subject specialists in any of the public schools that we covered in our survey. 94.4% schools in Mardan, 100% in Multan, 90% in Khairpur, 97.2% in Sibi, 88.9% in Gilgit, 97.1% in Kurram and 91.7% schools in Muzaffarabad responded in negative when they were asked if there were subject specialists for each subject.

In our validation meeting the district administration officials from Balochistan complained that even graduates who have passed in third grade were also hired as teachers. 80% teachers become subject specialists through promotions and do not have a subject mentioned. This was true also for secondary schools and created an imbalance. There are too many subject specialists for one subject and none for another. In FANA, subject teachers are specified; each high school has to have 2 science teachers but once they are hired by the FPSC they go to schools of their own choice. In Punjab SST general can teach any subject in High school and Elementary schools have ESTs. The EDO Multan said that in Punjab they have a mechanism to keep track of number of subject specialists in each school. He said that the EDO fills out a proforma for each school to ensure that all schools have the required number of teachers for all subjects. This, he said is done with the help of the Head teachers.

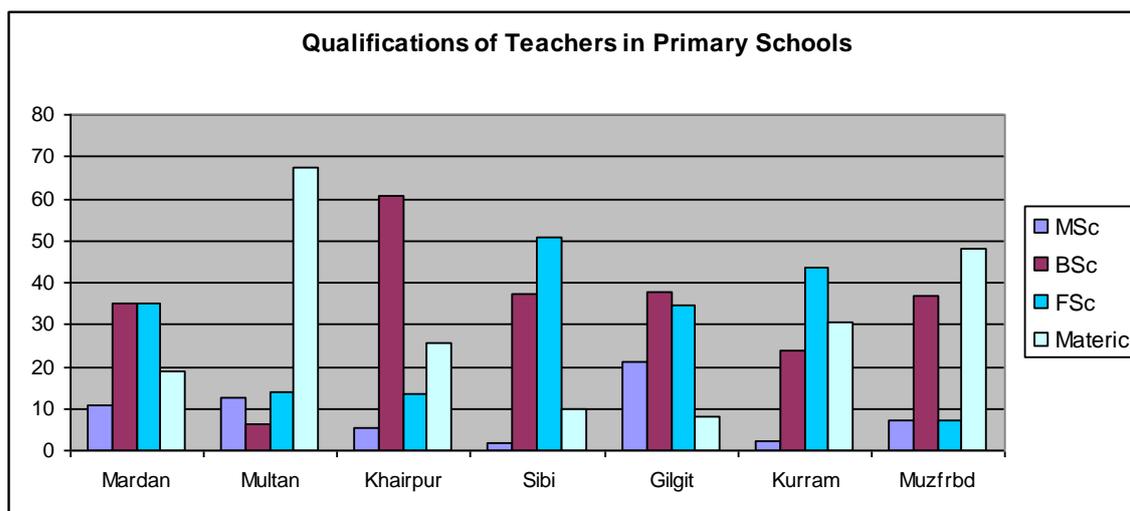


Figure 25: Percent teachers with different qualifications

In our quantitative survey, we also asked about the qualifications and skills of teachers at primary, secondary and high school level in all regions. The total percentage of matriculate teachers teaching at primary school level was found to be 29.8%; at Middle school level, the percentage of matriculate teachers was 13.0 and at high school level, it was 10.8%. Disaggregated figures show that at primary level most matriculate teachers were employed in Multan; at Middle school level most teachers with the qualification of matriculation were employed in Sibi; and at high school level, most matriculate teachers were teaching in Muzaffarabad. The total percentage of teachers with intermediate level qualification who were teaching at primary level was 28.4%; at Middle school level, 26.9% teachers; and at High school level, 13.3% teachers were qualified till the intermediate level. There were 34% graduate teachers at primary level, 36% at Middle school level and 33.9% at High school level. The overall percentage of teachers with Master's qualification was 8.8% at Primary level, 17.8% at Middle level and 40.6% at High school level. The disaggregated figures show that the highest number of post-graduate teachers was teaching in Khairpur at High school level with a percentage of 87.8%. Mardan followed with 60% post-graduate teachers. The remaining regions had a very small number of post-graduate teachers teaching at the High school level ranging from 24% in Gilgit to 27% in Multan.

Both the quantitative as well as qualitative data show that there is no concept of subject specialist teachers in public schools. In Mardan 94.4% schools did not have any subject specialists; in Multan 100%, in Khairpur 90%, in Sibi 97.2%, in Gilgit 88.9%, in Kurram agency 97.1% and in Muzaffarabad 91.7% schools did not have subject specialist teachers. In all regions, school administration and staff said that subjects were distributed according to the choice and expertise of teachers. In Government Girl's High School Shalawazan, Parachinar, teachers for mathematics were teaching English. The staff and PTA members of Government Girls' High school Rustam Mardan shared with us that there were no subject specialists from class 6<sup>th</sup> to 8<sup>th</sup> in their school. All CT teachers have to teach different subjects to different classes. For Secondary classes, a separate senior post of English teacher is

sanctioned, one post is sanctioned for General science teacher who has to teach Biology and the other one is for Arithmetic and Physics, who also has to teach Chemistry.

### **Teachers' Training**

The teachers from Mardan complained that the syllabus is changed frequently and there are no training courses given to keep the teachers abreast with the changes. The problem was said to be especially true for subjects like Mathematics. They said that there should be regular refresher courses for the teachers.

However, in Multan it was reported that there is a Directorate of Staff Development for Post – service training, to which nominations are made by the district education department. There are ten District Teacher Educators (DTEs). The scheme has been launched in 12 districts, where each district is divided into clusters; for instance, Multan has 61 clusters. On average there are 50 – 80 clusters in a district, each within the radius of 16 kilometers. Two or more DTEs are appointed in each cluster for training of teachers in Cluster Training Support Centers.

DFID has also helped in establishing District Capacity Building Centers in Multan and Faisalabad Districts. DSD provides training schedules for both content and methodology.

## 7. Summary and Conclusions

This study has looked into the issue of financing of education in the public sector. Through a representative survey in seven districts, it has tried to create a picture of the state of affairs of educational management and financing in the seven administrative units of the country: Sindh, Balochistan, Punjab, Khyber-Pukhtunkhwa, Gilgit-Baltistan, the federally Administered Tribal Area (FATA), and Azad Jammu and Kashmir.

The issue of school based budgeting was seen in the light of (1) fund allocation and disbursement, (2) nature of need assessment of schools, (3) mechanisms for fund disbursement and reimbursement, (4) level of provision or otherwise of basic facilities to schools, and (5) mechanisms of oversight over functioning of schools.

Chapter 2 has described in detail the information gathered by this study on that part of financing of education which relates to budgetary allocations for schools by district governments and release of funds.

Nearly 90% of expenditure on schools goes to pay salaries. All of this gets paid without delay directly into bank accounts of individual teachers. This amount does not lapse.

A few percent of the disbursed amount is allocated to meet non-salary recurrent expenditures. This is paid to schools through School Management Committees or Parent Teacher Associations.

Between 5% to 8% of the total allocation is for development expenditure. This is the part that does not always get fully utilized for various reasons.

Because of this, schools remain deprived of most fundamental amenities like washrooms, drinking water, desks and even buildings and rooms, all of which impact adversely on the quality of education.

Although there has been some effort to provide missing facilities in schools, but the gap is still enormous. Providing all the needed facilities in the existing schools alone is a gigantic undertaking, requiring tens of billions, if not hundreds of billions of rupees.

If the state were to honour its commitment to provide education to all, it would need to increase the number of schools by 30% for the 30 to 35% out of school children. Earlier attempts at enrolling additional children in the existing schools overburdened school facilities and caused a severe reduction in the quality of instructions. But it is true that establishing new schools for the out of school children would be very demanding on the public exchequer.

Teachers in public schools in Pakistan are neither always adequate in number nor are they appropriately employed. Often they are also not properly qualified and trained. This is the single most reason for the poor quality of instructions in public schools. The educational costing done in Chapter 4 concludes that in order to staff schools with an adequate number of teachers, the overall strength of teachers would need to be increased by at least 50%. This could take the salary budget alone, at the 2009 rate, to over Rs. 500 billion a year.

Finally, the study has looked deeply into the existing mechanism of societal oversight on education, and has found that the mechanism is still not fully in place everywhere. There is a need to find strategies to strengthen this system.

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