

Public Expenditure Analysis and Service Delivery Assessment of Primary and Elementary Schools



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and Service Delivery
Assessment of Primary and
Elementary Schools**

[Districts Rawalpindi and Chakwal (Pakistan)]

Table of Contents

| | |
|--|----|
| Chapter I: Setting the Context | 1 |
| 1. Introduction and Methodology | 1 |
| 2. Objectives of the Study | 2 |
| 3. Methodology | 3 |
| Chapter II: Budget Cycle and Resource Flow | 6 |
| 1. Budget Making Cycle | 6 |
| 2. Inter-tier Resource Flow | 10 |
| Chapter III: District Education Data and Budget Profile | 12 |
| A. District Education Data and Budget: Rawalpindi | 12 |
| B. District Education Data and Budget: Chakwal | 25 |
| Chapter IV: Service Delivery and Beneficiary Assessments | 36 |
| A. Service Delivery Survey and Official Records: Analysis and Findings | 36 |
| B. Beneficiary Assessment Survey (BAS): Analysis and Findings | 49 |
| Chapter V: Key Findings and Agenda for Future | 54 |
| 1. Education Statistics and Basic Facilities in District: | 54 |
| 2. Education Budget at District Level:..... | 54 |
| 3. Service Delivery Survey and Beneficiary Assessment | 55 |
| 4. Agenda for future: | 56 |

Chapter I: Setting the Context

1. Introduction and Methodology

Pakistan expressed its commitment for achieving the Education for All (EFA) goals on different national and international forums but so far it has not been able to achieve its targets. According to a report of the Asian Development Bank (ADB), Pakistan's Net Enrollment Rate (NER), adult literacy rate and the EFA Development Index (EDI) are lowest in the region when compared with India, Bangladesh, Nepal and all other ADB developing member countries. Pakistan's EDI rate is 0.64, while India, Bangladesh and Nepal have better rates with 0.797, 0.759 and 0.734, respectively.¹

In the recent years, the literacy rate in Pakistan has improved at a moderate pace. According to Pakistan Social and Living Measurement Survey (PSLM) data for the year 2007-08, overall literacy rate (10 years and above) in Pakistan was 56% (69% for male and 44% for female). However, the Net Enrollment Rate (NER) in Pakistan during 2007-08 was estimated at 55% compared to 56% in 2006-07. This shows a decrease of 1% in NER during last one year. Analysis of the provincial data reveals that Punjab is the only province where NER at primary level has decreased by 1% i.e. from 62% during 2006-07 to 61% in 2007-08, while all other provinces showed either stable or improved NERs.² This poor performance on education indicators is attributed largely to the incoherent planning; poor education management and most importantly insufficient budgetary allocations and spending³ at all three tiers of governance i.e. federal, provincial and district.

While the demand for education remains high in Pakistan, poorer families send their children to public sector schools because this school system is relevant to their everyday lives and income levels. However, the public sector schools, which educate the vast majority of children, are performing disappointingly with reference to quality of education due to poor management, persistent inadequacy of education budgets and lack of transparency in the spending. I-SAPS has been undertaking budget tracking and data analysis at all the three tiers of education governance i.e. federal, provincial and district. Our work for improving effectiveness of public spending in education informs that there exist causal linkages between unsatisfactory educational achievements and recurrent issues in education budget allocations and spending specially in the areas of teacher training, textbooks and curriculum, assessment systems besides learning environment and facilities.⁴ The issues in education budget include incremental budgeting, disconnection between resource planning and education data, low allocations, inadequate or missing budget lines, and underinvestment due to delays in fiscal transfers and poor spending capacities, etc.

A recent example of the inappropriate and insufficient budgetary allocations is the provincial education budget of the Punjab (which is most populous province of the country) where the

¹ Asian Development Bank (ADB), *Education and Skills: Strategies for Accelerated Development in Asia and Pacific*, June 2008, pp. 82.

² Government of Pakistan, *Economic Survey of Pakistan, 2007-08*, Ministry of Finance, , p. 159-160

³ HRCP, *The Education Budget in Pakistan*, October 2004.

⁴ Institute of Social and Policy Sciences (I-SAPS), *Public Financing of Education in Pakistan: Analysis of Federal and Provincial Budgets*, 2009.

allocations for education budget have been reduced by 10 per cent in 2009-10. Further analysis of the education budget reveals a high degree of inconsistency in allocations by the provincial government. The Punjab government earmarked Rs. 42.06 billion for education in 2007-08. The allocation was increased by 25 per cent (from Rs. 42.05 billion to Rs. 52.60 billion) in 2008-09 but decreased by 10 per cent (from Rs. 52.60 billion to Rs. 47.39 billion) in 2009-10. In absolute terms, the size of the education budget has been cut to the tune of Rs.5.2 billion.⁵

Table 1: Total Budgetary Allocation and Expenditure

| Year | Allocation | | Expenditure | |
|---------|-------------|------------|-------------|------------|
| | Rs. Million | Change (%) | Rs. Million | Percentage |
| 2007-08 | 42,057.83 | - | 30,406.29 | 72 |
| 2008-09 | 52,599.63 | 25 | 39,357.84 | 75 |
| 2009-10 | 47,392.17 | -10 | - | - |

Source: Punjab Education Budget Books 2008-09 and 2009-10.

Besides budgetary issues, another factor that is adversely affecting the education sector is lack of transparency in the system which is leading to the high rate of corruption and lack of accountability. The widespread phenomenon of non-functional, even non-existent ghost schools and teachers that exist only on paper but eat into a limited budget is an indication of the level of corruption in this sector.⁶ These issues are adversely affecting citizens' access to quality education as a fundamental human right on one hand, and limiting Pakistan's capacity to leverage the role of education in poverty reduction and human resource development, on the other.

Keeping in view the above mentioned issues, I-SAPS conducted an assessment of public finance and service delivery of education sector in two districts of the Punjab province. The assessment process included analysis of education budgets and data in two districts namely Chakwal and Rawalpindi. Besides, a service delivery survey was carried-out to assess the quality, transparency, efficiency and equity of education specific service especially school council funds and teachers presence at the service delivery level i.e. schools. Moreover, a beneficiary assessment survey was also conducted, in the two tehsils of each selected district, to assess the satisfaction level of beneficiaries of education sector.

2. Objectives of the Study

The objectives of this initiative were:

- a. To analyze education budget to identify major issues in budgetary allocations and disbursements at district and school level;

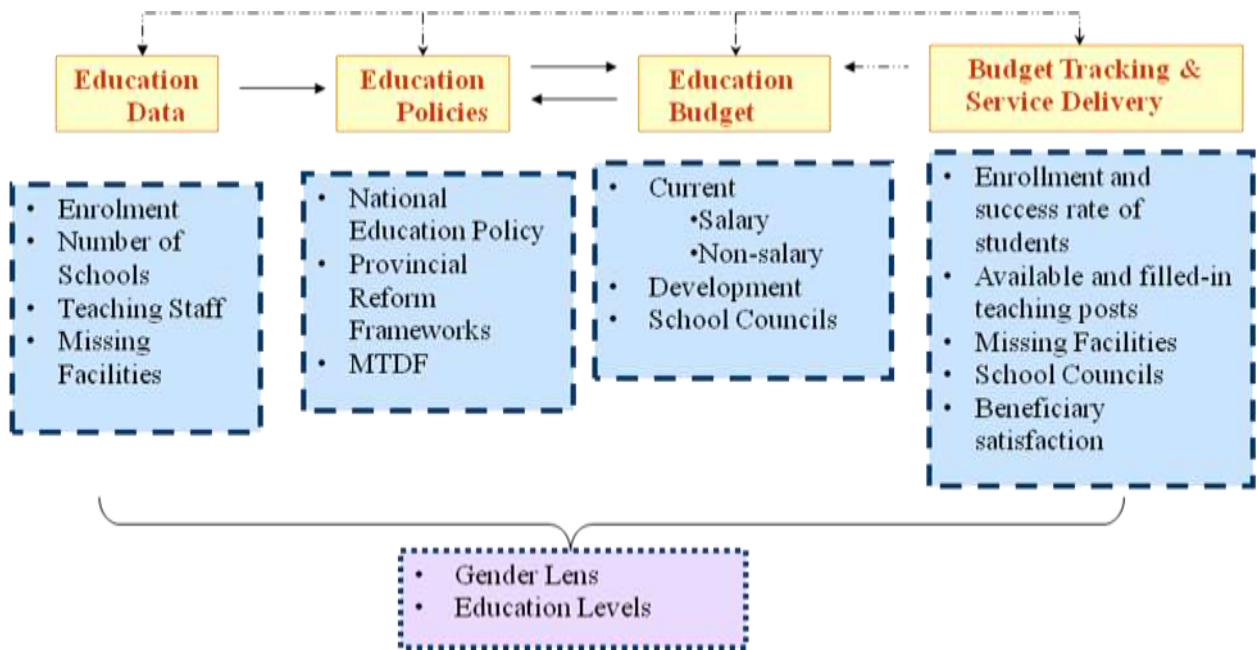
⁵ Ibid. I-SAPS, 2009.

⁶ See Ministry of Education and Statistics Division, *National Education Census 2006*, Government of Pakistan, 2006 and The Dawn News, *Ghost Schools Galore*, October 09, 2006, available at: <http://www.dawn.com/2006/10/09/ed.htm#2> and Sarah Stuteville, *The Ghost School of Pakistan*, Global Post, July 2009, available at: <http://www.globalpost.com/dispatch/pakistan/090602/the-ghost-schools-pakistan?page=0,0>

- b. To highlight problems in inter-tier fiscal transfers and spending;
- c. To identify the issues of corruption and inefficiencies at the service delivery level;
- d. To collect and analyze information about accessibility, manner and degree of utilization, and satisfaction of beneficiaries of education services.

3. Framework of Analysis and Methodology

The data analysis included analysis of budgetary information, provincial education statistics, policy decisions and survey data. The analysis presented in this report highlights issues and missing links between education data, policies and district education budgets. Budget analysis at the out-put level (district budget books) has been linked with education statistics and policies, whereas the budget tracking and service delivery survey informs about the problems in budget allocation and disbursement, challenges of transparency and accountability besides issues in the education database maintained at the provincial level. The analysis was also done using gender lens and by disaggregating information at different education levels. Following chart presents the framework of analysis applied in this study:



The budgetary information was collected from the district governments and for the purpose of this study primary source of information i.e. budget books published by the government were used. This study only captures the data provided in the district education budget books and does not cover the education budget data at the national and provincial levels. District education budget was analyzed to highlight issues in the disbursement and utilization of allocated public funds and resources in the education sector of both districts. The analysis has been carried out under two major budget heads i.e. development and current where current budget is further studied in the categories of salary and non-salary budget. Analysis was also done along gender lines to assess gender responsiveness of the allocations. The budgetary allocations were compared with the education data maintained by National Education

Management Information System (NEMIS) regarding available and missing facilities. This helped determine sufficiency or insufficiency of the allocations and expenditures.

Along with the budget and data analysis, a service delivery survey and a beneficiary assessment was also carried-out to highlight the issues of transparency and accountability in the two selected districts i.e. Chakwal and Rawalpindi. Both the districts were selected considering their significant share in education budget of the province and high ranking on literacy rate. The districts have a common feature that is their high position on literacy ranking, however, the share of public and private institutions is quite different in both districts. For the purpose of these surveys a sample of 40 schools and 300 beneficiaries was selected from two tehsils of each selected district. In Rawalpindi district the sample was selected from tehsil Rawalpindi and tehsil Murree, whereas, in Chakwal sample was selected from the tehsil Kalar Kahar and tehsil Chakwal.

Keeping in view the scope of this study, only primary and elementary schools were included in the sample. Schools within each district were selected using stratified sampling technique where schools were stratified into urban and rural categories. In both localities the schools were further stratified into boy and girl categories. In order to make the sample more representative and unbiased, stratified sample was distributed using probability proportional to size (PPS) sampling technique. In PPS method number of schools was used as measure of size for sample distribution. At the service delivery level school heads were interviewed using a structured instrument, whereas, for beneficiary assessment parents of children studying in the selected schools were interviewed.

The service delivery survey informed about the enrollment rates and success ratio of the students in exams. Information was also collected regarding school facilities such as school building, boundary walls, number of classrooms, toilet, source of drinking water, electricity, black board, furniture, etc. The survey data was compared with the information provided by the district education management to check its consistency. Moreover, the survey also provided information about the functional status of School Councils (SCs) and funds transferred by the district governments to these councils.

The analyses by using above mentioned techniques helped highlight inadequacy of existing allocations, discrepancies between commitments and actual disbursements, effects of these inadequacies and discrepancies, leakage of funds, etc. The analysis of data collected through service delivery survey will highlight issues of absence of facilities, lack of resource allocation or utilization, besides issues of transparency and accountability. Whereas, the beneficiary assessment survey will help inform about the satisfaction level of citizens as beneficiaries of education services provided by the government. The evidence-base thus generated will be used to undertake advocacy, raise awareness and to identify better policy options for informing policy community.

4 Scheme of Chapters

The study is organized into five chapters. The present chapter introduces the background, objectives and research design of the study. It sheds light on the purpose, sources of data, methodology, and scheme of chapters and limitations of the study. The second chapter informs

about budget making process and inter-tier resource flow in the country. Chapter three presents detailed district profiles of both districts, separately. The district profiles highlight findings and key inferences drawn from the analysis of district education budgets and statistics maintained by government database. The district profiles have been presented separately to present the complete picture of each district thus setting the context for comparative Service Delivery Survey (SDS) findings. Chapter four contains main substance of the study generated through SDS and beneficiary assessment survey. It presents issues at service delivery level and challenges faced by schools with reference to funds transfer and utilization. The fifth chapter summarizes the main findings and draws conclusions for future course of action.

5 Limitations of the Study

The study provides wide-ranging analysis on some of the most important aspects of the education service delivery and its transparency in two select districts, but it has a few limitations. The first of these concerns verification of survey responses. The survey data is based on responses of the Head Teachers and parents. Wherever possible, the enumerators obtained copies of the notifications, minutes of meetings, and financial records in support of responses. However, it was not possible to verify all information from the records of each SC.

Another limitation has to do with the scope of the study: It was limited to government primary and middle schools; *Masjid Maktab* schools were thus left out.

Finally, while the study deals with the service delivery aspects which are directly managed by the district government thus excluding discussion on curriculum and textbooks, teachers' professional development, education assessment systems and monitoring mechanism of district education management.

Chapter II: Budget Cycle and Resource Flow

Budget formulation is a complex and lengthy process in Pakistan and mostly citizens are not well aware of this process. Starting in September, it ends in June after which the new budget is presented and approved by the National Assembly and is then published by the Ministry of Finance (MoF). The process involves exchange of information and documents among several ministries and sub-departments, which is then aggregated by the MoF.

1. Budget Making Cycle

In Pakistan, the budget cycle involves six stages, i.e. policy setting, budget preparation, authorization, execution, reporting and monitoring, and review. These stages are discussed in detail hereafter:

1.1 Policy Setting:

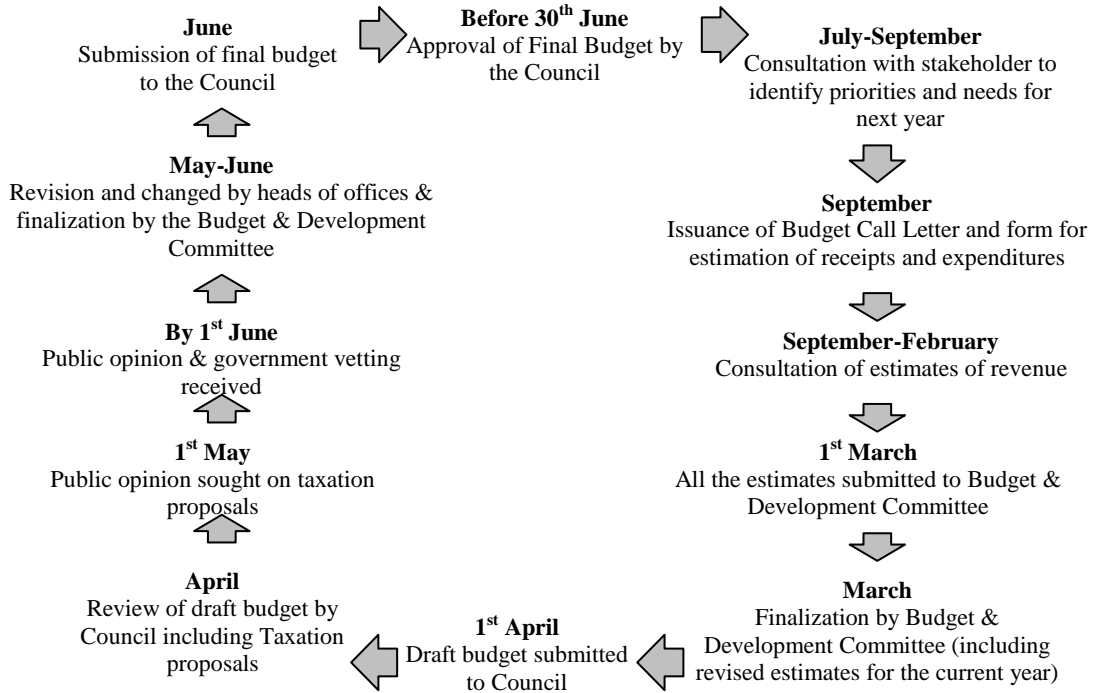
At this stage, National and Provincial Cabinets set policies, priorities and initiatives, while at district level, the District Government sets only priorities. At this stage, the expenditure and deficit targets are set on the basis of macroeconomic projections. For preparation of education budget, the policies, priorities and initiatives are set specifically for the education sector.

1.2 District Budget Making Process:

At district level, budget making is the responsibility of Executive District Officer (EDO) Finance and Planning (F&P). Through the Provincial Finance Commission (PFC)⁷, the distribution and allocation of revenues is decided at the district level. After recognizing its share of resources under the PFC, the district government consolidates its own income with the funds received under PFC. After that, EDO F&P invites the budget proposal from EDOs of different departments with the breakup of salary and non-salary. On the basis of these budget proposals, district budget is framed. Following diagram informs about current budget cycle at district level.

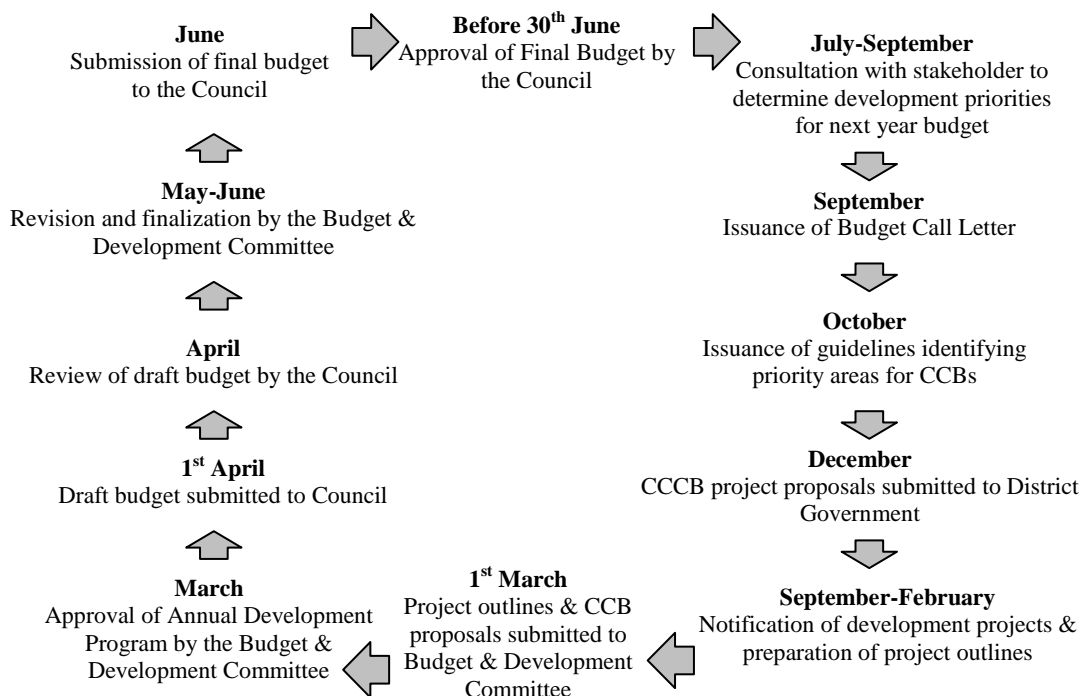
⁷ PFC is established under Local Government Ordinance (LGO), 2001 for distribution of Provincial Allocable Amount amongst the District Governments, Tehsil and Town Municipal Administration, and the Union Administration.

Preparation of Current Budget



The development budget is prepared sector and sub-sector wise at the federal, provincial and district levels. Each sector provides information on all development projects from all of its sub-sectors. The education sector, for example, will provide information on all development projects from sub-sectors such as primary, secondary, technical, teacher and college education, scholarships, libraries, literacy & mass education, universities or higher education. The process of preparing development budget is explained in following chart.

Preparation of Development Budget



The development budget is prepared after taking out the budget for current expenditure, which is prepared in consultation with members of district council. Thereafter, District Coordination Officer (DCO), as principal accounting officer, presents the budget in district assembly. After debate, the budget is approved by district *Nazim* on behalf of district assembly.

1.3 Authorization:

After consolidating the estimates, Ministry of Finance submits the Annual Budget Statement (ABS) to National/Provincial Assemblies for debate and approval of the budget. The budget is, at first place, discussed in National, Provincial, District Assemblies at National, Provincial, District levels, respectively. Within 2-4 days after the budget debate, any member can move a cut motion. After moving a cut motion, the mover is required to submit a notice of the motion; otherwise, the motion is allowed to move. After that, the budget is approved by Prime Minister, Chief Minister, and district *Nazim* at National, Provincial, District levels, respectively.

1.4 Execution:

After budget authorization, the budget is executed. At this stage, the budget is sent to spending ministries and departments for implementing the expenditure program within the authorized limits.

1.4.1 Release/Allocation of Funds to Districts in Education Sector

The budget / funds, which includes current and development budget, are released through Ministry of Finance. The allocation of funds between Federal and Provincial governments is done under National Finance Commission (NFC) Awards⁸. The Federal government, according to some specific formula, transfers provincial share to the provincial governments, which are responsible for professional education and college education in the province. Subsequently, the provincial governments retain their share, and release the rest of the funds to districts, as per formula set by PFC. PFC decides the allocation of funds between provincial government and different tiers of local government system.

The district education departments are responsible for primary and secondary education, managing the teaching and non-teaching staff, providing funds for establishing new schools, conducting school inspections, and teacher evaluations. Prior to devolution, these were the responsibility of provincial government and their budget was reflected in the budget of provincial government. Now, devolution has resulted in massive cut in the provincial education budget. The district government receives the budget from provincial government. After receiving the funds, district government decides as how much should be spent on education.

The provincial and district governments also receive ad-hoc education grants from Federal government. These funds are transferred under special initiatives such as Education Sector Reforms (ESR), Education for All (EFA), etc. In addition, district governments also receive non-earmarked grants from provincial governments for development schemes. Apart from Federal and Provincial grants, district government is also responsible to generate its own resources.

1.5 Reporting and Monitoring

At this stage, the actual expenditures, as reported by spending ministries and departments, are verified and recorded by Accountant General of Pakistan and District Account Officer at National and District levels, respectively.

1.6 Review

After reporting and monitoring, the Auditor General reviews the financial performance and achievement of policy objectives by spending ministries and departments, and prepares the audit report. The audit report is then sent to Public Accounts Committee and District Assembly, at National and District levels, respectively.

⁸ NFC is established under Article 160 of the Constitution 1973. The formula is fixed at least once every five years.

2. Inter-tier Resource Flow

2.1 Disbursement of Funds at Federal Level:

At the federal level, the funds are released by the MoF. The re-appropriation of funds from one head of account to another is done by the Finance Division with the concurrence of Planning and Development Division in exceptional cases. The supplementary grants, if required during the course of the financial year for some item of immediate nature expenditure are also sanctioned by the Finance Division, but in rare cases. The allocated funds for social sector are not released in lump sum but in installments during the first and second half of the financial year. The funds are released in installments after the clearance from the Finance Division on a case-to-case basis.⁹

The sanction letters for the release of development budget are prepared by the Ministry of Education (MoE) and forwarded to the Financial Advisor's Organization. The Finance and Accounts section of MoE acts as a hub or coordinating office for all matters related to budgets and accounts. The sanction letter is endorsed by the Deputy Financial Advisor (Education) and is then submitted to the Accountant General Revenues Pakistan for the payment. The release procedure has recently been simplified by considerably reducing the number of documents required and offices involved.¹⁰

2.2 Transfer of Funds at Provincial Level:

All the four provinces have now established Provincial Finance Commissions (PFCs) which make awards for the distribution of provincial resources to the local governments. According to the legislation establishing each PFC, the PFC evolves a formula for the distribution of resources, including process of the Provincial Consolidated Fund (PCF) between the provincial and local governments. Earlier, the district governments were just de-concentrated arms of the provincial government with, by definition, no transfers. The lower tiers of the local government received no transfers from the province except for discretionary specific-purpose grants. Lately, predetermined shares of the provincial consolidated funds are passed as transfers that are non-lapsing. To enable this provision District and *Tehsil*/Town Municipal Administration (TMA) local funds were created as accounting entities distinct from the PCF to prevent re-appropriation by the province. Population is the most important indicator used in all provincial awards. A backwardness index is also used by three of the four provinces, and the two largest provinces (Punjab and Sindh) incorporate tax-effort provisions.¹¹

2.3 Transfer of Funds at District Level:

The share of the district governments determined by the PFC award is transferred as a single line transfer to the district governments. The district governments are fully empowered to allocate expenditures to various sectors in accordance with their own spending priorities that are evident from the annual budgets approved by the Zila Councils. The discretion of the

⁹ . Op. cit, HRCF, p. 22

¹⁰ . Ibid.

¹¹ Ibid, p. 20.

district governments is, however, restricted by the demand for salaries of the staff of the devolved departments which forms a major portion of the recurrent budget.¹²

In the education sector, for example, the district governments now have the lead responsibility in deciding where to locate new school and how to finance their construction in addition to inspecting schools to ensure that they comply with the standards and carry out annual evaluation of teachers and head teachers. A new post, Executive District Officer (EDO)¹³-Education has been created under the District Coordination Officer (DCO) with the responsibility for the entire education sector at district level as opposed to a particular branch within the sector, as was previously the case. The EDO-Education is required to take decisions on the allocation of resources across branches and levels of education. The EDO-Education makes proposals and identifies schemes which are submitted to the EDO-Finance and Planning (F&P). EDO F&P makes the budget by prioritizing schemes and sends these schemes to the District Development Committee (DDC) for consideration and approval.¹⁴

2.4 School Council's Fund Transfer Mechanism:

The School Council funds are transferred to district governments in the form of block grants from the provincial government. According the School Councils Policy, 2007 the district government is required to allocate a minimum amount of Rs. 20,000 for each primary school and Rs. 50,000 for each middle school in the annual budget of EDO Education. The District Coordination Officer (DCO) approves the release of School Council Fund and after the approval from DCO, a "sanction letter" is issued by EDO Finance and Planning to the District Accounts Officer and a copy of the letter is sent to the EDO Education. On receipt of the letter, the EDO Education prepares School Councils Grant Bill on a form prescribed for this purpose. The Bill is submitted to the District Accounts Officer along with a verified list of the accounts of all the SCs. After approval of the Bill by the District Accounts Officer, it is submitted to the bank in which the Account IV of the District Government is held. From the Account IV, the funds are directly transferred to the accounts of the SCs. Deputy DEOs are then directed by the EDO education to inform the SCs about transfer of funds.

¹² . Ibid. pp. 23-24.

¹³ Since 2009 EDO- Education is only catering for the schools, for the HE sector a divisional Director (Colleges) have been appointed and DEO (Colleges) is reporting to him

¹⁴ . Ibid, p. 24.

Chapter III: District Profiles: Education Data and Budget

This chapter presents an analysis of the education data/statistics and district education budgets of Rawalpindi and Chakwal. The data for enrollment (Gross Enrollment Rate), number of teachers, number of educational institutions and number of schools without basic facilities besides budgetary allocations and expenditures at district level present the education profile of both districts. The analysis presents Gender disaggregated data and budget besides sharing data by level of education.

A. District Education Data and Budget: Rawalpindi

1. District Education Statistics

Rawalpindi is a district in Punjab province with an area of 5,286 km² (2,041 sq mi). According to the 1998 census of Pakistan, the population of the district was 3,363,911 of which 53.03% were urban, and is the second-most urbanized district in Punjab. The population was estimated to be 4.41 million in 2008. According to Pakistan Social and Living Standards Measurement Survey (PSLM) 2004-05, district Rawalpindi had a literacy rate of 75% and is ranked 2nd in the province.

This section will start with an overall analysis of the districts on key education indicators followed by detailed analysis of education budget.

1.1 Enrollment Rate

At primary and middle level, total enrollment of district Rawalpindi is 580,964, where at both levels of education share of enrollment is more in private institutions (57% at primary level) as compared to public institutions (43% at primary level). This is in sharp contrast with the national composition of enrollment where around 67 percent students are enrolled in public sector. This highlights that public sector which has remained the major education service provider in the past is not preferred any more due to issues related to accessibility and quality of education. However, the reasons for the shift to private schools need to be investigated in more detail.

Another important finding is the continuous decline in enrollment of both boys and girls from primary level onwards. In percentage terms, girls' enrollment at middle level is 51% less than the enrollment at primary level. This means that out of 100 female students enrolled at primary level only 49 students make it to the middle level. (Table 1)

Table 1: Enrollment in Rawalpindi

| Number of Students | Primary | | | Middle | | |
|--------------------|---------|---------|---------|--------|--------|--------|
| | Male | Female | Total | Male | Female | Total |
| Public Schools | 79,471 | 93,136 | 172,607 | 43,179 | 40,938 | 84,117 |
| Private Schools | 122,020 | 106,524 | 228,544 | 49,156 | 46,540 | 95,696 |

Source: National Education Management Information System (NEMIS), 2006-07

When analyzed across gender lines, statistics reveal that girls' enrollment at primary level is higher than boys in public sector schools. However, girls enrollment declines drastically at the middle level and becomes even less than boys enrollment. Moreover, boys' enrollment rate is higher in private schools compared to public sector schools, which indicates that parents prefer to invest more in boys' education compared to girls.

In district Rawalpindi, total Gross Enrollment Rate (GER) is 120%. Gender disaggregated analysis shows that GER of boys is 124%, which is more than GER of girls (115%). (Table 2) On the other hand, total Net Enrollment Rate (NER) of district Rawalpindi is 71, which is 72 for boys and 74 for girls.

Table 2: Gross Enrollment Rate (GER)

| GER | Boys | Girls |
|------------|------|-------|
| Rawalpindi | 124% | 115% |

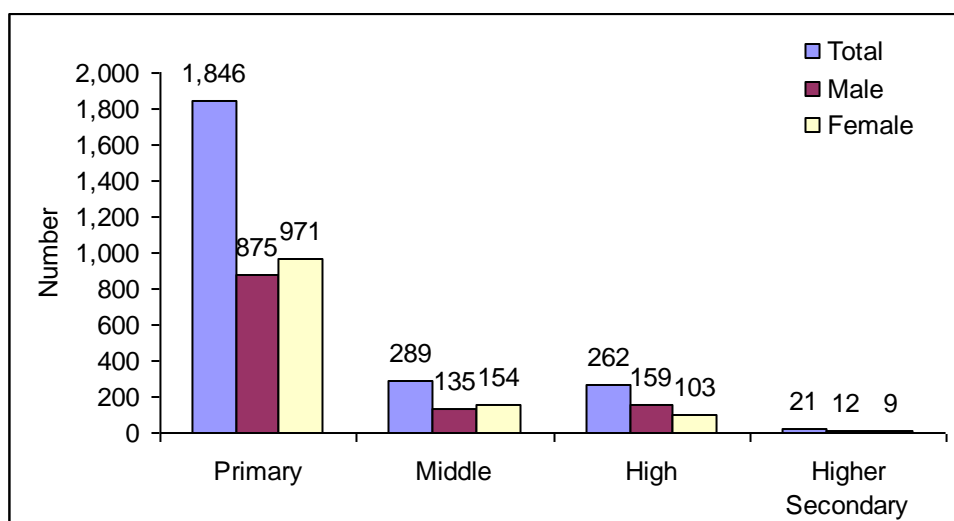
Source: Pakistan Social Living and Standards Measurement (PSLM) Survey, 2004-05

The state of education in district Rawalpindi is quite encouraging as it ranks 5th according to GER and 7th according to NER in province Punjab.

1.2 Share of Institutions

District Rawalpindi has 2,418 schools in total, where statistics show that 51% schools are for female and 49% schools are for male students. At different level of education, data indicates that highest number of schools is primary level, i.e. 76%, which is followed by 12% middle schools, 11% high schools, and 1% high secondary schools in district Rawalpindi.

Chart 1: Number of Educational Institutions



Source: National Education Management Information System (NEMIS), 2006-07

Gender disaggregated analysis indicates that at primary and middle level, number of girls' schools is 53% for each and number of boys' schools is 47% each. Whereas, at high and higher

secondary level, number of boys' schools is 61% and 57%, respectively, which is significantly higher than number of girls' schools. This highlights a sharp decline in the number of female schools from primary school onwards.

1.3 Number of Teachers

There are 13,355 school-teachers in the district, where male teachers are 51% (6762) and female teaching staff constitutes only 49% (6593). This highlights the insufficiency of teachers for girls' schools thus highlighting a major issue which also relates to the high drop-out rate and low literacy rate of girls, especially in rural areas. (Table 3)

Table 3: Number of Teachers

| Number of Teachers | Primary | Middle | High | Higher Secondary |
|--------------------|--------------|--------------|--------------|------------------|
| Male | 2679 | 1312 | 2435 | 336 |
| Female | 2972 | 1356 | 1978 | 287 |
| Total | 5,651 | 2,668 | 4,413 | 623 |

Source: National Education Management Information System (NEMIS), 2006-07

A detailed analysis at different levels of education indicates that highest number of teachers is available at primary schools, i.e. 42% of the total teachers in district Rawalpindi. This is followed by 33% teachers at high level, 20% teachers are middle level, and 5% teachers at higher secondary level. A gender-disaggregated analysis indicates that at primary and middle level, number of female teachers is higher than number of male teachers; however, at high and higher secondary levels male teachers outnumber female teachers.

1.4 Missing Facilities:

Availability of basic facilities, such as electricity, boundary walls, toilet blocks, and drinking water facility, in schools is extremely important for providing a secure and healthy learning environment to students. Therefore, to know the state of basic facilities in districts Rawalpindi, a detailed analysis of missing facilities as recorded in the NEMIS data is given hereafter.

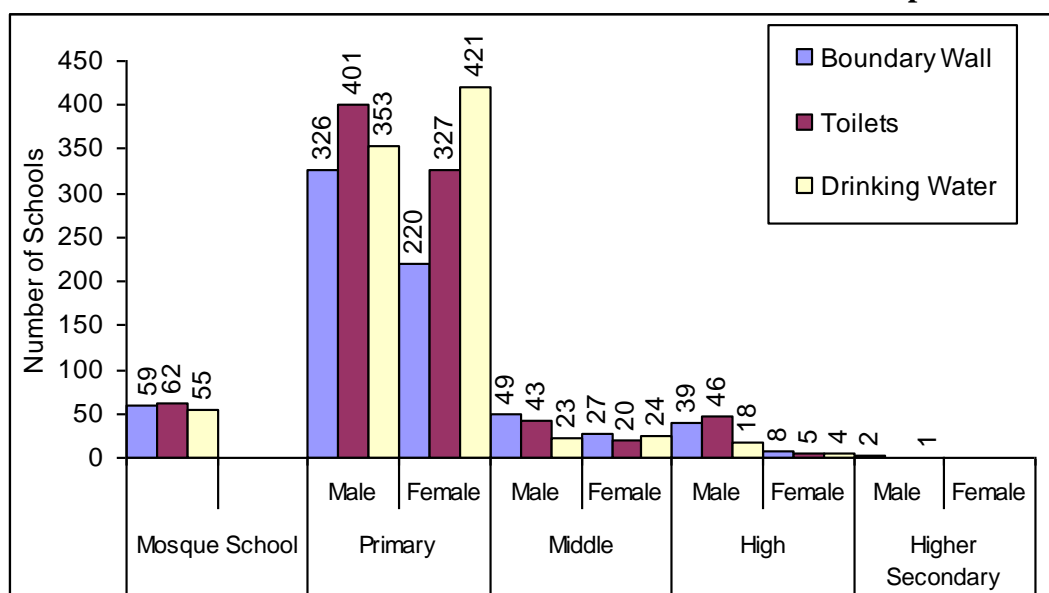
In district Rawalpindi, 31% schools do not have electricity, 21% schools are without boundary walls, 25% schools do not have toilet blocks, and 24% schools are without drinking water facility. Concerning the state of basic facilities at different levels of education, statistics indicate that out of total schools without basic facilities 6% mosque schools, 7% middle schools and 4% high schools do not have these facilities. Data reveals most daunting picture for primary schools, as out of total schools without basic facilities in district Rawalpindi 83% are primary schools. (Chart 2, Table 4)

1.4.1 Electricity

Out of total schools without basic facilities, 1147 schools do not have electricity in the district Rawalpindi. The percentage of boys' schools and girls' schools stands at 42% and 58%, respectively, which indicates that the state of electricity in girls' schools is more

aggravating than boys' schools (excluding mosque schools). Situation of electricity is better in mosque, middle, and high schools where, out of total schools without electricity, only 5%, 5%, and 1% schools, respectively, are without electricity. However, the state of electricity is aggravating in primary school, as out of total schools without electricity the percentage of primary schools without electricity stands at 89%. At each level of education, the percentage of girls' schools without electricity is higher than boys' schools, except high schools.

Chart 2: Schools without Basic Facilities in District Rawalpindi



Source: National Education Management Information System (NEMIS), 2006-07

1.4.2 Boundary Wall

In district Rawalpindi, statistics indicate that 730 schools are without boundary wall. Gender disaggregated analysis shows that out of total schools without basic facilities 62% boys' schools and 38% girls' schools do not have boundary walls (excluding mosque schools). The statistical data at different levels of education indicate that, out of total schools without boundary wall, 75% are primary schools. However, out of total schools without boundary wall, the situation is comparatively better at mosque school, middle school, and high schools where 8%, 10%, and 6% schools, respectively, are without boundary walls. At each level of education, percentage of boys' schools without boundary wall is higher than girls' schools without boundary walls.

1.4.3 Toilets

Overall, out of total schools without basic facilities, 904 schools do not have toilet blocks in district Rawalpindi, where the percentage for boys' schools and girls' schools stands at 58% and 42%, respectively (excluding mosque schools). Statistics indicate that, out of total schools without toilet blocks, 7% mosque schools, 7% middle schools, and 6% high schools do not have toilet facility. The most disheartening situation is in primary schools which constitute 81% of total schools without toilet blocks. At each level of education,

percentage of boys' schools without toilet facility is more than girls' schools without toilet facility.

1.4.4 Drinking Water Facility

The data shows that 899 schools are without drinking water facility, out of total schools without basic facilities in district Rawalpindi. Gender disaggregated data indicates that 53% girls' schools and 47% boys' school do not have drinking water facility (excluding mosque schools). The state of drinking water facility is better in mosque schools, middle schools, and high schools, where out of total schools without drinking water facility, only 6%, 5%, and 2% schools, respectively, do not have drinking water. In comparison to other levels of education, primary schools present the worst picture, as out of total schools without drinking water facility 86% are at primary level. At each level of education, percentage of girls' schools without drinking water facility is higher than boys' schools without drinking water facility, except middle level.

Table 4: Schools without Basic Facilities in District Rawalpindi

| Level | Gender | Electricity | Boundary Wall | Toilets | Drinking Water |
|---------------|--------|-------------|---------------|---------|----------------|
| Mosque School | | 57 | 59 | 62 | 55 |
| Primary | Male | 431 | 326 | 401 | 353 |
| | Female | 592 | 220 | 327 | 421 |
| Middle | Male | 20 | 49 | 43 | 23 |
| | Female | 35 | 27 | 20 | 24 |
| High | Male | 8 | 39 | 46 | 18 |
| | Female | 4 | 8 | 5 | 4 |

Source: National Education Management Information System (NEMIS), 2006-07

The above statistics reveal a disturbing picture of the state of affairs in public schools *vis-à-vis* the availability of basic facilities. The high incidence of missing basic facilities as toilets, drinking water, electricity and boundary walls reflect badly on the policy planners and are largely responsible for the high drop-out and low enrollment rates particularly among girls along with other factors.

2. Analysis of District Education Budget: Rawalpindi

This sub-section contains the analysis of current and development budgets allocated for education in the district at different levels of schooling. It also provides district level budget estimates for School Councils (SCs), unit cost per student per year, and development schemes of the select 40 schools of the district.

2.1 Total Education Budget – District Rawalpindi

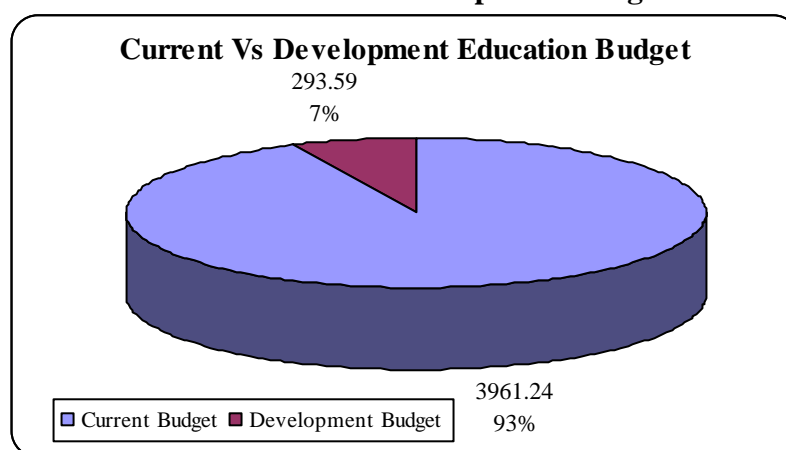
District Rawalpindi has been allocated Rs. 4254.83 million for education for the fiscal year (FY) 2009-10. Overall, the allocations for the education budget of the district are 26% higher than the budget allocated in FY 2008-09. However, an in-depth analysis shows that, in FY 2009-10, although overall budget allocation increased and as result the current budget increased by 37% but development budget decreased by 39%, in comparison to the budget allocated in FY 2008-09. This is indicative of the fact that the political and policy commitment for the development of education sector is being undermined by relatively high priority assigned to regular expenses. (Table 5)

Table 5: Total Education Budget (Rs. Million)

| Education Budget | 2008-09 | 2009-10 | % change |
|--------------------|----------|----------|----------|
| Total | 3,376.49 | 4,254.83 | 26% |
| Current Budget | 2892.595 | 3961.24 | 37% |
| Development Budget | 483.90 | 293.59 | -39% |

As regards the share of current and development budget in total education budget, in FY 2008-09, current budget was 86% of the total education budget and development budget was 14% of the total education budget. However, in FY 2009-10, the share of development budget decreases substantially, as the development budget comprised only 7% of the total budget and the share of current budget increased to 93% of the total education budget. This highlights that insufficient budget has been allocated for development project/schemes in the district Rawalpindi. (Chart 3)

Chart 3: Share of Current and Development Budget – FY 2009-10

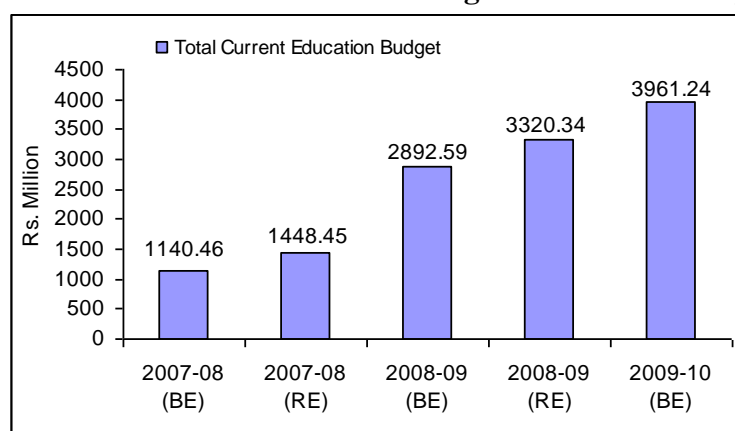


The budget data reveals that during past two years very minimal amount has been allocated and utilized for development purposes. This less allocation and expenditure under the development head is a potential reason for the high incidence of missing facilities in schools ultimately having impact on the enrollment and retention rate of students. Better allocation and effective utilization of development budget for improving education facilities will have positive impact on the enrollment and retention rate of students especially girls.

2.2 Total Current Education Budget

The current part of the budget is used to pay the salaries of the staff (teaching as well as administrative) and to meet the running costs of educational institutions and operating cost of district education department. In FY 2009-10, district Rawalpindi was allocated Rs. 3961.24 million. This is 129% more than the amount utilized in FY 2007-08 and 19% more than the amount utilized in FY 2008-09. Statistics also indicate that every year budget is being allocated on incremental basis. (Chart 4)

Chart 4: Total Current Education Budget – District Rawalpindi¹⁵

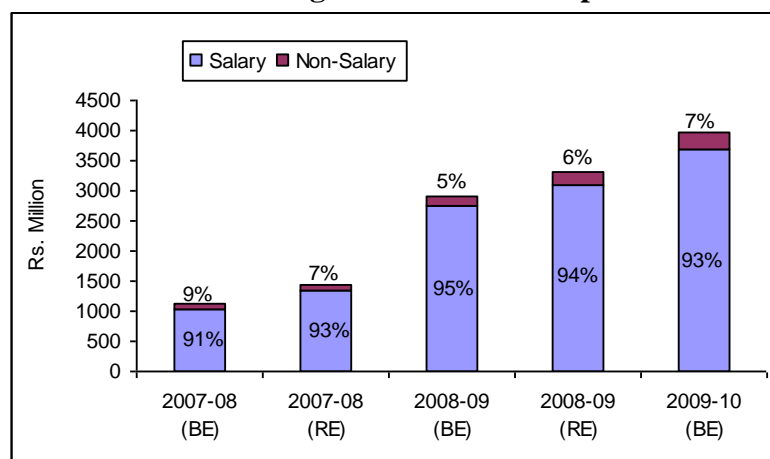


2.2.1 Current Budget: Salary and Non-salary

According to the Medium Term Development Framework (MTDF) the non-salary costs should be at least 12% of the total current budget allocations. On the contrary, the current education budget of district Rawalpindi shows that share of non-salary costs have always remained less than 9% in the total current budget both in nominal and real numbers. In FY 2008-09, the non-salary costs were 5% of the total current budget, whereas utilized amount was 6% of the total current budget. The share of non-salary costs was 7% of the total current budget in FY 2008-09. (Chart 5)

¹⁵ In this chart and hereafter B.E. stands for budgetary estimates or allocations and R.E. stands for revised estimates or expenditures.

Chart 5: Salary and Non-Salary Costs in Current Education Budget – District Rawalpindi



A very little allocation for non-salary budget is a source of concern as non-salary component of the current budget is essential for the effective functioning of educational institutions.

2.2.2 Total Current Budget for Primary Education

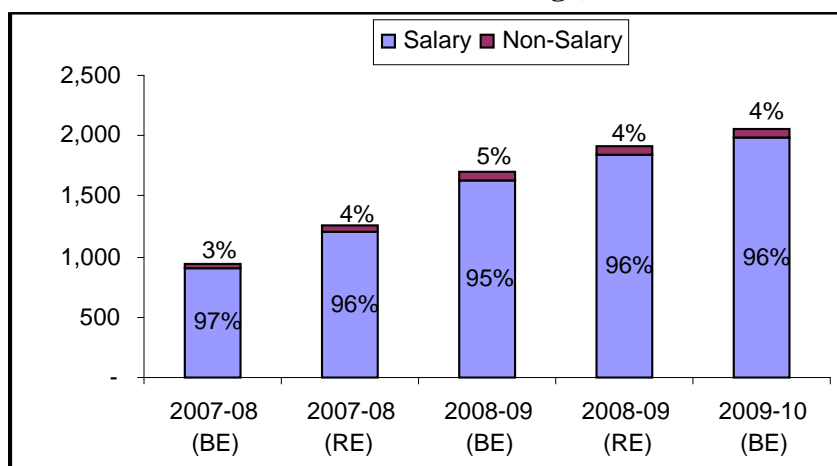
In FY 2009-10 Rs. 2,057 million has been allocated for primary education under the current budget in district Rawalpindi. This amount is 20% higher than the budget allocated in FY 2008-09 and 7% higher than the amounts utilized in FY 2008-09 for primary education. (Table 6)

Table 6: Current Budget for Primary Education (Rs. Million)

| Primary Education | 2007-08 (BE) | 2007-08 (RE) | 2008-09 (BE) | 2008-09 (RE) | 2009-10 (BE) |
|-------------------|--------------|--------------|--------------|--------------|--------------|
| Salary | 911.11 | 1,202.39 | 1,625.46 | 1,836.28 | 1,984.20 |
| Non-Salary | 31.83 | 48.81 | 83.07 | 85.43 | 72.80 |
| Total | 942.94 | 1,251.20 | 1,708.52 | 1,921.71 | 2,057.00 |

Irrespective of the increase in the total current budget of primary education, the salary costs have always remained higher than 95% of the total current budget of primary education. In FY 2009-10, only 4% of the total current budget of the primary education has been allocated for non-salary expenses. (Chart 6)

Chart 6: Share of Salary and Non-salary Costs in the Current Budget of Primary Education (Percentage)



A gender-disaggregated analysis of the salary and non-salary costs in the current budget of primary education shows similar results as salary costs for both male and female are higher than 95% of the total current budget for primary education and non-salary costs are only 2-5% of the total current budget for primary education of the district Rawalpindi. (Table 7)

Table 7: Share of Salary and Non-salary Costs in the Current Budget of Primary Education (Gender-disaggregated Data)

| Primary Education Budget | | 2007-08 (BE) | 2007-08 (RE) | 2008-09 (BE) | 2008-09 (RE) | 2009-10 (BE) |
|--------------------------|------------|--------------|--------------|--------------|--------------|--------------|
| Female | Salary | 98% | 96% | 95% | 96% | 97% |
| | Non-Salary | 2% | 4% | 5% | 4% | 3% |
| Male | Salary | 95% | 96% | 95% | 95% | 96% |
| | Non-Salary | 5% | 4% | 5% | 5% | 4% |

When viewed from a gender lens we come to know that increase in male schools' share in non-salary budget is higher than it is for female schools. This indicates that girls' schools have been allocated less finances to meet their non-salary recurrent expenditure.

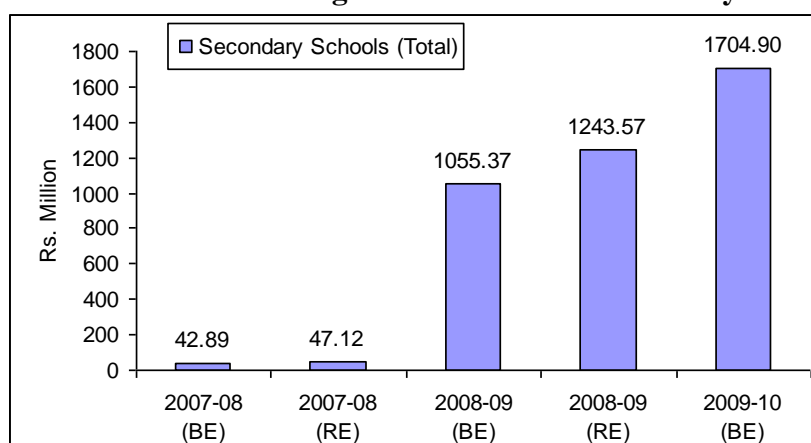
2.2.3 Total Current Budget for Middle & Secondary Education

In FY 2009-10, an amount of Rs. 1704.90 million has been allocated for secondary schools, which also includes the budget for middle education,¹⁶ which is 62% higher than the amount allocated in FY 2008-09 and 37% higher than the amount utilized in FY 2008-09. In FY 2007-08, Rs. 42.89 million were allocated for secondary schools (municipal

¹⁶ In the current education budget of district Rawalpindi, the budget for middle schools is not provided separately instead it is included in the budget given under the head of secondary schools. Moreover, the budget for middle schools cannot be separated as grade 6, grade 7, and grade 8 are part of the secondary schools.

corporation), whereas no budget was allocated for secondary schools. However, in FY 2008-09, Rs. 48.09 million were allocated for secondary schools (municipal corporation), and Rs. 1007.28 million were allocated for secondary schools. Due to provision of a significant share of budget to the secondary schools which were not provided any funds during previous year, the total budget for secondary schools in FY 2008-09 comes up to Rs. 1055.37 million. (Chart 7)

Chart 7: Total Current Budget for Middle and Secondary Education



Further analysis shows that, in FY 2009-10, the non-salary costs are 10% of the total current budget of secondary education. The amounts allocated for non-salary costs in FY 2009-10, are 295% higher than the amounts allocated for non-salary costs in FY 2008-09. Whereas the salary costs are 90% of the total current budget allocated for secondary schools in FY 2009-10. (Table 8)

Table 8: Share of Salary and Non-salary Costs in the Current Budget of Middle Education (Rs. Million)

| Secondary Schools | 2007-08 (BE) | 2007-08 (RE) | 2008-09 (BE) | 2008-09 (RE) | 2009-10 (BE) |
|------------------------|--------------|--------------|----------------|----------------|----------------|
| Secondary Schools | 0.00 | 0.00 | 1007.28 | 1194.88 | 1606.14 |
| Salary | | | 976.01 | 1129.59 | 1466.63 |
| Non-Salary | | | 31.27 | 65.29 | 139.52 |
| Secondary Schools (MC) | 42.89 | 47.12 | 48.09 | 48.68 | 98.75 |
| Salary | 35.57 | 39.80 | 37.96 | 38.04 | 74.84 |
| Non-Salary | 7.33 | 7.32 | 10.14 | 10.64 | 23.91 |
| Total | 42.89 | 47.12 | 1055.37 | 1243.57 | 1704.90 |
| Salary | 35.57 | 39.80 | 1013.96 | 1167.63 | 1541.46 |
| Non-Salary | 7.33 | 7.32 | 41.41 | 75.94 | 163.43 |

2.3 Total Development Budget for Education – District Rawalpindi

District Rawalpindi has allocated Rs.293.59 million under development budget, in FY 2009-10, which is 39% less than the amount allocated for development schemes in FY 2008-09. The development budget of FY 2009-10 includes 48% budget for boys' schools and 58% budget for girls' schools. (Table 9)

Table 9: Total Development Education Budget (Rs. Million)

| Development Budget | 2008-09 | 2009-10 |
|--------------------|---------------|---------------|
| Boys | 201.29 | 141.94 |
| Girls | 282.60 | 151.65 |
| Total | 483.90 | 293.59 |

The development budget constitutes only a small portion of the overall budget, further reduction in its allocation means that an extremely small portion of the education budget is being spent on development purposes which are essentially important to improve the quality of education. The low allocations for development budget explain the high incidence of missing facilities, which is partly responsible for the high drop out-rate particularly among girls.

2.3.1 Development Budget for Elementary Education

In FY 2009-10, Rs. 136.21 million has been allocated for elementary schools under the development budget, which includes the budget for primary schools and middle schools.¹⁷ This amount is 31% less than the amount allocated in FY 2008-09, which is largely due to overall reduction in the development budget for education sector of the district.

Table 10: Development Education Budget for Elementary Education (Rs. Million)

| Elementary Education | 2008-09 | 2009-10 |
|----------------------|---------------|---------------|
| Boys | 44.88 | 42.42 |
| Girls | 151.26 | 93.79 |
| Total | 196.13 | 136.21 |

However, an in-depth analysis shows that, in FY 2009-10, major reduction was made in the development budget of girls' schools, i.e. 39% decrease in the allocations. A gender-disaggregated analysis indicates that, in FY 2009-10, 39% of the development budget of elementary education has been allocated to boys' schools and 69% has been allocated to girls' schools.

2.3.2 Development Budget for Secondary Education

Around Rs. 147.13 million were allocated for secondary education under development

¹⁷ In the development education budget of district Rawalpindi, the budget for primary and middle schools is not provided separately but it is given collectively under the head of elementary education.

budget, in FY 2009-10, which is 47% less than the amount allocated for secondary schools in FY 2008-09. A thorough analysis shows that, in FY 2009-10, the budget allocated for girls' schools is 46% less than the budget allocated to girls' schools in previous year, whereas budget allocated for boys' schools is 29% less than the budget allocated in FY 2008-09.

Table 11: Development Education Budget for Secondary Education (Rs. Million)

| Elementary Education | 2008-09 | 2009-10 |
|----------------------|---------|---------|
| Boys | 156.16 | 94.66 |
| Girls | 123.77 | 52.47 |
| Total | 279.92 | 147.13 |

Gender-disaggregated analysis of the development budget of secondary education shows that, in FY 2009-10, 64% of the development budget of secondary education has been allocated for boys' schools and 36% of the development budget of secondary education has been allocated for girls' schools.

2.4 Total District Budget for School Councils - District Rawalpindi

In FY 2009-10, Rs. 47.90 million have been allocated for School Councils (SCs), which is 5% more than the amount allocated for SCs in FY 2008-09. Gender-disaggregated analysis shows that Rs.26.93 million has been allocated for girls' schools and Rs.20.97 million has been allocated for boys' schools. (Table 11)

Table 11: Total District Budget for School Councils – District Rawalpindi (Rs. Million)

| Tehsils | School Council Fund 2008-09 | | | School Council Fund 2009-10 | | |
|--------------------|-----------------------------|--------------|--------------|-----------------------------|--------------|--------------|
| | Male | Female | Total | Male | Female | Total |
| Rawalpindi | 5.40 | 7.38 | 12.78 | 5.62 | 6.69 | 12.31 |
| Gujar Khan | 5.23 | 8.37 | 13.60 | 5.19 | 7.78 | 12.97 |
| Murree | 2.85 | 2.90 | 5.75 | 2.79 | 2.79 | 5.58 |
| Kahuta | 2.38 | 2.80 | 5.18 | 4.15 | 5.44 | 9.59 |
| Kottli | 1.77 | 2.50 | 4.27 | 1.79 | 2.24 | 4.03 |
| Taxila | 1.47 | 1.00 | 2.47 | 1.43 | 0.88 | 2.31 |
| MCs | 1.50 | | 1.50 | - | 1.11 | 1.11 |
| Grand Total | 20.60 | 24.95 | 45.55 | 20.97 | 26.93 | 47.90 |

2.5 Unit Cost Per Student

In district Rawalpindi, unit cost per student at primary level is Rs.8, 263 in FY 2009-10, which is almost equal to the unit cost in FY 2008-09. It includes Rs.7970 for salary costs and

Rs.292.45 for non-salary costs. (Table 12)

Table 12: Unit Cost per Student at Primary Level

| Unit Cost (In. Rs) | 2007-08 (RE) | 2008-09 (RE) | 2009-10 |
|---------------------------|---------------------|---------------------|-----------------|
| Salary | 5,534.93 | 7,878.26 | 7,970.95 |
| Non-Salary | 224.68 | 366.51 | 292.45 |
| Pre/Primary Stage | 5,759.61 | 8,244.77 | 8,263.41 |

B. District Education Data and Budget: Chakwal

1. District Education Statistics

The district of Chakwal, which covers an area of 6,524, is subdivided into 4 tehsils. The total area of Chakwal district is 6,609 square kilometers, which is equivalent to 1,652,443 acres (6,687.20 km²). According to the 1998 census of Pakistan, the total population of the district is 1,083,725 of which only 12.01% were urban thus making Chakwal the most rural district in Punjab. According to Pakistan Social and Living Standards Measurement Survey (PSLM) 2004-05, district Chakwal had a literacy rate of 73% and ranked 4th in the province.

This section will start with an overall analysis of the districts on key education indicators followed by detailed analysis of education budget.

1.1 Enrollment Rate

Total enrollment of district Chakwal is 211,152 at primary and middle level school. Contrary to the trend in District Rawalpindi 72% of enrolled students are in public sector schools. Concerning different levels of education, statistics indicate that out of 211,152 enrolled students around 68% are in primary schools and 32% are in middle schools.

Like district Rawalpindi the trend of decline in enrollment of both boys and girls from primary level onwards is also visible in Chakwal. In percentage terms, girls' enrollment at middle level is 48% less than the enrollment at primary level. This means that out of 100 female students enrolled at primary level only 52 students make it to the middle level. (Table 1)

Table 1: Enrollment in Chakwal

| | Primary | | | Middle | | |
|-----------------|---------|--------|---------|--------|--------|--------|
| | Male | Female | Total | Male | Female | Total |
| Public Schools | 50,592 | 50,351 | 100,943 | 29,714 | 22,410 | 52,124 |
| Private Schools | 23,706 | 19,019 | 42,725 | 8,341 | 7,019 | 15,360 |
| Total | 74,298 | 69,370 | 143,668 | 38,055 | 29,429 | 67,484 |

Source: National Education Management Information System (NEMIS), 2006-07

The above data (Table 1) also informs that girls' enrollment is less than boys at both levels of education in public as well as private schools. In district Chakwal, Gross Enrollment Rate (GER) is 115%, whereas Net Enrollment Rate (NER) is 71%. A gender disaggregated analysis indicates that boys out number girls in both GER and NER. (Table 2) District Chakwal is ranked at 5th according to NER and 8th according to GER.

Table 2: Gross Enrollment Rate (GER)

| Enrollment Rate | Boys | Girls |
|-----------------|------|-------|
| GER | 120% | 110% |
| NER | 77% | 73% |

Source: Pakistan Social Living and Standards Measurement (PSLM) Survey, 2004-05

1.2 Number of Teachers

In district Chakwal, overall number of school teachers is 7,181 at primary, middle, high, and higher secondary schools. Gender disaggregated analysis shows that number of male teachers (54%) is significantly higher than female teachers (46%). A thorough analysis at different levels of education indicates that primary level has highest number of teachers (36%), which is followed by 34% teachers at high level, 26% teachers at middle level, and only 4% teachers at higher secondary level. (Table 3)

Table 3: Number of Teachers

| Number of Teachers | Primary | Middle | High | Higher Secondary |
|--------------------|-------------|-------------|-------------|------------------|
| Male | 1300 | 809 | 1542 | 204 |
| Female | 1289 | 1060 | 886 | 91 |
| Total | 2,589 (36%) | 1,869 (26%) | 2,428 (34%) | 295 (4%) |

Source: National Education Management Information System (NEMIS), 2006-07

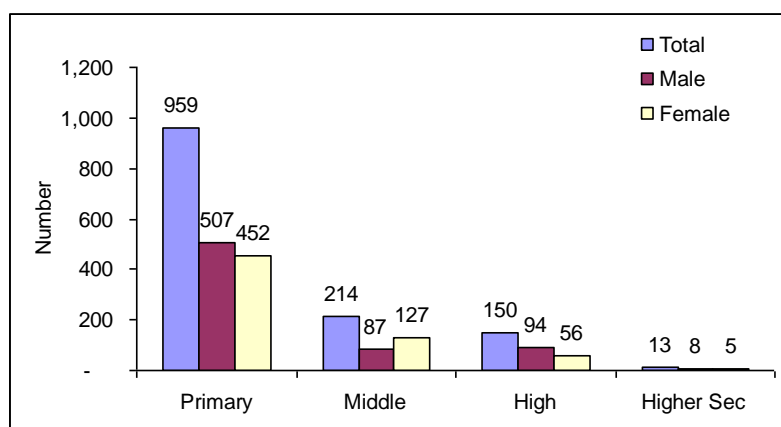
A gender disaggregated analysis at different levels of education indicates that number of male teachers is higher than female teachers at all levels of education except middle level where number of female teachers (57%) is significantly higher than male teachers (43%). The teacher student ratio at primary level is 1:39 which is almost same in case of both boys and girls. However at middle level the student teacher ratio drops to 1:29, which is less favorable for boys (1:36) compared to girls (1:21) at the same education level. Moreover, it is also interesting to note that number of male teachers of the district is highest at the high school level in contrast with the highest number of male students' enrollment at primary level. This highlights the need for rationalization of resources and data based decision making at the district level.

1.3 Share of Institutions

District Chakwal has 1,336 public educational institutions at primary, middle, high, and higher secondary level. Statistics highlight that 72% of the educational institutions are at primary level. This is followed by 16%, 11%, and 1% educational institutions at middle, high and higher secondary level, respectively.

At all levels of education, share of boys' educational institutions is more than girls' educational institutions except middle level where share of girls' educational institutions is 59% as compared to 41% educational institutions of boys. (Chart 1)

Chart 1: Number of Educational Institutions



Source: National Education Management Information System (NEMIS), 2006-07

1.4 Missing Facilities

In district Chakwal, in total, 40% schools do not have electricity, 19% schools are without boundary walls, 21% schools do not have toilet blocks, and 20% schools are without drinking water facility. The statistics for missing facilities at different levels of education indicate that, out of total schools without basic facilities, 13% mosque schools, 6% middle schools, and 3% high schools do not have these facilities. While statistics show the most aggravating situation in primary schools, as out of total schools without basic facilities 78% are at primary level. (Chart 2, Table 4)

1.4.1 Electricity

Overall, out of total schools without basic facilities 384 are without electricity in district Chakwal, where 55% boys' schools and 45% girls' schools are without electricity (excluding mosque schools). Data indicates that 8% mosque schools and 6% middle schools, out of total schools without electricity, are without electricity. However, the worst situation is at primary level, as primary schools constitute 86% of the total schools without electricity. At each level of education, the number of boys' schools having electricity is less than girls' schools.

Table 4: Number of Schools without Basic Facilities – District Chakwal

| Level | Gender | Electricity | Boundary Wall | Toilets | Drinking Water |
|-----------|--------|-------------|---------------|---------|----------------|
| Primary | Male | 183 | 99 | 104 | 77 |
| | Female | 149 | 19 | 34 | 77 |
| Middle | Male | 14 | 12 | 8 | 7 |
| | Female | 9 | 5 | | 5 |
| Secondary | Male | -- | 15 | 9 | 3 |
| | Female | -- | -- | -- | -- |

Source: National Education Management Information System (NEMIS), 2006-07

1.4.2 Boundary Wall

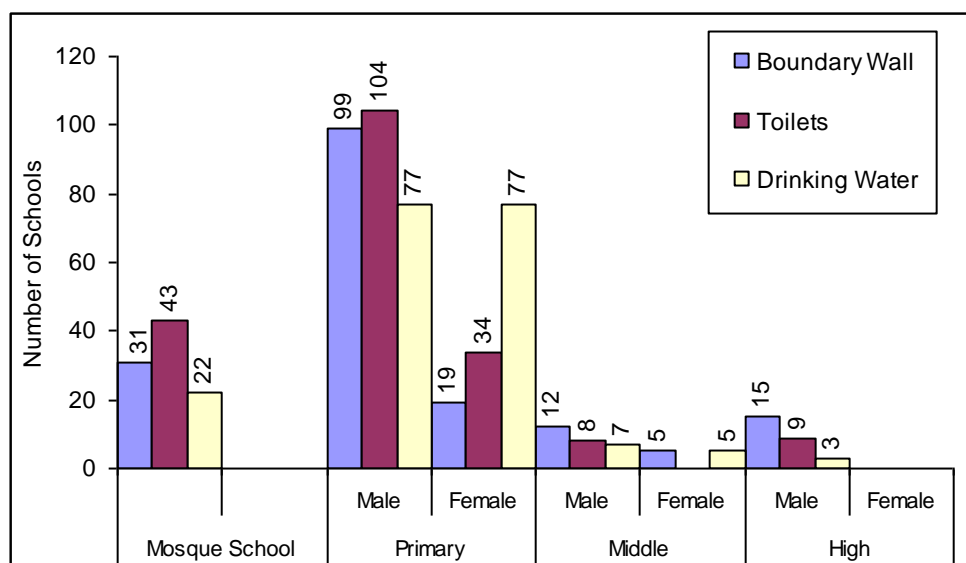
Out of total schools without basic facilities around 181 schools do not have boundary walls in district Chakwal. Gender disaggregated analysis indicates that the situation is worst in boys' schools, as 84% boys' schools do not have boundary walls in comparison to 16% girls' schools (excluding mosque schools). In mosque schools, middle schools, and high schools, out of total schools without boundary walls, 17%, 9%, and 8% schools, respectively, are without boundary walls. Whereas, out of total schools without boundary walls 65% are at primary level. At each level of education, the percentage of boys' schools without boundary walls is more than girls' schools.

1.4.3 Toilet Blocks

Statistics indicate that 198 schools, out of total schools without basic facility, do not have toilet facility in district Chakwal, where the percentage for boys' schools and girls' schools stand at 78% and 22%, respectively (excluding mosque schools). This indicates that boys' school are in worst situation as compared to girls' schools. Data according to school level shows that middle schools and high school have toilet facilities much better than the primary and mosque schools. Out of total schools without toilet blocks, only 4% are middle schools and 5% are high schools, whereas situation is worst in primary schools which constitute 70% of the schools without toilet facility.

Gender disaggregated data shows that at all educational levels, number of boys' school without toilet blocks is significantly higher than girls' schools without toilet block.

Chart 2: Number of Schools without Basic Facilities – District Chakwal



Source: National Education Management Information System (NEMIS), 2006-07

1.4.4 Drinking Water Facility

Out of total schools without basic facilities, 191 schools in district Chakwal do not have

drinking water facility. Schools without drinking water facility comprise 51% boys' schools and 49% girls' schools (excluding mosque schools). School level wise data indicates that, out of total schools without drinking water facility, 12% are mosque level. The situation is worse at primary level which constitutes 81% of the total schools without drinking water facility.

This high incidence of missing facilities highlights the need for allocating more budgets under the development head for improving quality of education besides improving physical facilities to enhance enrollment and retention rate of students.

2 Analysis of District Education Budget: Chakwal

This sub-section contains the analysis of current and development budgets allocated for education in the district at different levels of schooling. It also provides district level budget estimates for School Councils (SCs), unit cost per student per year, and development schemes of the select 40 schools of the district.

2.1 Total Education Budget – District Chakwal

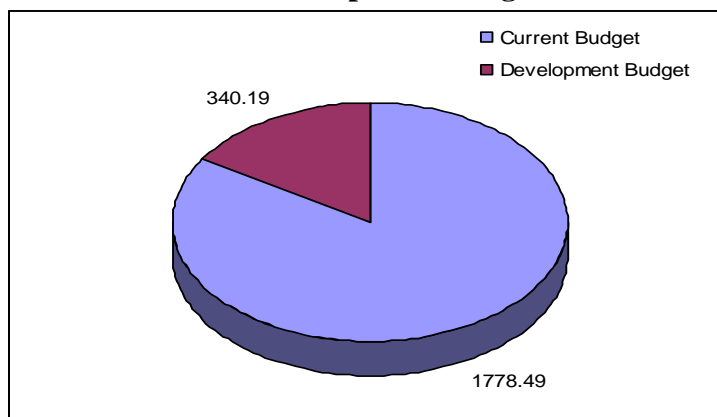
In FY 2009-10, district Chakwal has been allocated Rs.2118.68 million for education, which is 13% more than the education budget allocated in FY 2008-09 in the district. Analysis indicates that, in FY 2009-10, current education budget increased only 3% and development education budget increased 134% as compared to current and development education budget in FY 2008-09. This shows that more budget has been allocated for development project/schemes of education sector in the district compared to previous years. (Table 5)

Table 5: Total Education Budget (Rs. Million)

| Education Budget | 2008-09 | 2009-10 | % change |
|-------------------------|----------------|----------------|-----------------|
| Current Budget | 1723.17 | 1778.49 | 3% |
| Development Budget | 145.53 | 340.19 | 134% |
| Total | 1868.70 | 2118.68 | 13% |

As regards share of current and development budget in the total education budget, it is visible from the education budget of district Chakwal that current budget is 84% of the total education budget of the district. However, despite an increase of 134% in development budget as compared to last years' budget, development budget in only 16% of the total education budget in FY 2009-10. (Chart 3)

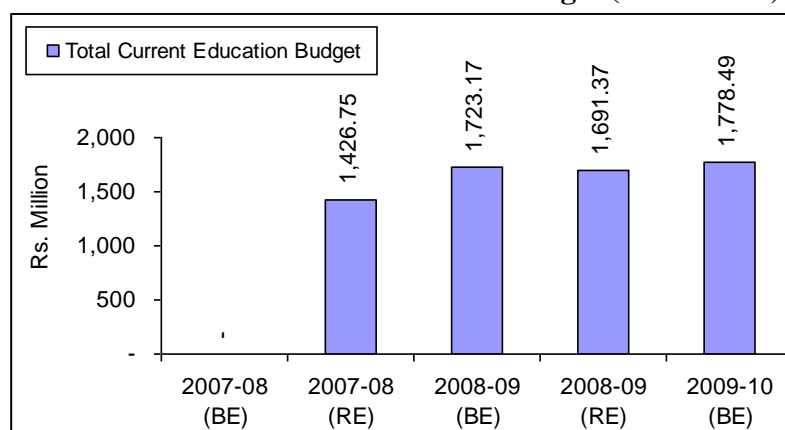
Chart 3: Share of Current and Development Budget – FY 2009-10 (Rs. Million)



2.2 Total Current Education Budget

District Chakwal has been allocated Rs.1778.49 million under current education budget. This amount is 3% more than the amount allocated in FY 2008-09 and 5% more than the amount utilized in FY 2008-09, under the current education budget. The data also shows that budget is allocated on incremental basis despite less utilization. (Chart 4)

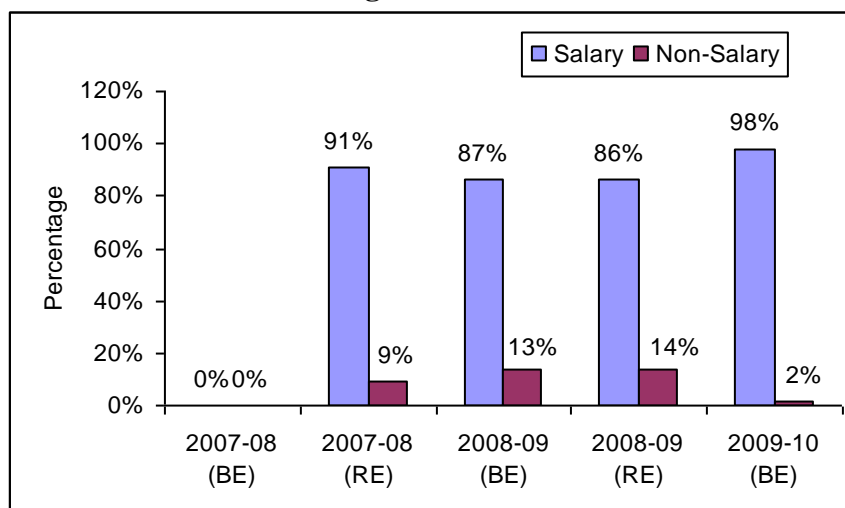
Chart 4: Total Current Education Budget (Rs. Million)



2.2.1 Current Budget: Salary and Non-salary

The non-salary costs should be at least 12% of the budget allocated. The share of non-salary costs in district Chakwal was consistent with MTFD, in FY 2008-09, as 13% of the total current budget was allocated for non-salary costs, whereas 14% of the current budget was utilized under non-salary costs during the same year. However, without taking into consideration the more utilization of non-salary costs in the previous year, only 2% of the total current education budget has been allocated for non-salary expenditure, in FY 2009-10, and a huge chunk (98%) of the current budget is allocated for salary expenditure. (Chart 5)

Chart 5: Share of Salary and Non-Salary Costs in the Total Current Education Budget



The budget analysis informs that the share of non-salary budget has shrunk tremendously to bolster the salaries and allowances of the employees. A very low allocation for the non-salary expenses entails serious implications for the education sector development because it squeezes resource base required operating costs, repair and maintenance and other indirect expenses.

2.2.2 Total Current Budget for Primary Education

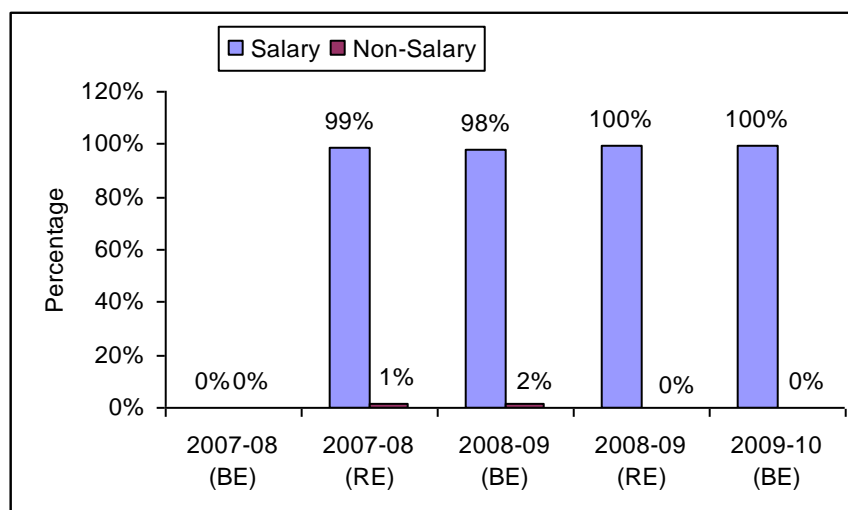
In district Chakwal, Rs. 1177.65 million has been allocated for primary education, in FY 2009-10, which is 66% of the total current education budget of the district. The amount allocated for primary education is 15% more than the amount allocated and 16% more than the amount utilized during FY 2008-09. (Table 6)

Table 6: Current Budget for Primary Education (Rs. Million)

| Primary Education | 2007-08 (BE) | 2007-08 (RE) | 2008-09 (BE) | 2008-09 (RE) | 2009-10 (BE) |
|-------------------|--------------|--------------|--------------|--------------|--------------|
| Salary | - | 927.84 | 1,007.24 | 1,007.57 | 1,176.05 |
| Non-Salary | - | 13.47 | 18.43 | 3.73 | 1.60 |
| Total | - | 941.31 | 1,025.67 | 1,011.30 | 1,177.65 |

Although the total current budget for primary education increased in FY 2009-10, but the amount allocated for non-salary costs is 91% less than the amount allocated and 57% less than the amount utilized for non-salary expenditure in primary education during FY 2008-09. An in-depth analysis shows that share of non-salary costs has always remained insignificant as compared to salary costs. In FY 2009-10, non-salary costs comprise only 0.13% of the total current budget for primary education. (Chart 6)

Chart 6: Share of Salary and Non-salary Costs in the Current Budget of Primary Education

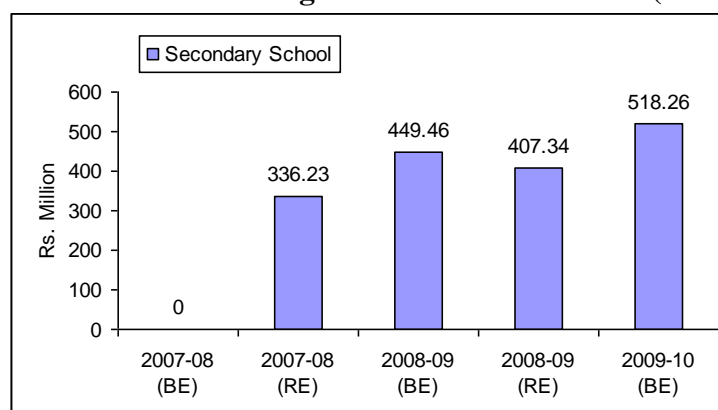


Similarly, gender disaggregated analysis of salary and non-salary costs highlight that share of non-salary costs for both girls' primary schools and boys' primary schools are significantly less than the salary costs.

2.2.3 Total Current Budget for Middle Education

In FY 2009-10, district Chakwal has been allocated an amount of Rs. 518.26 million for secondary schools, which also includes budget for middle schools. Secondary schools comprise 29% of the total current education budget in the district in FY 2009-10. The allocations for secondary schools, in FY 2009-10, are 15% more than the amount allocated and 27% higher than the amount utilized for secondary schools in FY 2008-09. (Chart 7)

Chart 7: Total Current Budget for Middle Education (Rs. Million)



In FY 2009-10, non-salary costs comprise only 1.06% of the total current education budget of secondary schools in the district, which also includes the budget for middle

schools. The situation was comparatively better during the previous years, however, the share of non-salary costs never increased from 2% of the total current education budget of secondary schools. (Table 7)

Table 7: Share of Salary and Non-salary Costs in the Current Budget of Middle Education (Rs. Million)

| Secondary Schools | 2007-08 (BE) | 2007-08 (RE) | 2008-09 (BE) | 2008-09 (RE) | 2009-10 (BE) |
|-------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Secondary Schools | - | 336.23 | 449.46 | 407.34 | 518.26 |
| Salary | | 330.11 | 439.18 | 400.09 | 512.74 |
| Non-Salary | | 6.12 | 10.28 | 7.25 | 5.52 |

A very little allocation for non-salary budget is a source of concern as non-salary component of the current budget is essential for the effective functioning of educational institutions.

2.3 Total Development Budget for Education – District Chakwal

Overall, in FY 2009-10, district Chakwal has been allocated Rs. 340.19 million under development budget for education. This amount is 134% more than the budget allocated for development schemes in FY 2008-09. A gender-disaggregated analysis indicates that, in FY 2009-10, boys' schools comprise 10% of the development budget as compared to 48% budget for girls' schools, whereas 42% of the development budget is without disaggregating gender.

Table 8: Total Development Education Budget (Rs. Million)

| | 2008-09 | | | 2009-10 | | |
|----------------------------|---------|-------|--------|---------|-------|--------|
| | Girls | Boys | Total | Girls | Boys | Total |
| Development Schemes | 79.67 | 61.58 | 145.53 | 161.69 | 34.58 | 340.19 |

An in-depth analysis indicates that despite a substantial increase in the total development budget of district Chakwal, the allocations for boys' schools decreased by 44% and the allocations for girls' schools increased by 103% as compared to FY 2008-09. (Table 8)

2.3.1 Development Budget for Primary Education

In FY 2009-10, Rs. 203.63 million has been allocated for elementary schools under the development budget, which includes the budget for primary schools and middle schools. This amount is 491% more than the amount allocated in FY 2008-09. A gender-disaggregated analysis indicates that, in FY 2009-10, 24% of the development budget of elementary education has been allocated to girls' schools and only 6% has been allocated to boys' schools, whereas 70% of the budget of primary education has been allocated without disaggregating gender thus making education budget allocations less responsive to

differential needs of boys and girls. (Table 9)

Table 9: Development Education Budget for Elementary Education (Rs. Million)

| | 2008-09 | | | 2009-10 | | |
|----------------------------|---------|-------|-------|---------|-------|--------|
| | Girls | Boys | Total | Girls | Boys | Total |
| Development Schemes | 15.62 | 18.80 | 34.42 | 49.30 | 12.05 | 203.63 |

However, an in-depth analysis shows that, in FY 2009-10, major increase is in the development budget of girls' schools, i.e. 215% increase in the allocations, whereas the budget for boys' schools decreased by 36% as compared to the allocation of FY 2008-09.

2.3.2 Development Budget for Secondary Education

Under development budget, in FY 2009-10, Rs. 135.85 million has been allocated for secondary schools, which is 23% more than the budget allocated for secondary education in FY 2008-09. A gender-disaggregated analysis indicates that girls' schools comprise 82% of the budget of secondary education and boys' school comprise 18% of the budget of secondary education, in FY 2009-10. (Table 10)

Table 10: Development Education Budget for Secondary Education (Rs. Million)

| | 2008-09 | | | 2009-10 | | |
|----------------------------|---------|-------|--------|---------|-------|--------|
| | Girls | Boys | Total | Girls | Boys | Total |
| Development Schemes | 63.40 | 42.78 | 110.46 | 111.69 | 22.54 | 135.85 |

A thorough analysis of secondary education budget shows that, in FY 2009-10, the budget allocated for girls' schools is 76% more than the budget allocated to girls' schools in previous year, whereas budget allocated for boys' schools is 47% less than the budget allocated in FY 2008-09.

2.4 Total District Budget for School Councils - District Chakwal

In FY 2008-09, Rs. 12.29 million has been allocated for School Councils (SCs) in district Chakwal. The analysis of total district budget for school councils at different levels of education shows that Rs.6.52 million has been allocated for 233 primary schools and Rs.5.76 million has been allocated for 88 secondary schools of the district. (Table 11)

Table 11: Total District Budget for School Councils – District Chakwal (Rs. Million)

| SMCs Fund 2008-09 | | | |
|-----------------------|--------------|---------------|----------------|
| | In Rs. | In Number | Rs. In Million |
| | Rate/ School | Total Schools | Amount |
| Chakwal Total | | | 6.18 |
| Primary Schools | 28,000.00 | 113 | 3.16 |
| Elementary School | 65,500.00 | 46 | 3.01 |
| Talagang Total | | | 5.03 |
| Primary Schools | 28,000.00 | 100 | 2.80 |
| Elementary School | 65,500.00 | 34 | 2.23 |
| C.S.Shah Total | | | 1.08 |
| Primary Schools | 28,000.00 | 20 | 0.56 |
| Elementary School | 65,500.00 | 8 | 0.52 |
| Grand Total | | | 12.29 |
| Primary Schools | 28,000.00 | 233 | 6.52 |
| Elementary School | 65,500.00 | 88 | 5.76 |

In the chapter IV of the study service delivery survey findings have been presented, which highlight issues related to SC fund transfer from district to schools and fund utilization at school level.

2.5 Unit Cost Per Student

In district Chakwal, unit cost per student at primary level is Rs.8448.05 for FY 2009-10, which is 11% more than the unit costs of FY 2008-09. It includes Rs.8436.57 for salary costs and Rs.11.48 for non-salary costs. School Council (SC) funds are not included in it. (Table 12)

Table 12: Unit Cost per Student at Primary Level

| Unit Cost (In. Rs) | 2007-08 (RE) | 2008-09 (RE) | 2009-10 |
|--------------------------|-----------------|-----------------|-----------------|
| Salary | 7,307.96 | 7,565.38 | 8,436.57 |
| Non-Salary | 106.09 | 28.03 | 11.48 |
| Pre/Primary Stage | 7,414.05 | 7,593.41 | 8,448.05 |

Chapter IV: Service Delivery and Beneficiary Assessments

A Service Delivery Survey (SDS) was conducted in 40 primary and elementary schools of each of the two select districts. The schools were selected from both rural and urban areas including both boys and girls schools. Along with SDS, a Beneficiary Assessment Survey (BAS) was also conducted to assess the satisfaction level of end beneficiaries with education services in public sector schools of districts Rawalpindi and Chakwal. The BAS was carried-out with a sample of 600 households in both districts.

A. Service Delivery Survey and Official Records: Analysis and Findings

The data collected by using SDS structured instrument has also been compared with the education statistics managed by the Provincial level Programme Monitoring and Implementation Unit (PMIU) of the Punjab Education Sector Reform Program (PESRP). Moreover, the budget related information especially regarding School Councils (SCs) funds has also been compared and contrasted with the information provided in the official memos and budget files of the respective district education management of Chakwal and Rawalpindi. The comparison of survey data and official records highlights various issues such as discrepancy in the provincial data and school records, lack of awareness among SCs, inconsistencies and issues regarding transfer of SC funds, leakage or misuse of funds, etc.

1. Profile of Schools and Respondents

Primary data about schools and basic education facilities has been collected from head teachers and teachers of the public schools. A structured questionnaire was used for data collection purpose. Close to 61 percent of schools were from rural areas and 39 percent from urban areas. Around 80 and 20 percent schools were selected from primary and middle levels, respectively. The sample of schools included 51 boy schools and 49 percent girl schools.

Table 1.1 Number and Percent of Schools Visited

| | Frequency | Percent |
|--------|-----------|---------|
| Male | 41 | 51 |
| Female | 39 | 49 |
| Total | 80 | 100 |

Around 57% head teachers (including 30% of the male and 27.50% of female) belong to the communities where schools are located. The survey data shows that more female head teachers around 48% out of total interviewed have not been provided positions of teaching in their respective communities compared to 37% male head teachers. This is in sharp contrast with the policy actions announced by the government for appointing female teachers in their localities. Moreover, out of total 61% teachers interviewed in rural areas 31.25% head teachers are serving in the schools located in their communities. In urban schools, out of 38.8% head teachers 26.25% and 12.50% teachers are serving in and outside their communities, respectively. It is evident that urban teachers have more chances than their rural counterparts

for being appointed in their own neighborhoods. Moreover, 45% of the primary and 12.50% of the middle school teachers serve in their neighborhoods. (See Table 1.2)

Table 1.2 Percent of Resident and Non-Resident Head Teachers

| School Level | Resident | Non-Resident | Total |
|--------------|----------|--------------|--------|
| Primary | 45.00 | 35.00 | 80.00 |
| Middle | 12.50 | 7.50 | 20.00 |
| Total | 57.50 | 42.50 | 100.00 |

As far as service experience of the head teachers is concerned 41.25% of all interviewed head teachers reported to have earned more than 10 years of teaching experience. However, 28.75% of the teachers have earned less than three years of experience, which is both sizable and significant. Overall, the data tells that majority of the teachers have more than 3 years of experience in teaching. More head teachers in district Rawalpindi possessed experience above 10 years compared to head teachers of district Chakwal, where majority of the head teachers possessed less than 6 years experience as head of school. (Table 1.3)

Table 1.3: Experience of Head Teachers

| | Less than 3 years | 3 years or more but less than 6 years | 6 years or more but less than 10 years | More than 10 years | Total |
|------------|-------------------|---------------------------------------|--|--------------------|--------|
| Rawalpindi | 16.25 | 7.50 | 2.50 | 23.75 | 50.00 |
| Chakwal | 12.50 | 16.25 | 3.75 | 17.50 | 50.00 |
| Total | 28.75 | 23.75 | 6.25 | 41.25 | 100.00 |

Around 27.50% of the rural and 13.75% of the urban teachers have more than 10 years of teaching experience. In primary schools, majority of the teachers (36.25%) have ten years of experience while in middle schools, majority of teachers (8.75%) have less than three years of experience.

2. Enrollment and Success Rate of Students

The survey data informs that the enrollment rate is gradually increasing in the select schools of both the districts at primary level. The number of enrolled students at primary level increased from 9732 students during 2007-08 to 9980 students in 2008-09.

Table 1.4: Enrolled Students at Primary and Middle Level

| School Level | 2007-08 | | 2008-09 | |
|--------------|---------|--------|---------|--------|
| | Sum | Mean | Sum | Mean |
| Primary | 9732 | 123.19 | 9980.00 | 124.75 |
| Middle | 1591.00 | 99.44 | 1579.00 | 98.69 |

However, the number of enrolled students at middle level declined slightly from 1591 in 2007-08 to 1579 in 2008-09. This decline was visible in both urban and rural areas of district Rawalpindi.

Moreover, in 2007-08 and 2008-09, primary schools in Chakwal demonstrated better

examination results than the primary schools in Rawalpindi. The SDS informs that in 2007-08, 90% students passed their primary school examination in Rawalpindi while in Chakwal this percentage was 98%. In 2008-09, the percentage of students who passed primary level examinations declined. Compared to previous educational year, 84% students passed primary examinations in Rawalpindi while in Chakwal this percentage was 89%. The percentage of students who passed primary examinations fell by 6% in Rawalpindi and 10% in Chakwal. Compared to this, the middle schools in Rawalpindi performed better in examinations than the middle schools in Chakwal.

Table 1.5: Students Appeared and Passed in Exams

| Grade/Class | | 2007-08 | | | 2008-09 | | |
|-------------|----------|---------|--------|-------|---------|--------|-------|
| | | Male | Female | Total | Male | Female | Total |
| Class V | Appeared | 857 | 506 | 1363 | 913 | 516 | 1429 |
| | Passed | 779 | 512 | 1291 | 749 | 498 | 1247 |
| Class VIII | Appeared | 268 | 136 | 404 | 301 | 88 | 389 |
| | Passed | 260 | 121 | 381 | 287 | 71 | 358 |

In 2007-08, 97% students passed their middle level examinations in Rawalpindi compared to 84% students in Chakwal. In 2008-09, the percentage of middle schools students passing their examinations declined in Rawalpindi by 4 points. That academic year, 93% students passed middle school examinations in Rawalpindi compared to the 91% in Chakwal.

In 2007-08, the percentage of students passing primary school examination was 96% in rural and 85% in urban schools. In 2008-09, the percentage of passing students fell to 90% in rural and 80% in urban schools. In Chakwal, however, 100% students passed primary school examinations in rural schools compared to 95% students in urban schools in 2007-08. In 2008-09, 85% students passed their primary level examinations in rural schools while in urban schools, this percentage was 93% this highlights inconsistency in the passing percentage of the students. In middle schools, 100% students passed their examinations in rural schools, in both academic years, in Rawalpindi. However, the percentage of students passing their examinations fell from 97% in 2007-08 to 93% in 2008-09, in urban schools in Rawalpindi. In Chakwal, 76% students in rural middle schools passed their examinations in 2007-08 while this percentage was 70% in 2008-09. In urban middle schools in Chakwal, however, 100% students passed in both academic years. It is encouraging to note that percentage of students graduating primary and middle levels ranged from 70 to 100 percent.

In both districts, the percentage of female students passing primary school examinations was better than male students in both academic years. Around 97% female students passed their primary examinations in 2007-08 compared to the 91% males. On the other hand, 95% females passed their primary level examinations in 2008-09 compared to 82% male students. However, in both districts, the percentage of male middle schools students who passed their examinations was higher than female students.

3. Teaching Positions Available and Filled-in

The SDS informed that in 2007-08, in both districts, 502 teaching positions were allocated for primary schools out of which 452 positions were filled thus indicating that around 10%

teaching posts remained vacant. In middle schools, out of 137 allocated teaching positions in the select 80 schools around 16% remained un-filled in both districts. In 2008-09, again around 505 teaching positions were allocated to primary schools out of which 456 (90%) were filled. In middle schools 138 teaching positions were allocated out of which 116 (84%) were filled.

Table 1.6: Number of Teaching Positions Available and Filled-in

| School Level | 2007-08 | | 2008-09 | |
|--------------|------------|-------------|------------|------------|
| | Allocated | Filled-in | Allocated | Filled-in |
| Primary | 502 | 452 | 505 | 456 |
| Middle | 137 | 115 | 138 | 116 |
| Total | 639 | 567. | 643 | 572 |

In 2007-08, 88% of the teaching positions were filled in primary schools in Rawalpindi as compared to the 90% in primary schools in Chakwal. Around 95% of the teaching positions were filled in middle schools in Rawalpindi as compared to 74% in Chakwal. In order to check the consistency of data and accuracy of official records the data of select 80 schools was also obtained from the database managed by the Programme Monitoring and Implementation Unit (PMIU) of the Punjab Education Sector Reform Program (PESRP). A detailed analysis of the data highlights that highlights the inconsistencies between provincial database and official records of schools. (See Table 1.6 and Table 1.7)

Table 1.7: Number of Teaching Positions Available and Filled-in (PMIU Data)

| District | Sanctioned | Filled | % of filled posts |
|--------------|------------|------------|-------------------|
| Rawalpindi | 281 | 259 | 92.17 |
| Chakwal | 236 | 190 | 80.51 |
| Total | 517 | 449 | 86.85 |

The data of PMIU for 2007-08 (Table 1.7) informs that only 517 teaching positions were sanctioned for select schools, which is far less than the number of positions reported by schools (around 639) during the survey (Table 1.6). Further analysis of the data informs that the information managed by the PMIU was not representing the true situation of service delivery in public sector schools and data was not up-to-date. This discrepancy between school records and PMIU highlights the need for improving provincial dataset by up-dating it regularly and need for synchronization of data collection process with the academic calendar.

Further analysis of SDS data informs that in 2008-09, 92% of the allocated teaching positions in rural primary schools and 84% in the urban primary schools were filled in Rawalpindi. Compared to this, 86% of the allocated teaching positions in rural primary schools and 96% in urban primary schools were filled in Chakwal. Around 89% of the teaching positions in rural middle schools and 97% in urban middle schools were filled in Rawalpindi. Compared to this, 75% of the allocated teaching positions in rural middle schools and 77% in urban middle schools were filled in. The data informs that the rural middle schools in district Chakwal faced more shortage of teachers compared to other areas.

Table 1.8: Percent of Filled-in Teaching Posts

| School Level | Year | Rawalpindi | | | Chakwal | | |
|--------------|---------|------------|-------|-------|---------|-------|-------|
| | | Rural | Urban | Total | Rural | Urban | Total |
| Primary | 2007-08 | 93 | 82 | 88 | 85 | 97 | 90 |
| | 2008-09 | 92 | 84 | 88 | 86 | 96 | 90 |
| Middle | 2007-08 | 89 | 97 | 95 | 70 | 78 | 74 |
| | 2008-09 | 89 | 97 | 95 | 75 | 76 | 76 |

4. Situation of Basic Facilities in Select Schools

The service delivery survey informed that on the whole there are 421 classrooms in the 80 select schools out of which 58% classrooms are in boy schools and remaining 42% are in girl schools. The survey also informs that out of 421 classrooms 113 classrooms (27%) need major repairs and around 100 classrooms (24%) need minor repairs.

Table 1.9: Basic Facilities in Schools

| | Male | Female | Total | Percent need repair |
|-------------------|------|--------|-------|---------------------|
| Need major repair | 81 | 32 | 113 | 27% |
| Need minor repair | 69 | 31 | 100 | 24% |
| Total | 150 | 63 | 213 | 51% |

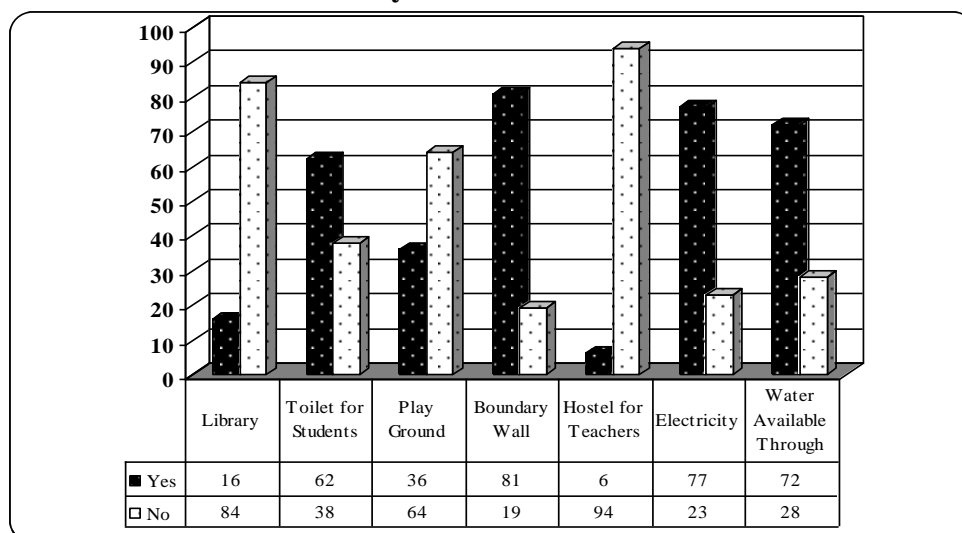
This informs that there are around 51% classrooms in the select 80 schools which are not in good condition and need immediate attention of the education managers.

Major Repairs: This refers to scheduled tasks that sustain a facility's level of service during a prescribed lifetime, such as whitewash, fencing, etc.

Minor Repairs: This refers to the overhaul or replacement of facility components or major masonry work but not the reconstruction work, such as repair of major cracks in the walls, replacement of roof beams and girders, etc. Such tasks extend the service life of various components or sections of a facility. If not maintained timely this wear and tear can lead to damage.

According to survey data 38% of all schools do not have toilets for students. In Rawalpindi, 40% schools are without toilets whereas in Chakwal 35% schools do not have toilet facility for students. Electricity is available in 77% of all schools. It is not available in 28% and 18% schools in Rawalpindi and Chakwal, respectively.

Chart 1.1: Availability of Basic Facilities in Select Schools



Out of 80 select schools, head teachers of around 81% schools reported that their schools have boundary walls; it was also confirmed through physical verification of schools during SDS. The survey data informs that boundary wall were not available in 22% male and 15% female schools. Further analysis informs that more schools at middle level (25%) don't have boundary wall compared to primary (which comes around 17%) level schools.

A quick comparison of SDS information with the PMIU database maintained by the government highlights the inaccuracy of government data which states that 88% of the select schools possess boundary walls which is higher than the service delivery survey findings. (See Table 1.10). The verification of boundary walls during SDS informs that government database has not recorded various missing facilities, thus again highlighting inaccuracy of provincial official records.

Table 1.10: Availability of Boundary Wall in School (PMIU Database 2007-08)

| | Yes | No | Total |
|--------------|-----------|-----------|------------|
| Rawalpindi | 82 | 18 | 100 |
| Chakwal | 95 | 5 | 100 |
| Total | 88 | 12 | 100 |

No source of drinking water is available in 19% schools including 22% of schools in Rawalpindi and 15% of schools in Chakwal. Piped water supply is available to 35% schools in Rawalpindi and 17% schools on Chakwal. Of the rural schools of Rawalpindi, only 5% have access to piped water as compared to 72% of the urban schools. In Chakwal, 22% of the rural and 8% of the rural schools have access to piped water supply. In Rawalpindi, 5% of the schools use water collected in rain water tanks. Around 30% of the schools in Rawalpindi and 67% in Chakwal use water extracted through wells/boreholes. Further investigation informed that out of 81 percent schools where some source of drinking water was available, around 28% were not able to access water throughout the year.

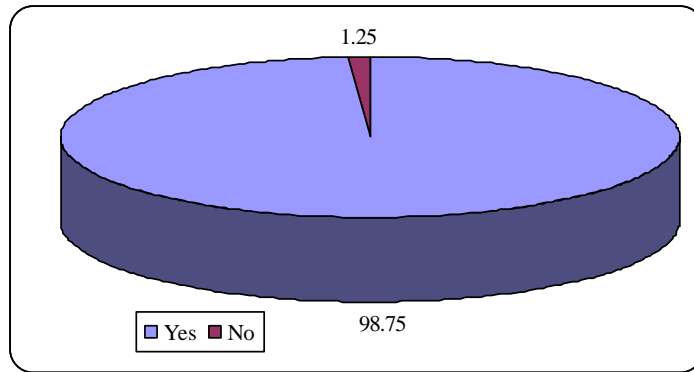
5. Presence, Composition and Functional Status of School Councils (SCs)

According to the Government of Punjab’s policy, 2007, mosque, *Maktab*, primary and middle schools are required to constitute a School Council (SC). The School Council Policy, 2007 made the composition quite elaborate. It provided that each Council would consist of between 7 and 15 members. Within this range, the total number of Council members would always be an odd number. The members are drawn from three categories: (1) parents, (2) teachers, and (3) general members elected from notables of the community. More than 50 per cent members are required to be elected from the parents whereas in the category of teachers, only the Head Teacher would be a member of the Council. The remaining seats are reserved for the general members.

The original policy stipulated that the Chairperson would always be elected by the members from the category of parents. However, the Government modified the composition in July 2008 and handed the electoral office of the Chairperson to the Head Teacher.

The SDS also assessed presence, functionality, functions and budgets of School Councils (SCs). The data informs that school councils are present in 98.75% of all surveyed schools; with the exception of only 1.25% of the rural-male-primary schools. All schools surveyed in Rawalpindi had SCs. Only 2% of primary level male schools in rural Chakwal did not have SCs.

Chart 1.2: Presence of School Councils



The SCs were formed in various years. The oldest SC was formed in 1983. None of the schools formed SC from 1984-1994. From 1995 until 2009, SCs have been continuously been formed by various numbers of schools. A total of 79 schools have established SCs from 1983-2009. Majority of the SCs (60%) were formed before 2004. Around 50% of the male SCs were formed before 2004, 22% in 2004-06 and 27% in 2007 and after. Compared to this, 64% of the female SCs were formed before 2004, 19% in 2004-06 and 24% in 2007 and after.

Table 1.11: Year of Establishing School Councils

| | Before 2004 | 2004-2006 | 2007 and after | Total |
|--------|-------------|-----------|----------------|--------|
| Male | 50.00 | 22.50 | 27.50 | 100.00 |
| Female | 64.10 | 15.38 | 20.51 | 100.00 |
| Total | 56.96 | 18.99 | 24.05 | 100.00 |

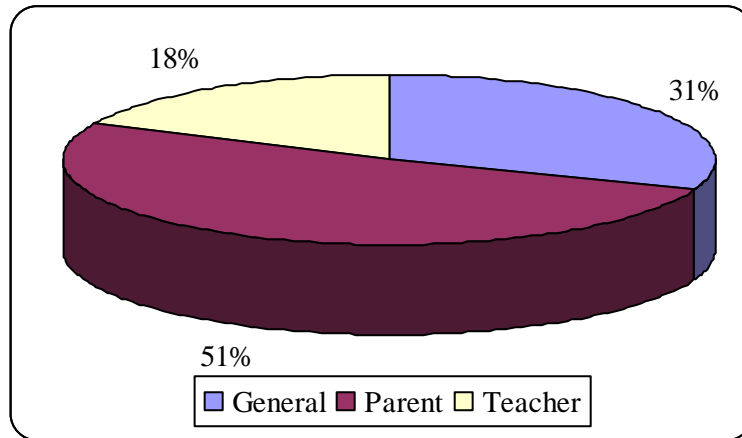
In rural schools, 62% of the SCs were formed before 2004, 12% in 2004-06 and 25% in 2007 and after. In urban schools, 48% of the SCs were organized before 2004, 29% in 2004-06 and 23% in 2007 and after. 54% of primary schools and 69% of the middle schools established SCs before 2004. There is no significant difference in the number of SCs established by primary and middle schools after 2007. Around 54% Schools in Rawalpindi established SCs before 2004.

The new School Council Policy was implemented in 2007 by the Government of Punjab, which required the old SCs to be dissolved and reconstituted according to new guidelines. Later analysis will inform how far the old SCs complied with the new Policy.

There are no major differences between male and female, rural and urban and primary and middle schools regarding the number of odd and even membership. 87% of all SCs have odd, which is in accordance with the new policy; however 13% SCs have members in even numbers which makes decision making difficult in case of difference of opinion, especially when equal number of council members are for and against any decision.

Overall, parents constitute overwhelming majority (51%) of the SCs membership. 18% of the SCs members are teachers while 31% of SCs members are individuals from general public. In all schools, the head teachers are overwhelmingly the heads of the SCs. According to the new policy the SCs are to be chaired by the head teaches but survey data informs that there are around 29% SCs are not chaired by the head teachers.

Chart 1.3: Composition of School Councils



In the 75% SCs of male schools and in the 67% of the female schools, head teachers are chairpersons. Parents are chairpersons of 25% SCs in male and 28% SCs in female schools. 5% of the female SCs are chaired by the general members while no male SC has given the position of chairperson to a general member. In 76% of the primary schools SCs and 50% of the middle schools SCs are chaired by the head teachers.

Table 1.12: Chairperson of School Councils

| | Parent | Head Teacher | General Member | Total |
|--------|--------|--------------|----------------|--------|
| Male | 25.00 | 75.00 | | 100.00 |
| Female | 28.21 | 66.67 | 5.13 | 100.00 |
| Total | 26.58 | 70.89 | 2.53 | 100.00 |

The large majority of the SCs (89%) are functional. Around 92% of the male SCs and 85% of the female SCs are functional. Further analysis informs that more SCs nearly 97% in urban areas are functional compared to the 87% rural SCs. Similarly, 94% of the middle schools SCs are functional while 87% of the primary schools SCs are functional.

6. Functions and Responsibilities of the School Councils

The schools councils have been assigned various responsibilities, which are aimed at improving access to and quality of public sector educational services. The SCs are mandated to undertake wide range of duties and responsibilities. The most important ones are to monitor the attendance of teachers and other staff, make efforts to increase the enrolment, reduce the dropouts, mobilization of parents, promote extra-curricular activities, discourage corporeal punishment, monitoring and assistance in the provision of textbooks and stipends, preparation and execution of School Improvement Plans and utilization of School Council Fund and *Farogh-e-Taleem* Fund.

Although, all the SCs are required to perform various functions for improving access to and quality of education, however, not all SCs perform their functions effectively and regularly. For example around 29% of the SCs have never monitored the attendance of school teachers. Other SCs have monitored teachers' attendance on weekly (21%), monthly (39%) and quarterly (2%) basis.

Approximately 21% SCs have never undertaken efforts to increase enrollments in schools. Other SCs have consistently worked to attract enrollment. Among these SCs, 13% have endeavored to increase enrollment on weekly, 27% on monthly, 8% on quarterly, 4% on six monthly and 25% on yearly basis.

Around 37% SCs have never cooperated with schools in organizing co-curricular activities. Rest of the SCs has helped schools in organizing co-curricular activities. Among these SCs, 14% have helped schools on weekly, 13% on monthly, 13% on quarterly, 4% on six monthly and 20% on yearly basis.

Table 1.13: Functions and Activities Performed by SCs

| Functions/Activities ¹⁸ | Never | Weekly | Monthly | Quarterly | Six Monthly | Yearly | Others |
|------------------------------------|-------|--------|---------|-----------|-------------|--------|--------|
| Monitor Attendance of Teachers | 29.11 | 21.52 | 39.24 | 2.53 | | | 7.59 |
| Increase Enrollment | 21.52 | 12.66 | 26.58 | 7.59 | 3.80 | 25.32 | 2.53 |
| Organizing Activities | 36.71 | 13.92 | 12.66 | 12.66 | 3.80 | 20.25 | |
| Utilize SC Funds | 30.38 | 7.59 | 15.19 | 8.86 | 3.80 | 31.65 | 2.53 |
| Temporary Employment of Teachers | 81.01 | 6.33 | 5.06 | | | 7.59 | |

It is important to note that 30% SCs have never utilized their funds for bringing physical improvement in schools. However, 8% SCs use their funds for physical improvements in schools on weekly, 15% on monthly, 9% on quarterly, 4% on six monthly and 32% on yearly basis.

Another important finding is that 81% SCs have never provided temporary employment to the teachers. However, 6% SCs have provided employment to teachers on weekly, 5% on monthly and 8% on yearly basis.

The SCs are required to meet every month. The survey data informs that in Rawalpindi, on average, each functional SC held 8 meetings in rural areas and 9 meetings in urban areas during 2008-09. In Chakwal, each functional SC in rural and urban areas held 9 meetings. On average, male SCs held 8 meetings while female SCs held 9 meetings in 2008-09. In Rawalpindi, both rural and urban SCs have held 7 meetings in 2008-09. In Chakwal, however, rural SCs held 4 while urban SCs held 7 meetings in 2008-09. There is no difference between male and female SCs on the number of meetings. Both held 7 meetings the same year.

7. Tracking School Councils Budget

The school councils are also provided budget by the district government, which is mean to be utilized for improving education facilities and quality of teaching and learning. Information regarding transfer and utilization of SC funds was collected both from the SC chairperson (school records) and district education managers (district financial records). The comparison between both records highlights serious issues in the funds transfer and utilization. These issues include delays in transfer of funds, transfer of amount which is less than allocations, improper record management by district government and poor reporting by the SCs.

7.1 Timeframe for Transfer of Funds

In both of the districts, funds were transferred to the majority of SCs during the year 2008-09, as around 92% of the male SCs and 85% of the female SCs received funds from district governments. Similarly, 94% of the rural and 81% of the urban SCs received funds. There is no difference between SCs of primary and middle schools in getting funds. 89% of the primary and 88% of the middle schools SCs got funds. However, a related question asked later in the survey informed that a significant majority did not

¹⁸ These are the functions that SCs are mandated to undertake under the School Council Policy, 2007.

receive funds from the district government moreover there were also discrepancies in the SC amount reported by district government and the amount received by schools according to their official registers.

Majority of the SCs (58%) reported that they received funds from the district government during the first quarter (July-September). Around 17%, 8% and 18% of the SCs received funds during the second (October-December), third (January-March), and fourth (April-June) quarters respectively. There are no major differences regarding the delivery of funds to the SCs in rural and urban schools. Small differences exist in the delivery of funding to the SCs in primary and middle schools in four quarters.

Table 1.14: Funds Transferred to SCs

| | 1st Quarter | 2nd Quarter | 3rd Quarter | 4th Quarter | Total |
|--------|-----------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|--------------|
| Male | 60.00 | 20.00 | 7.50 | 12.50 | 100.00 |
| Female | 55.26 | 13.16 | 7.89 | 23.68 | 100.00 |
| Total | 57.69 | 16.67 | 7.69 | 17.95 | 100.00 |

However, there are notable differences between two districts in terms of delivery of funds in various quarters. In Rawalpindi, 46% SCs received funds during first quarter while in Chakwal 70% SCs received funds during this time.

However, when compared with the information provided by the district government it becomes evident that significant number of school councils were transferred funds during third and fourth quarter of FY 2008-09 in district Chakwal and Rawalpindi, respectively. In Chakwal district according to the official Memo No. 196/AC-II, dated February 7, 2009, the directive was issued by EDO (Education) for transfer of funds to 233 primary and 88 elementary school councils. Similarly, according to the funds transfer list prepared and signed by the EDO and DDOs funds to the majority of SCs were transferred during May 2009, which is the last quarter of fiscal year. This highlights the discrepancy in the official records of the school councils and districts management.

7.2 Amount Transferred and Utilized

According to the SC Policy, 2007 and subsequent amendments each School Council will receive a fixed amount of funds according to the school level. This amount was fixed at Rs. 20,000 per primary school and Rs. 50,000 per middle school. The SC funds of select 80 schools were tracked by collecting information about amount transferred by the district management as given in their official records and amount received by the schools according to school registers.

A comparison of survey data with district government's financial records informs that in district Rawalpindi around 13 (33%) SCs reported to have received funds from the district government whereas district government official records informed that they transferred funds to 20 (50%) out 40 select SCs. On the whole the total amount received by the SCs in the select schools of Rawalpindi is Rs. 490,000 which is approximately 16% less than the amount reported to be transferred by the district government according

to official records.

Table 1.15: Total Amount Reported by SCs and District Management

| | Schools | District Govt. |
|---------------------|---------|----------------|
| Total Amount in Rs. | 490,000 | 580,000 |

Further analysis informs that 14 (35%) out of 40 schools in Rawalpindi did not receive the amount that was transferred by the district education management. The survey data and study did not determine the cause for this leakage of funds. The reason for this discrepancy in official financial records of SCs and district management need to be further investigated.

The survey data informs that construction and repair of school building was the major areas of expenditure in both the districts,

Table 1.16: Major Areas of Expenditure of SC Fund

| Major Areas of Expenditure | Average Expenditure by One School | |
|----------------------------------|-----------------------------------|--------------|
| | Rawalpindi | Chakwal |
| Administrative | 3610 | 1098 |
| Building Construction and Repair | 15491 | 32225 |
| Rent of School Building | 2550 | 0 |
| Salary of Temporary Staff | 1463 | 450 |
| Support staff Salary | 783 | 0 |
| Learning material | 2112 | 2598 |
| Total | 26008 | 38441 |

7.3 Other Sources of Funds

Along with the SC funds from the district government all schools generated finances from *Farogh-e-Taleem* Fund (FTF). FTF is minimum amount (ranging between Rs. 1 to 5) collected from the students from grade III onwards. Since the primary schools do not receive any other amount to meet its non-salary recurrent expenses therefore they rely heavily on the FTF and SC funds.

Moreover, the SCs are also responsible for generating funds for the school improvement from communities but survey data informs that only less than 3% SCs raised funds from their respective communities. Around 14% SCs received funds from local philanthropists while 4% SCs received funds from NGOs. None of the SCs received funds from any international organization. This highlights SCs lack of capacity to perform on of its basic functions regarding fund generation for improving education facilities.

8. Percentage of Teachers Present

Overall, teachers' presence in schools on the day of visit was slightly better in primary schools than in middle schools. In Rawalpindi, 96% primary schools teachers in rural schools and 92% in urban schools were present at the time of survey. Compared to this, 92% middle school

teachers in rural schools and 96% in urban schools were present at the time of survey. In Chakwal, 99% of primary schools teachers in rural schools and 87% in urban schools were present at the time of survey. Compared to this, 73% middle schools teachers in rural schools and 95% in urban schools were present at the time of survey. The data highlights that at primary level more teachers are present in rural schools on the contrary at middle level the number of teachers present in urban areas is better than rural.

Overall, the presence rate was better in male teachers both at primary and middle levels. In male primary schools, 97% of the teachers were present on the day of survey, compared to the 90% teachers in female primary schools. In male middle schools, 94% of the teachers were present on the day of survey, compared to 89% in female middle schools.

Moreover, the presence of two randomly selected teachers from each school was investigated during survey in both districts which revealed that 94% of the teachers were present. In Rawalpindi, 92% while in Chakwal 97% of the teachers were present. There was no difference between the presence of male and female teachers: 94% of the both were present. 93% of the primary schools teachers while 97% of the middle schools teachers were present.

9. Satisfaction with the Performance of SCs

Majority of the head teachers were satisfied with the performance of the SCs. However, small differences do exist among them over the levels of satisfaction. Around 75% of the male teachers and 59% of the female teachers are satisfied with the SCs performance. Similarly, 65% of the rural and 71% of the urban teachers expressed satisfaction with the SCs performance. 71% of the teachers in primary schools and 50% in middle schools were satisfied with the SCs performance. It seems that middle schools teachers were relatively less satisfied with the SCs workings. Around 3% female teachers expressed that they were highly dissatisfied with the SCs workings.

B. Beneficiary Assessment Survey (BAS): Analysis and Findings

The BAS was conducted to assess how effectively public funds are used to benefit the end beneficiaries and to achieve national goals. The survey was carried-out with a sample of 600 households in both districts. The main objective of BAS was to map-out satisfaction of parents of students who are beneficiaries of education services. The concept of BAS is about ensuring that government budgets and the policies and programs that underlie them address the needs and interests of individuals that belong to different social groups.

The instrument for BAS was a citizen score card administered to married males and females. The respondents were selected from the sample household. The respondents of the survey included both male and female parents (including married, divorced, widows/widower) who had at least one child between 6-18 years whether or not the child was in school.¹⁹

The BAS data informs that highest percentage of the parents (25.5%) do not have any formal schooling, where female respondents out number male respondents. This is followed by 22.8% parents who have acquired primary education and 21.50% parents with matriculation level education.

Table 1.17: Level of Education of Parents (Percentage)

| Level of Education | Male | Female | Total |
|---------------------|--------------|--------------|---------------|
| No formal schooling | 7.50 | 18.00 | 25.50 |
| Primary | 10.50 | 12.33 | 22.83 |
| Middle | 10.17 | 5.83 | 16.00 |
| Matric | 15.50 | 6.00 | 21.50 |
| FA/ FSc | 4.17 | 2.17 | 6.33 |
| B.A/ BSc | 3.83 | 1.17 | 5.00 |
| Masters | 0.67 | 0.33 | 1.00 |
| Religious school | 1.17 | 0.17 | 1.33 |
| Others | 0.33 | 0.17 | 0.50 |
| Total | 53.83 | 46.17 | 100.00 |

Very few parent had educational qualifications of intermediate and above.

1. Presence of School Council in their Children's School

Although SCs exist in almost 99 percent of schools surveyed, however beneficiary survey findings inform that only 57% of the parents were aware about the school council present in their children's schools, whereas 18% parents said that no school council exists in their child's school. However, it is interesting to note that 23.67% of the parents do not know whether a school council exists in their child's school or not.

¹⁹ The selection criterion also included polygamous parents, i.e. the men who had more than one wife and the women whose husband had more than one wife were also eligible respondents.

Table 1.18: Presence of School Council in their Children’s School (Percentage)

| Locality | Yes | No | Don’t know | Total |
|----------|-------|-------|------------|--------|
| Rural | 32.33 | 15.50 | 11.50 | 59.33 |
| Urban | 25.50 | 3.00 | 12.17 | 40.67 |
| Total | 57.83 | 18.50 | 23.67 | 100.00 |

2. Parents as Member of School Council

Of the total respondents of the survey, 26.44% of the parents are members of the school council, where 14.94% of the parents in rural areas and 11.49% of the parents in urban areas are members of the school council.

Table 1.19: Parent as Member of School Council (Percentage)

| Locality | Yes | No | Total |
|----------|-------|-------|--------|
| Rural | 14.94 | 40.80 | 55.75 |
| Urban | 11.49 | 32.76 | 44.25 |
| Total | 26.44 | 73.56 | 100.00 |

3. Effective Performance of the Current School Council

Overall, 66% of the parents who were aware that a school council exists in their child’s school held the opinion that current schools council is performing its functions effectively, and only 7% of the parents reported about ineffective performance of the current school council. Remaining 26.15% of the parents do not know about the effectiveness of the performance of the school council.

Table 1.20: Performance of the Current School Council (Percentage)

| Locality | Yes | No | Don’t know | Total |
|----------|-------|------|------------|--------|
| Rural | 41.67 | 2.01 | 12.07 | 55.75 |
| Urban | 24.43 | 5.75 | 14.08 | 44.25 |
| Total | 66.09 | 7.76 | 26.15 | 100.00 |

A significant number of parents (54.02%) of the parents reported that they have not been invited to attend the meeting of school council during 2008-09. The ratio of those parents who were invited to attend the meeting of the school council during 2008-09 stands at 45.69%. Only 0.29% of the parents do not know whether they were invited to attend the meeting of the school council during 2008-09 or not.

Table 1.21: Invitation to Attend the Meeting of School Council during 2008-09 (Percentage)

| Gender | Yes | No | Don't know | Total |
|--------|-------|-------|------------|--------|
| Male | 29.02 | 30.17 | -- | 59.20 |
| Female | 16.67 | 23.85 | 0.29 | 40.80 |
| Total | 45.69 | 54.02 | 0.29 | 100.00 |

4. School Council Funds Received from Government

Survey findings indicate that 61.49% of the parents were well aware that school councils receive funds from government for school improvement, whereas 31.03% of the parents were of the view that school councils do not receive such funds from government.

Table 1.22: School Council Funds Received from Government for School Improvement (Percentage)

| Gender | Yes | No | Don't know | Total |
|--------|-------|-------|------------|--------|
| Male | 42.24 | 13.22 | 3.74 | 59.20 |
| Female | 19.25 | 17.82 | 3.74 | 40.80 |
| Total | 61.49 | 31.03 | 7.47 | 100.00 |

Around 7.47% of the parents were unaware whether school councils received funds from government for school improvement.

5. Availability of Facilities in the Schools

The parents were also asked to share views about the availability of basic facilities in the schools of their children. Survey data shows that 66% of the parents reported that sports equipment is not available in school of their child. A similar number of parents said that health facilities are not available in schools, which also include first aid items, etc.

Table 1.23: Availability of facilities in the School (Percentage)

| Facilities | Not available | Available but Insufficient | Available & Sufficient | Available & in Excess | Don't know | Total |
|--|---------------|----------------------------|------------------------|-----------------------|------------|--------|
| Teaching Staff | 1 | 38 | 60 | -- | 1 | 100.00 |
| School Furniture | 5 | 53 | 42 | -- | 0 | 100.00 |
| School Structure/ Buildings | 1 | 61 | 38 | -- | 1 | 100.00 |
| Textbooks Provided | 3 | 12 | 83 | 1 | 1 | 100.00 |
| Sports Equipment | 66 | 22 | 10 | -- | 2 | 100.00 |
| Health Facilities (e.g. first Aid items) | 66 | 25 | 7 | -- | 3 | 100.00 |

| | | | | | | |
|---|----|----|----|----|----|--------|
| Teaching and Learning Materials (e.g. audiovisuals and other) | 25 | 33 | 28 | -- | 15 | 100.00 |
| Hygiene and Sanitation Facilities (e.g. toilets, brooms, hand washing basins, other things for keeping clean environment) | 29 | 38 | 30 | -- | 4 | 100.00 |
| Stationary for Teachers (e.g. attendance registers, charts for schedule, papers for result sheets, etc) | 10 | 29 | 45 | 1 | 14 | 100.00 |

Around 61% of the parents said that school structure/ building is available but it is not sufficient, whereas 53% of the parents have same views about school furniture. As regards teaching staff, 60% of the parents were of the view that sufficient teaching staff is available in schools. Apart from this, 83% of the parents reported that sufficient textbooks were provided in schools.

6. Role of School Council in Improving Facilities in Schools

In addition the parent also shared their opinion about the role and effectiveness of SCs in improving education facilities according to their mandate. More than 50% of the parents were of the view that school council has helped improve the facilities, such as teaching staff, school furniture, school structures/ building, and textbooks.

Table 1.24: Role of School council in Improving Facilities in the School (Percentage)

| Facilities | Yes | No | Don't know | Total |
|---|-------|-------|------------|--------|
| Teaching Staff | 49.43 | 35.34 | 15.23 | 100.00 |
| School Furniture | 53.45 | 35.34 | 11.21 | 100.00 |
| School Structure/ Buildings | 66.95 | 20.40 | 12.64 | 100.00 |
| Textbooks Provided | 55.17 | 31.32 | 13.51 | 100.00 |
| Sports Equipment | 20.69 | 63.79 | 15.52 | 100.00 |
| Health Facilities (e.g. first Aid items) | 14.94 | 68.68 | 16.38 | 100.00 |
| Teaching and Learning Materials (e.g. audiovisuals and other) | 40.23 | 38.22 | 21.55 | 100.00 |
| Hygiene and Sanitation Facilities (e.g. toilets, brooms, hand washing basins, other things for keeping clean environment) | 37.36 | 49.43 | 13.22 | 100.00 |
| Stationary for Teachers (e.g. attendance registers, charts for schedule, papers for result sheets, etc) | 45.98 | 31.61 | 22.41 | 100.00 |

Moreover, 45.98% of the parents said that school councils have helped improve the stationary for teachers, which includes attendance registers, chart for schedules, papers for rests, etc. On the other hand, more that 60% parents reported that school councils did not help improve the health facilities and sports equipment. In addition, almost 50% of the parents said that the school councils have not helped improve the hygiene and sanitation facilities.

7. Satisfaction of Parents over the Performance of School Councils

Survey data informs that around 48.56% of the parents were satisfied and 11.49 percent were very satisfied with the performance of school councils. This is followed by 31.03% of the parents who were neutral and 11.49% of the parents who were very satisfied over the performance of school councils. Only 7.76% of the parents were unsatisfied and 1.15% of the parents were very unsatisfied with overall performance of school councils.

Table 1.25: Satisfaction of Parents over the Performance of School Councils (Percentage)

| Locality | Very Unsatisfied | Unsatisfied | Neutral | Satisfied | Very Satisfied | Total |
|-----------------|-------------------------|--------------------|----------------|------------------|-----------------------|--------------|
| Rural | 0.57 | 2.59 | 16.95 | 27.30 | 8.33 | 55.75 |
| Urban | 0.57 | 5.17 | 14.08 | 21.26 | 3.16 | 44.25 |
| Total | 1.15 | 7.76 | 31.03 | 48.56 | 11.49 | 100.00 |

Chapter V: Key Findings and Agenda for Future

Following are the key findings of district education data and budget analysis, service delivery survey and beneficiary assessment.

1. Education Statistics and Basic Facilities in District:

1. The share of enrollment in private institutions is increasing (57% at primary level) as compared to public institutions (43% at primary level) in district Rawalpindi which points towards the poor performance of public sector schools.
2. An important finding is the continuous decline in enrollment of both boys and girls from primary level onwards.
3. In both districts there is sharp decline in the number of female schools from Primary level onwards. Moreover, the district education statistics also highlight the insufficiency of teachers for girls' schools thus revealing a major issue which also relates to the high drop-out rate and low literacy rate of girls, especially in rural areas.
4. The high incidence of missing facilities especially in girl schools is another major challenge faced by the public sector schools of both districts. In both districts the most critical link in this regard for both boys and girls is the primary level. Data reveals most daunting picture for primary schools, as out of total schools without basic facilities in district Rawalpindi 83% are primary schools.
5. At each level of education, percentage of girls' schools without drinking water facility is higher than boys' schools without drinking water facility, except middle level. In addition, absence of toilet blocks and boundary walls is a major concern of many parents especially of girls, who consider it unsafe to send their daughters to such schools.

2. Education Budget at District Level:

1. The budget analysis highlights that insufficient budget has been allocated for development project/schemes in districts Rawalpindi and Chakwal. In both districts the share of development budget is far lesser than the current budget. The current budget which includes salary and non-salary expenditures is used to meet only operating costs thus having less relevance to the quality and access of education.
2. The trend of reduction in the development budget is even more worrying. There are instances wherein the allocated development budget of a given year is considerably lesser even than the development expenditures of the previous year.

3. When viewed from a gender lens, we come to know that increase in male schools' share in non-salary budget is higher than it is for female schools. This indicates that girls' schools have been allocated less finances to meet their non-salary recurrent expenditure.
4. An in-depth analysis shows that share of non-salary costs has always remained insignificant as compared to salary costs. A very little allocation for non-salary budget is a source of concern as non-salary component of the current budget is essential for the effective functioning of educational institutions.

3. Service Delivery Survey and Beneficiary Assessment

1. The survey data informs that the enrollment rate is gradually increasing in the select schools of both the districts at primary level.
2. The survey data shows that more female head teachers (around 48% out of total interviewed) have not been provided teaching positions in their respective communities compared to 37% male head teachers. This is in sharp contrast with the policy actions announced by the government for appointing female teachers in their localities.
3. Number of enrolled students at middle level declined slightly from 1591 in 2007-08 to 1579 in 2008-09. This decline was visible in both urban and rural areas of district Rawalpindi.
4. The percentage of students who passed primary examinations fell by 6% in Rawalpindi and 10% in Chakwal. Moreover, in 2007-08 and 2008-09, primary schools in Chakwal demonstrated better examination results than the primary schools in Rawalpindi.
5. In 2007-08, in both districts, 502 teaching positions were allocated for primary schools out of which 452 positions were filled thus indicating that around 10% teaching posts remained vacant. A detailed analysis of the data highlights the inconsistencies between provincial database and official records of schools.
6. The data informs that the rural middle schools in district Chakwal faced more shortage of teachers compared to other areas.
7. SDS informs that there are around 51% classrooms in the select 80 schools which are not in a good condition and need immediate attention of the education managers.
8. A quick comparison of survey information with the PMIU database maintained by the government highlights the inaccuracy of government data which states that 88% of the select schools possess boundary walls which is higher than the service delivery survey findings.

9. The data informs that school councils are present in 98.75% of all surveyed schools; with the exception of only 1.25% of the rural-male-primary schools.
10. Contrary to the guidelines provided in the School Council Policy 2007, around 13% SCs have members in even numbers which makes decision making difficult in case of difference of opinion, especially when equal number of council members are for and against any decision.
11. According to the new policy the SCs are to be chaired by the head teaches but survey data informs that around 29% SCs are not chaired by the head teachers.
12. The large majority of the SCs (89%) (around 92% of the male SCs and 85% of the female SCs) are functional.
13. Not all SCs perform their mandated functions regularly. For example around 29% of the SCs have never monitored the attendance of school teachers, 30% SCs have never utilized their funds for bringing physical improvement in schools and around 81% SCs have never provided temporary employment to the teachers.
14. Information regarding transfer and utilization of SC funds was collected both from the SC chairperson (school records) and district education managers (district financial records). The comparison between both records highlights serious issues in the transfer of funds and utilization. These issues include delays in transfer of funds, transfer of amount which is less than allocations, improper record management by district government and poor reporting by the SCs.
15. Overall, teachers' presence in schools on the day of visit was slightly better in primary schools than in middle schools.
16. More that 60% parents reported that school councils did not help improve the health facilities and sports equipment. In addition, almost 50% of the parents said that school councils have not helped improve the hygiene and sanitation facilities in schools.
17. Only 7.76% of the parents were unsatisfied and 1.15% of the parents were very unsatisfied with overall performance of school councils.

4. Agenda for future:

The analyses of the findings of the survey underscore a number of concerns including; the inadequacy of existing allocations, discrepancies in the official records, leakages, misreporting of funds, etc. Besides the issues of transparency, the analysis of data collected during survey also brings to light key issues of insufficient resource allocation, under-utilization, and slow paced performance of school councils. The evidence-base generated as a result of this work will prove instrumental for undertaking advocacy, awareness raising, public expenditure

tracking and to identify better policy options for informing policy community in both districts.

The assessment informs that advocacy and awareness raising activities should focus on leveraging public demand for more resource allocations and efficient utilization by both district government and school administration to improve condition of basic facilities in the schools. Moreover the School Councils (SCs) established in primary and middle schools should be capacitated and mobilized for improving the condition of education facilities by generating local resources.

Besides the standalone significance of the present findings the insights so generated provide for multiple vistas for future action;

- I. Present assessment of public finance and service delivery of education sector can be taken as a baseline, and can be built upon for next three to four years.
- II. The study provides substantial ground for undertaking a vigorous capacity building exercise for the local civil society groups on budget tracking, policy advocacy and access to information related clauses of various laws and policies for obtaining information from government departments thus promoting transparency in the system.
- III. Findings of the assessment can be instrumental for local civil society groups including the Bar Associations, Press Club, NGOs in a local demand generation and informed activism for reform in the pattern of public spending in the education sector as well as transparency at district level.
- IV. Proactive engagement with local partners to undertake effective networking with representatives at all tiers (Union Council, Tehsil, and district), government officials and other stakeholders for an informed activism e.g. undertaking policy advocacy to leverage demand for better allocation under development head and non-salary cost of the current education budget.
- V. On the basis of findings, I-SAPS, in concert with local partners, may place demand on Government for allocation of sufficient amount for non-salary expenses under current budget. The advocacy activities shall promote that non-salary amount at each level is not lesser than the 12% of total current budget, as recommended in the Medium Term Development Framework.
- VI. The findings are indicative of public spending patterns at provincial as well as district level, therefore should be linked to the policy feedback at provincial as well as district level. This should lead to positive engagement with the stake holders at local, provincial as well as national levels for stimulating improved policy options.
- VII. The discrepancies between service delivery survey findings and official database maintained by the provincial government draw attentions towards need for improving and maintaining an up-dated official education management information system. The database should not only be up-dated regularly and efficiently but should also be utilized for data based decision making.

- VIII. The survey results show that a considerable number of the SCs are failing to perform the core functions assigned to them such as monitoring teachers' attendance, preparing and implementing SIPs, etc. This indicates that SCs do not have competencies required for performing these functions. There is a strong need for providing skills and support to SCs from the district and provincial governments to build a set of core competencies which would help SC members to perform their mandated functions for improving educational services.
- IX. District education budget analysis highlights that there is high incidence of allocating development budget without gender specification, especially in district Chakwal. This points towards the lack of capacity and knowledge of district education managers for preparing gender responsive budgets. Therefore, the knowledge and capacity of district education management should also be built with reference to gender-responsive budgeting concept and skills.