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**CAPACITY BUILDING
FOR
PLANNING, IMPLEMENTING AND
MONITORING OF BASIC EDUCATION GOALS**

Review of Existing Policies and Practices
for Strengthening Decentralized Planning and Management
Primary Education Programme

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SUMMARY

Pakistan has a challenge to educate twenty million of the nation's children. Government efforts, no matter how elaborate, cannot alone solve the problem. The most sensible solution on the part of Government is to involve non-governmental agencies as equal partners. Another part of the challenge is to educate millions of adults who cannot benefit from the formal education system. For this task, the involvement of NGOs and community participation is even more important.

Policy statements are quite elaborate on this issue. The Government is not only conscious of the problem but has made policies to address it. Education Policy is prepared at the national level but implemented at the provincial level. The situation and level of implementation differs from province to province and similar is the case when it comes to execution of the projects, both at national and provincial levels.

The Government allocates comparatively less percentage of funds to education. But never once, since the creation of Pakistan in 1947, the Government had spent 100 percent of the small percentages allocated for education. The maximum amount of funds spent in any budget year is 70 percent. The prime reason, identified during field visits and interviews at the Federal and Provincial levels, is the centralization of formal structures at the Federal and Provincial headquarters.

Almost all the educational policies and development plans speak of the need for decentralization. But policies in this regard have not been fully implemented. The

responsibilities and job descriptions do, however, give a false impression of decentralized authority and responsibilities. The actual practice is nonetheless very sharply skewed towards the centers. The Government now must consider a detailed programme of implementing decentralization policies at least at the district level in the first instance as that level constitutes the right forum for this management change. After analyzing the policy statements and their implementation, this paper suggests changes at the District Level.



INTRODUCTION

Education for all children is valued as a basic right and is considered vital for achieving other goals, such as economic and social development, national and political integration and individual dignity. The Government of Pakistan fully recognizes the importance of education for achieving national goals.

The state of education in Pakistan is characterized by high profile public pronouncements and but low actual spending on the education sector. All governments and almost all political parties have recognized that education is critical for human as well as social and economic development but few have done much to improve the situation.

Pakistan, like other developing countries, faces the dual challenge of improving the quality of education while increasing primary school coverage and retention ratios in rural areas. In spite of deliberate efforts to provide universal primary education, in 1992-93, 11.79¹ percent of the rural schools in Pakistan did not offer complete primary education and 55.56² percent of rural children between the ages of 5-9 had never attended school. In 1993, the enrollment ratio in rural primary schools was 44.44³ percent, while dropout from primary schools was considerably high.

¹. Primary Schools not being properly used in rural areas x 100
Total Primary Schools in rural areas

². Enrolment of Primary schools in rural areas x 100
Population 5-9 age group in rural areas

³. Population of 5-9 Minus Enrolment x 100
Population of 5-9

Other factors, such as fast growing population and actual lack of resources, contribute to the already dismal situation in the education sector in Pakistan. Additionally, a substantial chunk of funds allocated to the education sector are wasted due to the highly centralized system and due to flawed planning because of lack of accurate data and statistics.

It is because of these and numerous other factors that Pakistan has not had the desired progress both quantitatively and qualitatively in education. Although each successive government has claimed increases in literacy, population growth at the rate of about 3 percent neutralizes the annual increase in the literacy rate of only half a percent. That in the words of a government document (Khan, Aziz 1993) is the "crisis" in basic education.

This paper attempts to analyze the problem in the context of decentralization of the system by studying the policies, analyzing the system and suggesting changes.

THE BACKDROP

Pakistan inherited a weak educational set - up at the time of independence. Masses were illiterate and institutions insufficient to impart education to the children of school going age. Therefore, a National Education Conference was convened in 1947 which recommended that universalization of primary education should be achieved within a period of twenty years. Since then, universalization of primary education has remained one of the very important objectives of all governments in Pakistan.

New facilities and infrastructure have been created; cadres of trained manpower have

Pakistan's literacy rate is only about 35 percent - 47.3% among male population and 22.3% among females. Literacy rate for both sexes in urban areas is 56% while in the rural areas it is 26.7%. Literacy Profile at national level as well as for the province of Punjab is placed at Annex-1.

Although there has been substantial increase in the number of primary schools from 1947 to date⁴, some of these schools, particularly in rural areas, are almost non-operational either because of their location or lack of local teachers. Teachers posted from other areas get

⁴ Primary schools in Pakistan including mosque schools.

themselves transferred. At least 3000 rural schools have less than 10 students and another 2000 have none. As far as physical facilities are concerned, in 1990, there were 3220 female shelterless schools in rural areas and 69 in urban areas (World Bank Mission Report, 1994).

In 1990, the number of teachers in primary schools was estimated to be 165,26810 which means that most of the schools were one teacher schools. The number of female teachers for the same period was 8258311 which is half the number of male teachers. Rural/urban comparisons also show striking imbalance, favoring the urban areas.

EDUCATION POLICIES⁵

It is against this backdrop that various national education policies were framed at different times. The important ones of them are reviewed in the following paragraphs with a view to highlighting the emphasis in them to address what has been one of the major problem areas: centralization of education management.

⁵ Theoretical Conception: Current Policy perspectives on planning and management processes in education with a bearing on decentralization.

A brief overview of present policy statements with implications for decentralization of planning and management processes in primary education. The main procedure for the preparation of the Review Document was an extensive analysis of existing documents on the policies and practices currently in operation as well as various proposals made for decentralization of the planning and management system in the previous education policies presented since the creation of Pakistan in 1947.

It is also based on interviews with some Government functionaries involved in implementing decentralization measures. (A list of the persons is attached at Annex-2). Further, field visits to districts of Punjab were conducted by representatives of the Federal Ministry of Education and the Academy. The purpose of these visits was to study the functioning of local level mechanisms. It also included structured interviews with top policy makers at the federal and Punjab Government levels with a view to elaborating on the implications of each of the policy statements. A set of questionnaires for Provincial Secretary of Education/Director of Education, Middle Level Managers, District Education Officers and Officers of the Federal Ministry are placed at Annexures 3, 4, 5, & 6 respectively.

NATIONAL EDUCATION POLICY (1992) ⁶

The low literacy rate and the low participation levels have been matters of concern for successive governments in Pakistan. Every education policy has fixed some targets and set some priorities. A very brief statement of the targets and strategies of each policy is given at Annex-1-A. In 1988, a review of the implementation of the 1979 Education Policy was undertaken and various weaknesses were diagnosed in the education system. It was felt necessary to reorder priorities and revise the strategies. Consequently, a New Education Policy was announced in 1992. It set the following major targets to be achieved over the next ten years:

- Universal Primary Education (100 per cent participation); 106530 new Primary and Mosque Schools to be opened.
- 24,750 shelterless Primary Schools to be provided two-room buildings.
- 20,000 existing Primary Schools to be provided additional rooms.
- Major repairs to be carried out in 50,000 schools.
- 2,65,000 Primary School teachers to be trained.
- Predominant attention to girls education, both in respect of enrollment and incentives.
- Employment of 265,400 Primary teachers.
- Adult/Functional literacy to be raised from 35 per cent to 70 per cent.
- Literacy programmes to be implemented by NGOs and the private sector.
- 50 per cent participation rate at secondary level.

⁶ Through literature review and interviews mentioned above, an attempt is made to understand the rationale for decentralization, its need, its requirements and its use for effective management.

- Almost 200 per cent increase in the number of vocational institutions.
- 500 Middle schools to provide technical education facilities.
- Eminent role to be given to the private sector and NGOs in the implementation of the Policy.

Implementation of the Policy during the next 10 years will cost Rs. 143 billion (Rs.107 billion in Public sector and Rs. 36 billion in the Private sector). Recurring expenditure will be Rs.92.160 billion. The present Government is reviewing the various programmes contained in the National Education Policy and is initiating action to further improve them. An Advisory Council on Educational Reforms has been set up for the purpose.

To support Pakistan's education system and to sustain its proposed expansion, a network of teachers training institutions has been created to produce trained teachers for various levels. The National Education Policy attaches a high priority to improving quality of teacher education. Accordingly, a project for improvement of teacher education has been prepared and is under implementation at a capital cost of Rs.1747 million over five years. The focus of the project is both on qualitative change and quantitative expansion in teacher education. It envisages training of 1,60,000 teachers and 3,000 teacher educators. It also envisages opportunities for females in remote rural areas by establishing training out-posts exclusively for them.

Since the creation of Pakistan, a number of policies/plans came one after the other in quick succession but almost none had clear strategies for the decentralization of Primary education though all appreciated the need for it. However, emphasis had been laid on the promotion of free and compulsory primary education with target of achieving Universal Primary

cover urban slums in addition to the rural areas. In order to promote primary education and to facilitate rural pupils, school timings in the rural areas will be made flexible for the convenience of the students and parents.

The 1992 Education Policy stresses that substantial changes are necessarily required in the administration of education, particularly at the primary level, to improve the efficiency of the system. In this regard the following strategies are mentioned in the Eighth Five Year Plan (1993-98):

- School Management committees shall be constituted at the village, settlement and institutions levels;
- For better supervision, one of the strategies is that not more than 15 schools shall be allocated to each supervisor. The mobility of the supervisory staff will be enhanced;
- The Academy of Educational Planning and Management will further be strengthened to enable it to expand its program at provincial level where similar Academies will be established;
- The District Education Officer (DEO) shall be delegated appropriate financial, administrative and managerial powers;
- To facilitate people at the grass root level in terms of Basic Education, projects developed/identified by elected representatives, especially legislators, will be implemented through government agencies.
- A liberal and simplified policy will be adopted to enable the private sector, especially the philanthropic organizations, to undertake the task of educational development. The major thrust of private participation will be directed towards the rural areas and women education. It will accelerate the pace of educational development in the primary sector, literacy and technical and vocational education;
- A system of "Matching Grants" and loans will be devised to provide financial support to private organizations, including Non Governmental Organizations;
- All public funds for development of primary schools will be utilized through the

local village education committees. These will also be made responsible for the management and supervision of the schools;

- Educational institutions set up in the private sector will be provided with:
 - (a) Interest free loans from the banks
 - (b) Plots in residential schemes on reserved prices, and
 - (c) Rebate on Income Tax.
- Local bodies will take steps to generate resources exclusively for educational development in their area;
- To improve the efficiency of school system, school education will be decentralized to district level for better supervision. Local community will be involved for the provision and maintenance of school buildings;
- Good textbooks written by renowned educationists will be provided through private sector. For each course, multiple textbooks will be approved. The institutions will be free to select any of these textbooks on competition basis.

Past Strategies (1947-1980)

The suggestion of decentralization of education was contained in previous policies also.

In 1959, the "Report of the Commission on National Education", stated that:

"The creation of separate sections with considerable autonomy within their spheres of responsibility introduces a concept of the devolution of authority that has not received much practical application in our educational administration. We have been quite slow to delegate authority and responsibility effectively and as a result those in high educational posts are under an unnecessary load of administrative duties. As a consequence they have seldom had the time to concern themselves with long-range planning or to provide the kind of educational leadership that is needed. In the organizational arrangement outlined above, the provincial head of the department, for example, should be involved only in policy matters, problems that raise policy questions, and the problems of coordination. Operational decisions should be made in the appropriate divisions where authority and responsibility should be further delegated. Unless there is a willingness and a conscious effort to decentralize the decision making process, the problems will never be solved rapidly nor the pace of educational progress quickened".

In addition, the 1959 policy recommended that the administration of Primary Education should not be entrusted to local bodies. Rather, it should be organized on district basis in West Pakistan and on Sub-Divisional basis in East Pakistan (presently Bangladesh) through primary education committees. Each committee should consist of Deputy Commissioner or his nominee as Chairman, and four other members including the District/Sub-Divisional Education Officer (SDEO). The Districts/Sub-Divisions should be further divided into units of 10-15 thousand population, with an area or union committee consisting of three members nominated by the Deputy Commissioner/Sub Divisional Officer. Certain powers such, as transfer of teachers, should be delegated to the committee.

The policy pleaded that compulsory primary education must receive continuous attention at the highest levels of government. A committee should be set up in each province with the Governor, or a person designated by him, as Chairman, with five or six members. It should include two persons with experience and knowledge of revenue laws and taxation structure, to deal with the question of additional funds required for compulsory primary education.

Furthermore, it was recommended that in order to review and coordinate the work of Provincial committees, another committee should be set up at the highest level which should comprise the Governors of each Province, the Federal Minister for Education and other top level decision makers. The central coordinating committee should report annually to the President on the progress made in basic education.

Similarly, "The New Education Policy" of 1970, also stressed that decentralization of

educational administration be introduced to ensure academic freedom and financial autonomy required for the healthy and efficient growth of educational institutions at various levels.

It was also emphasized that essential measures should be initiated to decentralize the administration of educational institutions in order to allow community participation and ensure academic freedom, efficient administration and financial autonomy to the educational institutions for their proper development. The policy statement reads as following:

"In order to achieve these objectives, the provinces should consider the desirability of setting up District School Authorities and Zonal College Authorities which may be autonomous in character exercising full powers in the administration of these institutions. The District School Authorities may be assisted by Tehsil/Advisory Committees which will help enlist the participation of local communities and the public servants working at that level in the planning, development and maintenance of schools and the welfare of students and teachers".

Then came the National Educational Policy and Implementation Programme of 1979. One of its major thrusts was that since the existing institutions, structures and modes of operation cannot accommodate effective implementation of policies, therefore, the Federal Ministry of Education, the Provincial Departments of Education, the Directorates of Education and other agencies should be reorganized to eliminate wastage and to ensure operational efficiency in terms of policy directives. It stated:

"Educational administration will further be decentralized for effective supervision and management of education through providing more powers and facilities to educational Management at lower levels. In this regard, District School Education authorities with sufficient powers and funds will be constituted in every district to oversee and administer school education. The policy also recognized the need to motivate primary school teachers to undertake their work more effectively.

Opportunities in this respect will be provided in vertical mobility. Before setting up district school authorities, Education Council will be set up as advisory bodies on the pattern of National Education Council, the Academy of Planning and Management will also be set up to provide training to supervisors and administrators in the field of Planning and Management."

The main problem identified in the 1979 policy was the linkage of structure of educational administration and management with the general administrative set up of the Civil Service. Realizing that the nature of the educational service requires specialized capabilities and management, it suggested the restructuring of the system of educational administration and management into a specialized service.

To sum up, it can be said that capacity building for planning, implementing and monitoring the goals of EFA, decentralization had been suggested in all the policies as the most important step.

ADMINISTRATIVE/ORGANIZATIONAL STRUCTURES⁷

Education is primarily a provincial subject. However, under the 1973 Constitution, it has been put on the Concurrent List and the Federal Government has been given the responsibility for policy, planning and promotion of educational facilities in the federating units to meet the needs and aspirations of the people. The Federal Government also acts as the overall policy-making, coordinating and advisory authority.

⁷ The introduction to the administrative structure of the educational system in Pakistan with existing management structures for implementing activities in the field of primary education. It is supported by an organogram indicating the different levels of administration from the Federal Ministry and the provincial departments of education to the lower tiers.

Information for this purpose was collected from the Administration Wing of the Ministry of Education and Administration Sections of Punjab Government and also through the Education Officers of selected Districts.

At the Federal level, there exists a Ministry of Education which has been assigned responsibilities regarding the following:

- Policy, Planning, Curriculum, Syllabus, Centers of Excellence, Standards of Education.
- Libraries, Museums and similar institutions controlled or financed by the Federal Government.
- Matters concerning Pakistani students in foreign countries and foreign students in Pakistan.
- Islamic education.
- Copyright, Inventions, Designs, Trade-marks, and Merchandize marks.
- Inquiries and statistics for the purpose of any of the materials in the list.
- Federal Agencies and Institutes for Research and Professional or Technical Training for the promotion of Special Studies.

As far as the provinces are concerned, each of them is divided into regions, which are in turn sub-divided into district offices for the management of education. The supervision of primary schools falls under the jurisdiction of the district offices while secondary schools come under the administrative control of the regional director of education. For colleges, there are separate directorates of education.

The Federal Ministry of Education with its general responsibilities for the direction and development of Education system comprises a number of Wings concerned with Planning, Administration, International Cooperation, Curriculum, Federal Institutions, Primary and Non-Formal Education, Secondary and Technical Education, Higher Education and Research, Learned Bodies, Sports and Welfare, each headed by a Joint Educational Adviser. An Organizational Chart is placed at Annex-7. The Wings are under the direct control of Federal Secretary of Education. The Federal Ministry of Education is headed by Federal Minister of

Education. In addition, there are Attached Departments and Autonomous Bodies under the administrative control of the Ministry.

At the Provincial level, the Education Department is governed by the Provincial Education Minister and the Provincial Education Secretary with Additional and Deputy Secretaries for their assistance. Organizational structures for each of the provinces and AJK are attached at Annexures 8, 9, 10, 11 & 12.

The Departments of Education are responsible for the administration of all levels of schooling. They also directly administer related institutions, including Curriculum Development and Research Centers, Teachers Training Institutions and such other organizations as the Bureau of Curriculum and Extension in each province. The Planning and Monitoring cell at Karachi and the Management Unit for Study and Training at Peshawar are administered by the respective department of education. The provincial education departments also administer the implementation of Federally funded projects.

In Punjab and Sindh, the administration of education was decentralized to make management most efficient and effective in 1973 whereas in NWFP it was adopted in 1979. Recently, the provinces of N.W.F.P. and Punjab have established separate Directorates of Primary Education.

From the point of view of educational administration, each province is divided into divisions headed by a Director (each for School and College). For the primary education management, each division consists of a number of districts.

In each district, the school management is controlled by a District Education Officer, both for male and female, assisted by Sub-Divisional Education Officer (S.D.E.O.), or Dy. Divisional Education Officer (D.D.E.O.), who is in turn assisted by Assistant Sub-Divisional Education Officer (A.S.D.E.O.)/Assistant Education Officer (A.E.O)/Supervisor.

FUNDING OF EDUCATION AT NATIONAL LEVEL

According to the UNESCO, at least 4 percent of GNP should be provided to the education sector to sustain a normal growth level in developing countries like Pakistan. It may be mentioned that the education sector has never been provided with more than 2.44 percent of its GNP in the past, as is clear from Table 1.

Table 1

	Year	Education Budget (Rs.in Bil)	National Budget (Rs.in Bil)	% Share	GNP (Rs.in Bil)	% Share
6th Plan Period	1983-84	7.313	127.493	5.74 %	459.4	1.59 %
	1984-85	8.879	138.146	6.43 %	511.5	1.74 %
	1985-86	12.905	155.093	8.32 %	579.2	2.32 %
	1986-87	14.880	193.155	7.70 %	635.2	2.44 %
	1987-88	16.782	191.380	8.77 %	708.8	2.38 %
TOTAL		60.760	805.267	7.55 %	2888.2	2.10 %
7th Plan Period	1988-89	16.378	237.614	6.89 %	791.7	2.07 %
	1989-90	19.728	251.039	7.86 %	883.2	2.23 %
	1990-91	22.273	324.511	6.86 %	1043.5	2.13 %
	1991-92	26.191	399.805	6.13 %	1215.0	2.10 %
	1992-93	30.468	472.127	6.45 %	1373.0	2.22 %
TOTAL		115.038	1685.096	6.83 %	5306.4	2.17 %

The development budget allocations under the Ministry of Education are being reduced drastically in the recent past, as is clear from the following table, while the cost escalation is rising above 10 percent per year:-

YEAR	ALLOCATION (Rs. in million)	CHANGE
1989-90	1826.000	-
1990-91	1354.100	(-)25.9%
1991-92	713.18	(-)47.3%
1992-93	566.175	(-)20.7%
1993-94	510.264	(-)9.9%

A summary of Financial Allocations for different Five Years Plans is given at Annex-13.

As mentioned earlier, the present Government realizes the need to improve the education sector. This commitment is reflected in resource allocations for primary education and the enrollment targets given in the 8th Plan. The allocation of the Plan for Primary Education is Rs.32669 millions and the enrollment target at primary level (classes I-V) is 15.779 million - 8.8 million for males and 6.97 million for females. Participation rate in percentage is projected to be 87.7 (95.5 for males and 81.6 for females). For details of targets and achievements of the Seventh Five Year Plan for primary education, please see Annex-14. A summary of Eighth Plan Allocations is placed at Annex-15.

Rs.69 billion have been provided in the 8th Plan for the period 1993-98, which figure is three times higher than the provision of Rs.23 billion in the 7th Plan. The annual budget for education has also been raised from Rs.33 billion in 1993-94 to Rs.44 billion in 1994-95, representing an increase of GNP allocation from 2.14% to 2.51% in one year. To ensure that the trend to allocate more funds for education continues on a sustained basis, a law has been framed which will guarantee that a minimum of 3% of GNP is spent on education by the year 2000.

THE FORMAL SYSTEM

The formal education system in Pakistan has a number of stages, the first being the primary stage. This stage lasts five years and normally enrolls children aged 5-9 years. The primary stage is followed by a three-year middle stage, a two-year secondary stage, and a further two-year higher secondary stage. The higher secondary stage is also called the "intermediate stage" and is usually part of college education. To obtain a degree, four years of higher education, after 10 years of primary and secondary education, is required.

ENROLLMENT

Pakistan with 63 percent of Gross Enrollment Rates (GER) stands far behind India with a GER of 97 percent and Bangladesh at 83 percent. While GER for girls in India is 83 percent and Bangladesh 68 percent, Pakistan's GER for girls is a dismal 41%. The total enrolment is estimated to be 14.1 million. The net enrolment rate is even lower, estimated to be between 45 and 52 percent. The enrolment of girls is roughly half that of boys. Only about 45 percent of those who enter school actually complete grade 5. The adult literacy rate is estimated at 43 percent for men and 19.6 percent for women. (It is to be noted that all Pakistan figures are estimated as population census was last carried out in 1981 and accurate enrolment figures have only become available in the last year through National Education Management Information System.)

Internally, the differences between GERs of provinces are even more striking. Punjab stands highest with a 62 percent GER and Sindh is at the second position with 31%. Urban/rural differences in terms of provincial GER in Sindh will show a further imbalance while GER for urban/rural girls in Sindh will show an amazing imbalance heavily skewed towards urban Sindh. Higher GERs for girls (58 percent) in AJK calls for an altogether different analysis as to how such a backward area with far less resources could have well over half of its girls enrolled in primary schools, more than the affluent Punjab with a 55 percent GER for girls.

The enrolment for children 5-9 was 66.3 percent in 1991. Although this is a substantial increase over 10 years, it is still inadequate and shows that a large number of children of 5-9 years are not enrolled either in Primary School or Mosque School (Please see Annex-16).

GOVERNMENT'S INITIATIVES

Keeping the whole situation in mind and with a view to addressing the major problems, the present Government has taken several initiatives in addition to raising funding levels. These are briefly discussed below:

SOCIAL ACTION PROGRAMME (SAP)

In addition to the National Education Policy and the Eighth Plan, education also figures as a top priority item in the Social Action Programme which was launched in 1992-93. Initially, a programme for three years was formulated but following the exercise carried out for the Eighth Five Year Plan, it was extended to five years (1993-98). The SAP has five main components, the most important being education.

The education component of SAP aims at rapid expansion of basic education, for which over 55,300 new primary schools with 6.4 million additional enrollment are envisaged. The programme also covers such other vital areas as teachers education and adult literacy.

The main responsibility of implementing the programme lies with the provincial governments which would need to involve the NGOs and private sector. They are required to place greater emphasis on primary education, particularly girls education. The annual rate of increase in the enrollment of girls is projected at more than double the rate of increase for boys, giving 61% of the new seats in schools to girls. Priority would also be given to the improvement of school environment and teacher training, and to increased availability of teaching aids and textbooks. These inputs will be complemented by such incentives as nutrition for girls and security and transport for female teachers in the rural areas and by such measures as regulation of child labor and compulsory enrollment in areas where adequate number of schools exist. For girls primary schools, the Government will buy land if the community is not able to provide free land in an easily accessible area. Co-education will be introduced at the primary level under female teachers, wherever feasible. In the matter of provision of buildings, shelterless schools would receive priority.

For the effective and efficient execution of SAP, operational responsibility would rest

with community organizations and the local bodies, which would also involve the private sector and NGOs. Measures will also be taken to improve the capacity of the concerned agencies to undertake community organization and to prepare and implement sound participative policies, projects and programmes.

Selection of sites for schools would be determined by District Committees which would be attended by MNAs, MPAs, chairman of district councils, mayors of municipal corporations and heads of municipal committees.

With a view to encouraging private sector investment in education, Education Foundations have been set up in the provinces. These Foundations provide financial assistance to individuals and institutions for the creation of infrastructure for education and also encourage them in other ways to take up more activities in the rural areas.

At the conclusion of the Eighth Five Year Plan, SAP is expected to have helped achieve the following targets in education:

- Breakthrough in primary participation rate of boys from 85% to 96% and of girls from 54% to 82%.
- Increase in literacy rate from 35% to 48%.

An operational plan for 1994-95 for the province of Punjab is placed as Annex-17.

As can be appreciated, SAP has placed due emphasis on effecting decentralization in meaningful ways. Its stress on execution of various programmes through local bodies, on the involvement of local communities, on participative policies and on decision making at the district level is particularly note worthy.

OTHER PROJECTS

Pakistan is a signatory to the world declaration on Education for All and the declaration of the Delhi Summit on EFA. Improvement and expansion of primary education is, therefore, receiving the highest priority in educational planning. Here too, the emphasis is on a

decentralized approach and projects have been launched on a province-wise basis. Two such important projects in the province of Punjab are:

- **Primary Education Project III** launched in all the districts of Punjab at a total cost of over Rs.4365 million for bringing about qualitative improvement and quantitative expansion of primary education;
- **Punjab Middle Schooling Project** launched again in all the districts of the province of Punjab at a total cost of Rs.4041 million to strengthen and improve middle school education.

IMPROVEMENT OF EDUCATIONAL STATISTICS

For the proper development of the education sector, it is imperative that accurate and reliable information about all aspects of the system should be made available well in time to help enlightened decision making, pragmatic strategic planning and efficient administration on the one hand, and to ensure effective monitoring and evaluation on the other. Be it the targets set under SAP or be it the objectives of other on-going projects, development of the education sector can neither be objectively planned nor effectively monitored without the availability of scientifically collected authentic data about the existing facilities and future needs - not in generalised terms but about each and every tehsil, a small administrative unit.

With this in view, a project called National Educational Management Information System (NEMIS) was launched in 1991 with the collaboration of UNDP, USAID and UNESCO. Under this programme, computerized EMIS centers were created throughout the country at district level and educational data under various indicators was collected and processed. By the time the project was completed in 1993, its importance and relevance to the development of education had been fully realized and it was decided to extend the project with World Bank's assistance.

In its second phase, the project will continue to work not only in all the four provinces as educational data collection mechanism but also at the federal level as a national data processing and analyzing center. It will also act as a catalyst for the promotion and institutionalization of technical development of EMIS throughout the country.

Known as FedEMIS, the central unit will receive district-wise data from the four provinces and, after consolidating with it the data collected by itself from the federally administered areas i.e. Federal Capital Territory, FATA, Northern Areas and Azad Jammu and Kashmir, will present a comprehensive national picture of Pakistan's education. This data will constitute one of most important components for the monitoring and evaluation of SAP and the various other programmes launched to promote education in the country. This education data set will also help monitor the effective implementation of decentralization efforts in the provinces.

QUALITATIVE IMPROVEMENT

In addition to quantitative expansion and its monitoring, measures have also been introduced to reform the primary education curriculum. Based on a base-line data, improved curriculum and instructional material for Grade I-III have already been introduced, evaluated and refined. Community involvement, development of local expertise and bringing the curriculum, textbooks and learning material closer to the child's life and making them relevant to the community constitute salient features of the programme.

After experimenting the new curriculum/textual material in four Districts, Punjab has introduced it throughout the Province with effect from the academic session of 1994-95.

Quality improvement of school textbooks is also receiving serious attention. Revised versions of various textbooks prepared by provincial agencies have already been reviewed, refined and approved. The process continues as a regular exercise.

Educational programmes at other levels are also being changed to cater for the new challenges. Curricula are being revised, textbooks re-written and teacher training programmes re-designed to gear the education system to new demands and new opportunities. This not only means imparting the latest knowledge and introducing the latest disciplines but also involves preparing the teachers and students to become more responsible members of the society at home and of the international community at large. Such new programmes have been initiated as "Population Education" to increase awareness of the alarming implications of unchecked population growth, "Drug Education" to motivate the students to fight the menace of narcotics, and "Environmental Studies" to awaken the people to the devastating effects of environmental pollution. A new subject "Teacher, School and Society" has been added to the teacher training programmes to equip the teachers with knowledge and methodology in the area of International Education.

LITERACY PROGRAMMES

The literacy rate in Pakistan ranges between 29 to 35 percent. Pakistan is now said to have a population of over 120 million. This means that even if we accepted the higher estimate of the rate of literacy (35 %), the country has 57 million illiterates. Even if there is a substantial increase in literacy in coming years, Pakistan will enter the 21st century with a very large number of illiterate population and work force. And if the population growth does not

radically decline during this period, the number of illiterate citizens of Pakistan entering the 21st century will be even higher.

To address the situation, efforts are under way to increase the literacy rate through methods other than formal education also. As a direct assault on illiteracy, a project entitled "Eradication of Illiteracy from Selected Areas of Pakistan" has been launched at a capital cost of about Rs.73 million to make 268,600 persons literate. For this purpose, 2097 centers have been established at the district level with an enrollment of over 35,000.

According to the 1981 census, against the overall female literacy rate of 16%, the rate of Quranic literacy among women in Pakistan was 41%. In order to capitalize on this unusual phenomenon, a project costing Rs.3.75 million has been launched initially in the Federal Capital Territory to convert Quranic literacy into general literacy. The project envisages establishment of 200 female literacy centers for this purpose throughout the country.

A 10-year National Literacy Plan has also been prepared by federal and provincial agencies in consultation with downstream organizations to double the literacy rate (from 35% to 70%) by making 24 million illiterate persons of age group ten plus literate by the year 2003. The Plan will be carried out in two phases of five years each, relating it to the country's national five year development plans. In implementing the Plan, the following strategies will be used:

- i) Involvement of government and semi-government organizations.
- ii) Effective participation of educational institutions.

- iii) Involvement of industrial units.
- iv) Involvement of NGOs and social welfare agencies.
- v) Making NLP an integral part of social services and development programmes.
- vi) Re-enforcement of literacy and post literacy.
- vii) Priority to the promotion of female literacy.
- viii) Use of area specific approach.
- ix) Use of mass media and other motivational techniques.
- x) Integrating literacy with population, environment, and similar other functional education topics.

A National Education and Training Commission (NETCOM) with provincial offices is the main governmental agency for effort aimed at the eradication of illiteracy, both among adults as well as young people. The Commission works in close collaboration with district authorities.

PRACTICE V/S THEORY

As can be seen from the foregoing account of policy initiatives, funding patterns, programme launching and education promotional ventures, a good deal of emphasis is currently placed on decentralization. Almost in all policies and programmes, the district is taken as the point of reference. The education administration machinery in the province starts, so to speak, with the district. Hence structural arrangements can be said to be in place for decentralization such as desired.

In Punjab, as in other provinces, the District Education Officer is supposed to be the one who suggests to the higher authorities school mapping, administers government policies within his jurisdiction, supervises educational institutions and is responsible to deliver quantity and quality of education. He is the administrative head in whom vests the authority to hire and fire, powers to transfer and the responsibility to recommend promotions. He is also the one who controls the finances allocated to his district, deciding how much funds to be spent where.

In theory atleast, the decentralization process has been taken even below the district level - to the Tehsil and Markaz levels in Punjab. For instance, SST teachers are to be hired at Divisional level, CT teachers at District level and PTC level at Tehsil level. Similarly, teacher transfers at the District level are to be made by DEOs, at Tehsil level by DDEOs and at Markaz level by AEOs.

The above is a highly satisfactory arrangement on the face of it. Given the province's objective conditions, one could not have expected better. However, this arrangement has not been able to produce the desired result, at least not in the desired measure, for the simple reason that it is not allowed to operate in the same spirit in which it has been devised. In practice, the powers delegated to the District Education Officer are to be found mostly on paper. They are exercised by someone else sitting at some higher place.

During our field interviews, this fact was highlighted by almost all. Some of the telling remarks are reproduced below:

- ▶ What am I? Just a post office, passing on orders from the top.
- ▶ I am hardly consulted in decisions which essentially relate to my own district.
- ▶ All transfer orders are issued over my signature but, by God, I am not the one to decide.
- ▶ Instructions are issued from Lahore to open schools at this or that place and I simply have to obey.
- ▶ What financial powers? Purchases are made in bulk in Lahore and we have to be content with whatever is shipped to us.

- ▶ Funds are released so late mostly towards the end the financial year-that I can hardly plan their proper utilization.
- ▶ There is a policy to post the newly recruited teachers to the rural areas at least for initial 2-3 years. But who cares? Do you think I can decide who goes where? I am only told to issue posting orders.
- ▶ I am supposed to visit each school under me at least three times in a year but do I have enough funds to undertake such extensive touring? And look at the number of schools under me. Is it physically possible for any human being to visit these many schools and that too three times even if funds are made available?
- ▶ Frequent changes of political governments mar development schemes. You only have to look at the under-construction school buildings left unfinished following a change in government to appreciate the problem.

Our detailed discussions with the concerned officials identified "political interference" as the main reason underlying all the above complaints. And that should not surprise any one who knows Pakistan's peculiar political situation. After having remained under authoritarian rule far so long, it is faced with the problem of heightened popular expectations from the elected representatives - even irrational expectations. People from each constituency approach their elected representative for opening new schools, giving employment, and for postings and transfers. The pressure is so great that not many find it easy to resist. Orders issue and recommendations are made and the powers of the District Education Officers are thrown to the wind.

Another problem relates to the delegation of responsibilities but not corresponding authority. Authority may have been vested in the DEO in principle but it is actually exercised in most cases from Lahore.

Yet another problem is the lack of trained staff in the District Officer's office to make

use of such services as MIS. Unable to interpret the data and base his management on it, the DEO finds it easier to pass it on to the provincial headquarters. No wonder then that data-based decisions are taken elsewhere.

One more reason for the ineffective implementation of different decentralization schemes is the practice of frequent transfers. Not allowed to stay in one place for the usual three years period, many DEOs find it difficult to bring about a change in management patterns and administrative norms.

SUGGESTIONS FOR CHANGE

The foregoing analysis of Pakistan's education system demonstrates the magnitude of problems standing in the way of achieving EFA goals. While the responsibility of solving them rests, in the main, with the government, parents, communities, NGOs and donors must also come forward in a big way to help and assist it. The following measures will be helpful in this regard:

- i. Giving practical demonstration of the realization of the importance of insulating educational bureaucracy from day to day political pressures and ensuring a more free hand to it to manage education.
- ii. Strengthening and upgrading the technical know how and management skills of educational institutions.
- iii. Conducting more frequent reviews of the functions and processes of educational institutions, particularly at the district level, with a view to suggesting required changes.
- iv. According greater priority to recruiting local teachers, for which more incentives may be offered.
- v. Revising policies concerning primary school Teachers Training programmes,

- providing for greater emphasis on and opportunities for relevant inservice training.
- vi. Placing greater responsibility on the DEOs to ensure that every child is in school.
 - vii. Involving local communities more closely in local education management.
 - viii. Upgrading the qualifications and redefining the functions of DEOs.
 - ix. Providing to the DEO office qualified staff to handle MIS.
 - x. Avoiding frequent transfers.
 - xi. Ensuring real delegation of financial powers to the district offices.
 - xii. Devising a formal system of consulting the DEO in all education-related matters regarding his district.

CAPACITY BUILDING

From the above emerges the need of training the personnel working at the district level. The officers incharge called District Education Officers should be better trained for the jobs they are supposed to perform. Keeping the capacity building in view and realizing the DEO's key position as the most important link for effective decentralization, a questionnaire was developed to interview a selected group of DEOs (Questionnaire already shown at Annex-5). On the basis of their responses and our understanding of the system, the following recommendations are made for making the role of the district level educational managers more effective:

Appointment and selection of Education Officers, including their staff, may be streamlined. Presently, individuals interested in these jobs use their personal influence to get themselves appointed to these positions, though almost all of them have considerable experience of teaching both at primary and secondary level. But there is no system of matching

qualifications with job requirements. It is suggested that they may be appointed on these positions through some competitive examination with written as well as oral test, so that the very best from amongst the teachers and principals of secondary and high schools are taken to manage the primary education sector at the district and sub-district level. 'Right man for the right job' must be the guiding principle.

Although most of the officers working at the district level in Punjab are experienced teachers, it is frequently complained that many are not experienced in administrative and financial matters. It is therefore imperative that after their appointment/ selection to such posts, they are imparted extensive training before they take up their assignments. This training should be at least for one year and should be tailor-made for their specific job assignment rather than generalised in nature.

The training programme should include financial management, accounts, service matters, rules and regulations and the techniques of inspection and evaluation. It may also include human relations skills. Equally important is the need to arrange similar in-service training programmes and refresher courses.

The Directorate of Primary Education has not yet framed position-wise job description for the DEO organization. Although each office has its own job description, it is evolved by each office separately and is not uniform in specifics, though the basic framework is similar. It is important to have a job description for each one of these positions. A Hand Book outlining responsibilities, job descriptions, financial powers, and relevant rules governing their position may also be prepared and given to each officer.

After every three years, there should be an external evaluation of these officers, particularly the DEOs and their deputies - the two most important positions in the primary education system. Those with sub-standard achievement should be sent back to their parent institutions so that others and the new comers to such position know the consequences not giving the job their best.

There should be a system based on the old principle of reward and punishment. DEOs and DDEOs should be rewarded or reprimanded on certain criteria which may include factors like pace of development, rate of literacy, quality of education as determined through pupil achievement tests etc. Similarly, DEOs should have some powers to reward teachers for their good performance.

The role of the community should be strengthened to enable it to monitor the performance not only of teachers but that of officers also. The involvement of the community can also check the exaggerated claims of some officers about school visits and tours.

Both the DEO and DDEO should also be made responsible to the community. There should be Community-Based Organizations (CBOs) for a very close liaison with these officers. There should preferably be a District Education Authority and a Sub-district Education Authority and both the DEO and DDEO should be made responsible to them. It is easy to be responsible to professional colleagues as they understand your "problems" and accept your "reasons" for your poor performance; but "non-professionals" yet concerned individuals and institutions will demand performance according to their own perception, Compelling these officers to take their jobs more seriously and deliver.

The District Education Officer, alongwith DDEO, should be made to write an annual report of performance with a title such as "State of Primary Education in District _____". The report should be published and made available to any one who wishes to read it. The Provincial Assembly may like to discuss such reports for all the districts during one of its sessions. The format for such reports should be so evolved as to cover all themes of public interest.

It is further suggested that a new post of DEO (P&D) should be created to lessen the burden of DEO who has to devote most of his/her time to site selection and other Planning & Development work at the cost of school supervision and inspection which should be his main job. The proposed DEO (P&D), with a skeleton staff, should be responsible for both male and female

sector of P&D. Alternatively, the existing DY. DEO should be gainfully utilized and given some powers so as to share the P&D burden with the DEO.

Some officers suggested that since it is not possible for the Director of Education to supervise more than two dozen districts, a new channel between him and the district officers should be created at the Divisional level called Divisional Director of Primary Education. This proposal had more opponents than supporters. The opponents were of the opinion that it will be a wasteful overlap and the proposed Divisional Director would act as mere post office, generating further paper work and meetings which in fact need to be reduced rather than increased.

All officers in the district system should be required to maintain a diary of their visits and activities to be handed over to their successors alongwith other files. These diaries could also be made accessible to general public.

DEOs should be associated with curriculum- making or at least should give feed back to the Bureau of Curriculum about the effectiveness of the curricula.



Literacy Profile of Pakistan (1961 to 1994)

Year	All Pakistan			Pakistan Urban			Pakistan Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1961	16.7	25.1	6.7	34.8	44.9	21.3	10.6	18.0	2.2
1972	21.7	30.2	11.6	41.5	49.9	30.9	14.3	22.6	4.7
1981	26.2	35.0	16.0	47.1	55.3	37.3	17.3	26.2	7.3
1990	32.9	41.2	26.0	54.6	61.1	49.9	22.2	31.6	14.9
1991	33.8	42.0	27.8	55.6	61.8	51.8	22.9	32.3	16.6
1992	34.8	42.9	29.7	56.5	62.5	53.7	23.6	33.0	18.6
1993	35.8	43.7	31.8	57.5	63.2	55.7	24.4	33.8	20.7
1994	36.8	44.6	34.0	58.6	63.9	57.8	25.2	34.5	23.1

Year	Punjab			Punjab Urban			Punjab Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1961	16.1	24.5	6.2	34.6	45.5	20.4	10.9	18.3	2.5
1972	20.7	29.1	10.7	38.9	47.8	28.0	14.7	22.9	5.2
1981	27.4	36.8	16.8	46.7	55.2	36.7	20.0	29.6	9.4
1990	36.1	45.1	29.7	54.0	60.5	49.9	27.5	37.8	21.1
1991	37.3	46.2	32.3	55.0	61.1	51.9	28.7	39.0	24.0
1992	38.6	47.4	35.0	56.0	61.8	54.0	29.9	40.2	27.3
1993	40.0	48.6	38.0	56.9	62.5	56.1	31.1	41.4	31.1
1994	41.4	49.8	41.3	57.9	63.1	58.4	32.4	42.7	35.3

Year	Sindh			Sindh Urban			Sindh Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1961	21.0	29.0	10.6	36.1	44.3	25.0	11.5	19.0	2.2
1972	30.2	39.1	19.2	47.4	54.5	38.4	17.6	27.5	5.8
1981	31.4	39.7	21.6	50.8	57.8	42.2	15.6	24.5	5.2
1990	38.4	46.3	31.7	60.1	65.7	55.3	18.1	27.7	8.4
1991	39.3	47.1	33.3	61.3	66.7	57.2	18.4	28.1	9.0
1992	40.3	48.0	35.1	62.6	67.7	59.1	18.8	28.5	9.6
1993	41.3	48.9	36.9	63.9	68.8	61.2	19.1	28.9	10.2
1994	42.3	49.8	38.8	65.2	69.8	63.3	19.4	29.3	10.9

Year	NWFP			NWFP Urban			NWFP Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1961	13.8	23.2	3.4	30.9	43.4	13.3	9.7	17.6	1.4
1972	14.5	23.1	4.7	33.7	44.7	19.9	11.0	19.0	2.2
1981	16.7	25.8	6.5	35.8	47.0	21.9	13.2	21.7	3.8
1990	18.3	27.1	9.2	38.4	48.8	28.3	15.3	24.0	6.7
1991	18.5	27.3	9.6	38.7	49.0	29.2	15.6	24.3	7.3
1992	18.7	27.4	10.0	39.0	49.2	30.1	15.9	24.5	7.9
1993	18.9	27.6	10.5	39.3	49.4	31.1	16.2	24.8	8.6
1994	19.1	27.7	11.0	39.6	49.6	32.1	16.5	25.1	9.4

Year	Baluchistan			Baluchistan Urban			Baluchistan Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1961	9.8	15.2	2.9	34.8	46.1	16.2	4.0	7.0	0.3
1972	10.1	14.8	4.2	32.3	42.2	19.2	5.6	9.2	1.3
1981	10.3	15.2	4.3	32.2	42.4	18.5	6.2	9.8	1.7
1990	10.5	15.2	5.2	31.1	40.9	19.7	7.7	11.6	5.3
1991	10.6	15.2	5.4	31.0	40.7	19.8	7.9	11.8	6.5
1992	10.6	15.2	5.5	30.9	40.5	20.0	8.2	12.0	8.0
1993	10.6	15.2	5.6	30.8	40.4	20.1	8.4	12.3	9.9
1994	10.6	15.2	5.8	30.7	40.2	20.2	8.6	12.5	12.2

PRIMARY EDUCATION : TARGETS AND STRATEGIES

Policy/Plan	Targets	Strategies
Pakistan Education Conference 1947	i) Free and compulsory education within ten years	- Free and compulsory -education by levying a special tax to financing primary education.
	ii) Universal Primary education within two decades i.e. 1967	- Primary school age group between 6-11 years - Encourage private sector to open primary schools.
Commission on National Education on National	Universal Primary Education within a period of 15 years i.e. 1947	- Compulsory and universal primary education - Compulsory religious education - Female Teachers for primary education - Resource mobilization for additional funds.
The New Education Policy 1970	Universal enrolment upto class V by 1980	- Attractive schools to eliminate drop out - Emphasis on female enrolment - Female Teachers for primary education

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LIST OF PERSONS INTERVIEWED

1. Mr. Yousaf Kamal
Secretary Education
Education Department,
Government of Punjab,
Lahore.
2. Mr. Rashid Zafar
Project Manager
Girls Education Project
Department of Education
Government of Punjab,
Lahore.
3. Mrs. Azra Ikram
Director,
Directorate of Staff Development,
Education Department,
Government of Punjab,
Lahore.
4. Mr. A.D. Khan
Deputy Educational Advisor
Planning and Development Wing
Federal Ministry of Education
Islamabad.
5. Ms. Shaheen Ahmad
Director Training
Pakistan Academy of Social Science
Munir Road,
Lahore Cantt.
Lahore.
6. Maj. Badar Malik
Additional Secretary (Planning)
Education Department,
Government of Punjab,
Lahore.
7. Mr. Firdaus Hussain Shah
DEO (Elementary),
Rawalpindi.

8. Mr. Muhammad Islam Siddiq
DEO (Elementary),
Mandi Baha-ud-Din.
9. Raja Muhammad Akram,
DEO (Elementary),
Gujrat.
10. Mr. Hamid Ullah,
DEO (Elementary),
Lahore Cantt.
11. Ms. Ruqayya Ashraf
DEO (Women) (Elementary),
Gujrat.
12. Ms. Bilquis Malik,
DEO (Elementary),
Jhelum.
13. Ms. Shehnaz Amin,
DEO,
Lahore City.

**QUESTIONNAIRE FOR
PROVINCIAL SECRETARY OF EDUCATION/
DIRECTOR OF EDUCATION**

1. Name _____ Designation _____
2. Are you administrative incharge of:
 - (i) Primary Education _____
 - (ii) Secondary Education _____
 - (iii) Higher Education _____
 - (iv) All of the above _____
3. What role do you play in planning the primary education in your province/region?

4. Who provides the finances to the schools under your control?
 - i. Central Government _____
 - ii. Provincial Government _____
 - iii. Local bodies _____
 - iv. Other departments _____
 - v. Foundations _____
 - vi. Private organizations _____
 - vii. Foreign donations _____
 - viii. Combination of the above _____

5. What is the structure of flow of finances in your region/province?

(i) from top level to down _____

(ii) from down to top level _____

(iii) a combination of both _____

6. Who performs the following duties for primary schools?

(i) Recruitment of teachers _____

(ii) Transfer of teachers _____

(iii) Nomination for In-service training of teachers _____

(iv) Disbursement of salaries _____

(v) Promotion of teachers _____

(vi) Preparation of curriculum _____

(vii) Preparation of textbooks _____

(viii) Distribution of text books _____

7. Who is the final authority to decide about opening/upgradation of primary schools?

Please indicate the name and designation

8. What steps are taken to ensure universalization of primary education ?

9. Who is responsible for smooth functioning of schools?

- (i) Secretary/Director _____
- (ii) DEOs _____
- (iii) Teachers/Head teachers _____

10. What kinds of training is required for the following personnel under your supervision?

- i) District Education Officers/Staff members _____
- ii) teachers _____
- iii) Head teachers _____
- iv) Secretariat level staff _____
- v) Any other, please identify _____

11. Any suggestions of decentralization of educational Management to grass root level for smooth functioning of primary schools in Pakistan

QUESTIONNAIRE FOR MIDDLE LEVEL MANAGERS

1. Name _____
2. Age _____ Sex _____
3. Academic qualifications - (please tick the relevant line)
 - (i) B.A./B.Sc with B.Ed. _____
 - (ii) M.A./M.Sc. with B.Ed. _____
 - (iii) M.A./M.Sc. with M.Ed. _____
 - (iv) Any other _____
4. What position you are presently holding?
 - (i) Headmaster _____
 - (ii) D.E.O. _____
 - (iii) Dy. D.E.O. _____
 - (iv) Any other _____
5. Please mention experience in the field of Education and other fields?
 - (i) Teaching Years _____
 - (ii) Administration Years _____
 - (iii) Experience in Education Years _____
 - (iv) Total experience Years _____

6. What specific area you are dealing with?

- i) Planning _____
- ii) Administration _____
- iii) Pedagogy _____
- iv) Supervision/
Evaluation _____
- v) Combination of
some of the above - (please elaborate) _____
- vi) Any other _____

7. Are you satisfied with the present administrative set up of Education System in your province?

- (i) Highly satisfied _____
- (ii) Partially satisfied _____
- (iii) Not satisfied _____

8. If no, please mention the reasons:

- (i) The system is fully centralized _____
- (ii) The system is partially centralized _____
- (iii) It is not centralized _____
- (iv) Any other reason (please explain) _____

Personnel Management:

9. In your opinion, how does the following functions take place when the system is not centralized?

- | | Yes | No |
|--|-----|-----|
| (i) Powers delegated to DEO/HM for recruitment of teachers | --- | --- |

	(ii)	Powers delegated to DEO/HM for transfer of teachers	---	---
	(iii)	Powers delegated for disciplinary action	---	---
	(iv)	Powers delegated to nominate teachers for in-service training programmes	---	---
	(v)	Powers delegated for assessment of teachers	---	---
	(vi)	Powers delegated for promotion of teachers	---	---
10.		Do you have any problems regarding your staff?	---	---
11.		If yes what problems are there?		
	(i)	_____		
	(ii)	_____		
	(iii)	_____		

Financial Management

			<u>Yes</u>	<u>No</u>
12.	(i)	Powers delegated for purchasing equipment or furniture etc.	---	---
	(ii)	Powers delegated for disbursement of pays etc.	---	---
	(iii)	Powers delegated for authorization of expenditures	---	---
	(iv)	Powers delegated for allocation of funds	---	---

- (v) Powers delegated for reappropriation/ readjustment of funds --- ---
- (vi) Powers delegated for mobilization of resources like levying the fees etc. --- ---

Provision of resources

13. How do you get resources (financial + material + human) for administering the schools? (Tick the relevant)
- | | Yes | No |
|---|-----|-----|
| (i) from Government (Provincial or Federal) | --- | --- |
| (ii) through local bodies | --- | --- |
| (iii) foreign donation/aid | --- | --- |
| (iv) NGO's | --- | --- |
| (v) Through community support self help basis | --- | --- |
| (vi) Combination of some of the above | --- | --- |
-
14. What kind of resources are provided to your schools?
- | | Cash | Materials | Manpower |
|---|------|-----------|----------|
| (i) from Government (Provincial or Federal) | --- | --- | --- |
| (ii) through local bodies | --- | --- | --- |
| (iii) foreign donation/aid | --- | --- | --- |
| (iv) NGO's | --- | --- | --- |
| (v) Through community support/self help basis | --- | --- | --- |
| (vi) Combination of some of the above | --- | --- | --- |

Curriculum & Textbooks

15. Who prepares the curriculum for the Primary level of education
- (i) Teachers _____
 - (ii) Head teachers _____
 - (iii) DEO/DDEOs _____
 - (iv) Provincial Government (Education department) _____
 - (v) Other (Please specify) _____
16. Does community gets any kind of involvement in textbook preparation? (Tick the relevant)
- | | | |
|--|-----|----|
| | Yes | No |
| | — | — |
17. Does it come from Federal level?
- | | | |
|--|---|---|
| | — | — |
|--|---|---|
18. If no, then who is responsible? _____
19. Do you have autonomy to decide about the textbooks?
- | | | |
|--|-----|----|
| | Yes | No |
|--|-----|----|

Access & Participation

20. To open a new primary school in a locality , what factors play dominant role?
- | | | |
|--------------------------------------|-------|-------|
| | Yes | No |
| (i) Local Community | _____ | _____ |
| (ii) DEOs(Govt.) | _____ | _____ |
| (iii) Politicians | _____ | _____ |
| (iv) Foreign donors | _____ | _____ |
| (v) Combination of some of the above | _____ | _____ |

21. What steps have taken in recent years (last 2 years) to ensure universal primary education in terms of enrolment?

1. _____

2. _____

3. _____

4. _____

22. Who took these steps?

	Yes	No
(i) Provincial Government	_____	_____
(ii) DEO/SDEO	_____	_____
(iii) Local Community	_____	_____
(iv) Combination of some of the above	_____	_____

Management of School funds:

23. Do you have the following arrangements for administering the schools?

	Yes	No
(i) Set procedures to Govern the schools	_____	_____
(ii) Village Education Committees/ Teacher parent associations	_____	_____
(iii) Overall goals set by the school/ Education Department	_____	_____
(iv) School calendar (from _____ to _____)	_____	_____

24. How the school(s) under your control are managed internally?

(i) Teachers are allocated duties by the head teachers _____

(ii) DEO any other (Please specify) _____

(iii) Who monitors teaching learning process?

teachers _____

Head teachers _____

DEO _____

Local Community representatives _____

25. Who takes important part in management of school?

(i) Headmaster _____

(ii) Community _____

(iii) teachers _____

(iv) DEO's _____

(v) Any other _____

26. Are you satisfied with supervision and management part of the schools Yes _____ No _____

27. What do you suggest to improve these functions

(i) _____

(ii) _____

(iii) _____

28. Do you need any kind of training for management for yourself or staff members?

Yes _____ No _____

29. If yes, who should be given training

Yes No

(i) teachers _____

(ii) Head teachers _____

(iii) Learning Coordinators _____

(iv) DEOs/DDEOs _____

(v) Clerical staff _____

30. Should this training be a regular feature of your school system?

Yes _____ No _____

31. If yes, what are the areas for training to different categories?

i. teachers
1. _____
2. _____
3. _____

ii. Head teachers
1. _____
2. _____
3. _____

iii. District Administration
1. _____
2. _____
3. _____

32. How the training will help in boosting up education system?

1. _____

2. _____

3. _____

QUESTIONNAIRE FOR DISTRICT EDUCATION OFFICERS

(all information will be treated strictly confidential)

1. (a) Name: _____
 (b) Designation: _____
 (c) Present Pay Scale (BPS) _____

2. Experience in different categories:

	<u>Position</u>	<u>Years</u>
(a)	DEO	-----
(b)	DDEO	-----
(c)	SDEO	-----
(d)	ASDEO	-----
(e)	Supervisor	-----
(f)	Learning Coordinator	-----
(g)	Head Master/Mistress	-----
(h)	Teacher	-----
(i)	Other, please specify	-----

3. How did you reach your present position?

- (a) By promotion
 (b) By direct recruitment
 (c) By any other route.

4. What are your main duties in your job?

- Administration
- Supervision
- Academic
- Financial Administration
- Any other, Please specify: _____

5. (a) Do you have written scope of work/job description?

Yes _____ No _____

- (b) If no, then how do you perform your duties?
 - (c) If yes, have you developed it yourself?
Yes _____ No _____
 - (d) If yes, then do you consider your job description realistic and doable?
 - (e) Have you shared you job description with your directorate?
Yes _____ No _____
 - (f) If yes, has the directorate approved your description of work?
Yes _____ No _____
6. How many schools you have under your administrative control?

 7. How many times a year, you are expected to visit each of the school?

 8. How many schools have you visited during the last academic year? (please include mosque schools)

 9. How many schools have you visited last month?

 10. Do you visit each school in your district at least once a year?
Yes _____ No _____
 11. How many schools have you visited more than
Once: Twice: Thrice:
 12. What was the reason of visiting the same schools twice or thrice?
Academic/Administrative
Please explain _____

13. What are the things you usually observe during your school visits?

14. (a) Do you have any schedule of meetings with your senior officers?
Yes _____ No _____

(b) If yes, please specify their designations.

(c) Do you have any schedule of meetings with your subordinates?
Yes _____ No _____

(d) If yes, in b or c the what are the agenda items?

(e) If you do not meet with your subordinates, what are the reasons?
- Lack of time:
- Logistic problems:
- Any other please specify: _____

(f) Do you ask for monthly work plans for your subordinates?
Yes _____ No _____

(g) Do you provide written job descriptions for your subordinates?
Yes _____ No _____

15. (a) Do you provide academic support? Yes _____ No _____

If yes, How _____

16. Do you assess academic needs of students and teachers?
Yes _____ No _____

17. Do you monitor school programs?

Yes _____ No _____

18. Do you monitor appropriate use and maintenance of school, supplies and equipment?

Yes _____ No _____

19. Do you provide in-service training workshops?

Yes _____ No _____

20. Do you ensure completion of supervisory and training activities of your subordinates?

Yes _____ No _____

21. Can you identify some job which is expected from you, but for any reason you are never able to do that: _____

22. Can you identify any job, which is not written as job description but invariably you have to do it: _____

23. Do you think, you have enough authority to do your job effectively?

Yes _____ No _____

If no, can you please give an example that what kind of authority should be delegated to you to make your work easier: _____

24. In your opinion, do you think the work of DEO's office and SDEO's office is distributed rightly?

Yes _____ No _____

Please elaborate _____

25. If no, then can you make some concrete suggestions to do right kind of division: _____

26. Who has more powers?

Financial:

DEO
DDEO

Explain:

Administration:

DEO
DDEO

Explain:

27. Do you maintain liaison with the community?

Yes _____

No _____

If yes, how: _____

QUESTIONNAIRE FOR FEDERAL MINISTRY OFFICERS

1. Name _____ Designation _____
2. Present posting _____
3. With which particular area you have been dealing? (e.g. curriculum, planning, international cooperation Primary education).

4. Who is responsible for policy making in your particular area? (mentioned in Q.3.).

5. What is your role regarding to policy making/planning.
Proposal/Initiation _____
Decision Making _____
Any other _____
6. Who is the final authority to approve the education policy/plan. (Please mention the designation)

7. What is the degree of coordination between the Federal Ministry and Provincial Departments of education?
Close coordination _____
medium coordination _____
less coordination _____

8. Areas of Coordination

a. Who is responsible for management of education in the provinces.

Provincial Government _____

Federal Government _____

Local Government _____

Any other _____

b. Who is responsible for primary education in the provinces?

Federal Government _____

Provincial Government _____

Local Government _____

NGO/Private organization _____

Other departments _____

Some combination of the above _____

c. Who is responsible for monitoring and evaluation of education in the provinces.

Provincial Government _____ Local Government _____

Federal Government _____ NGO/Private organization
combined. _____

d. What is the mechanism of Educational budget allocation to the Provinces

Federal Government bears the whole expenditure _____

Provincial Government bears the whole expenditure _____

Combination of Federal and Provincial _____

e. Which part of the Provincial Educational Budget is born by the Federal Government?

- i. Whole development budget _____
- ii. Whole non-development budget _____
- iii. Partial development budget _____
- iv. Partial non-development budget _____

f. What percentage of Federal Educational budget is allocated to the provinces:

- Punjab _____ %
- Sind _____ %
- Baluchistan _____ %
- NWFP _____ %
- Federal area _____ %

9. What level of decentralization is there in the Federally administered Education institutions.

work related to Management

work related to Planning

work related to Evaluation

work related to Monitoring

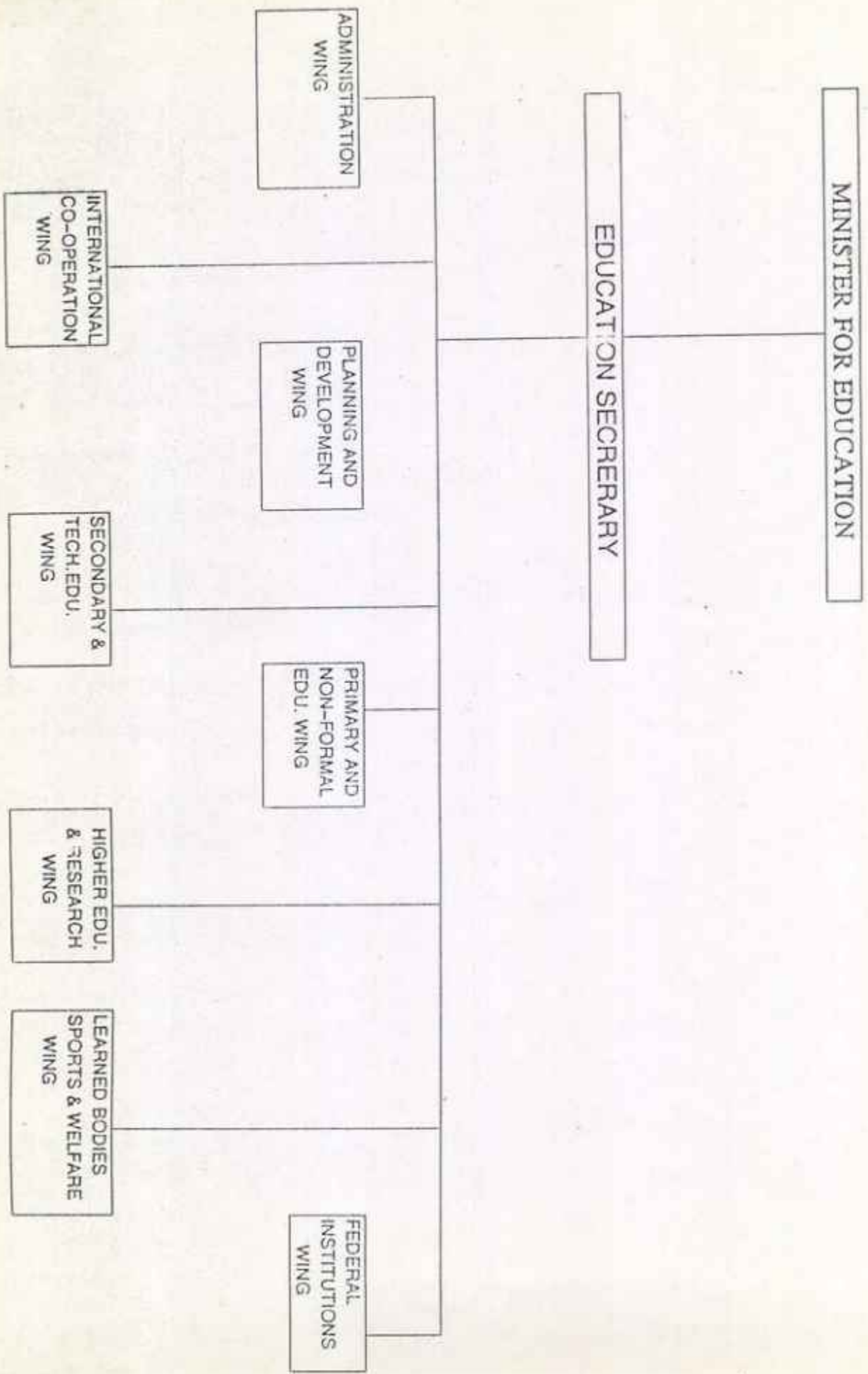
work related to Financing

work related to Supervision

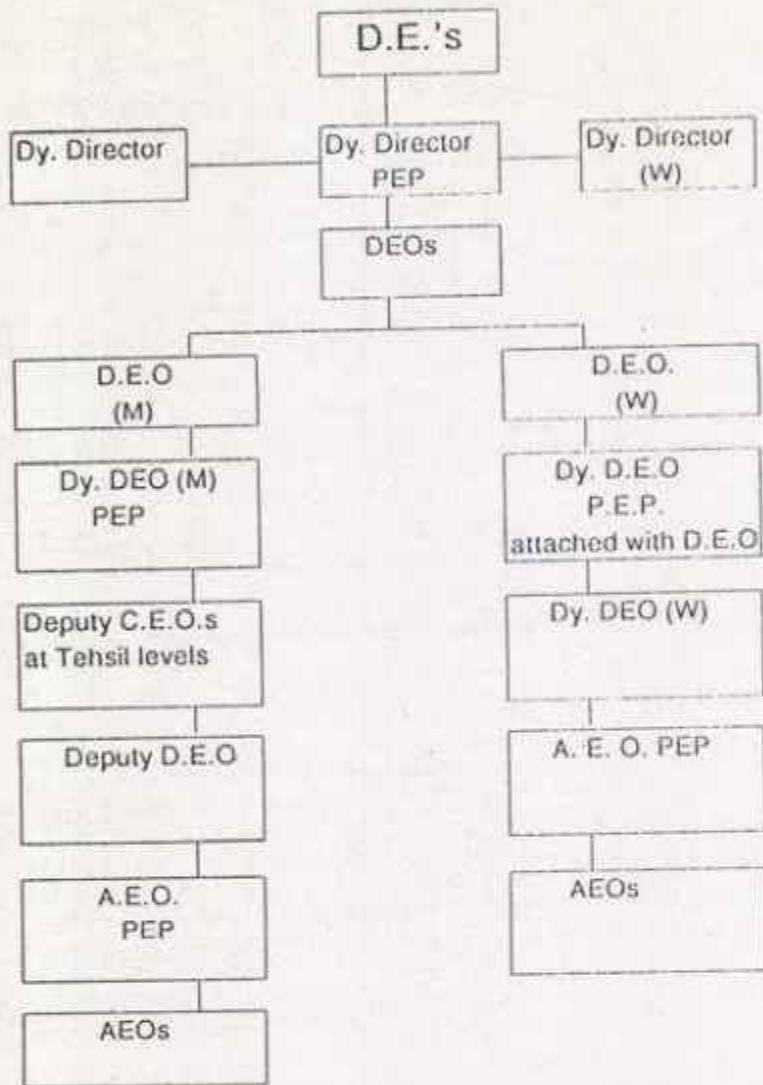
10. What are your suggestions about decentralization of primary education in the Federally administered areas?

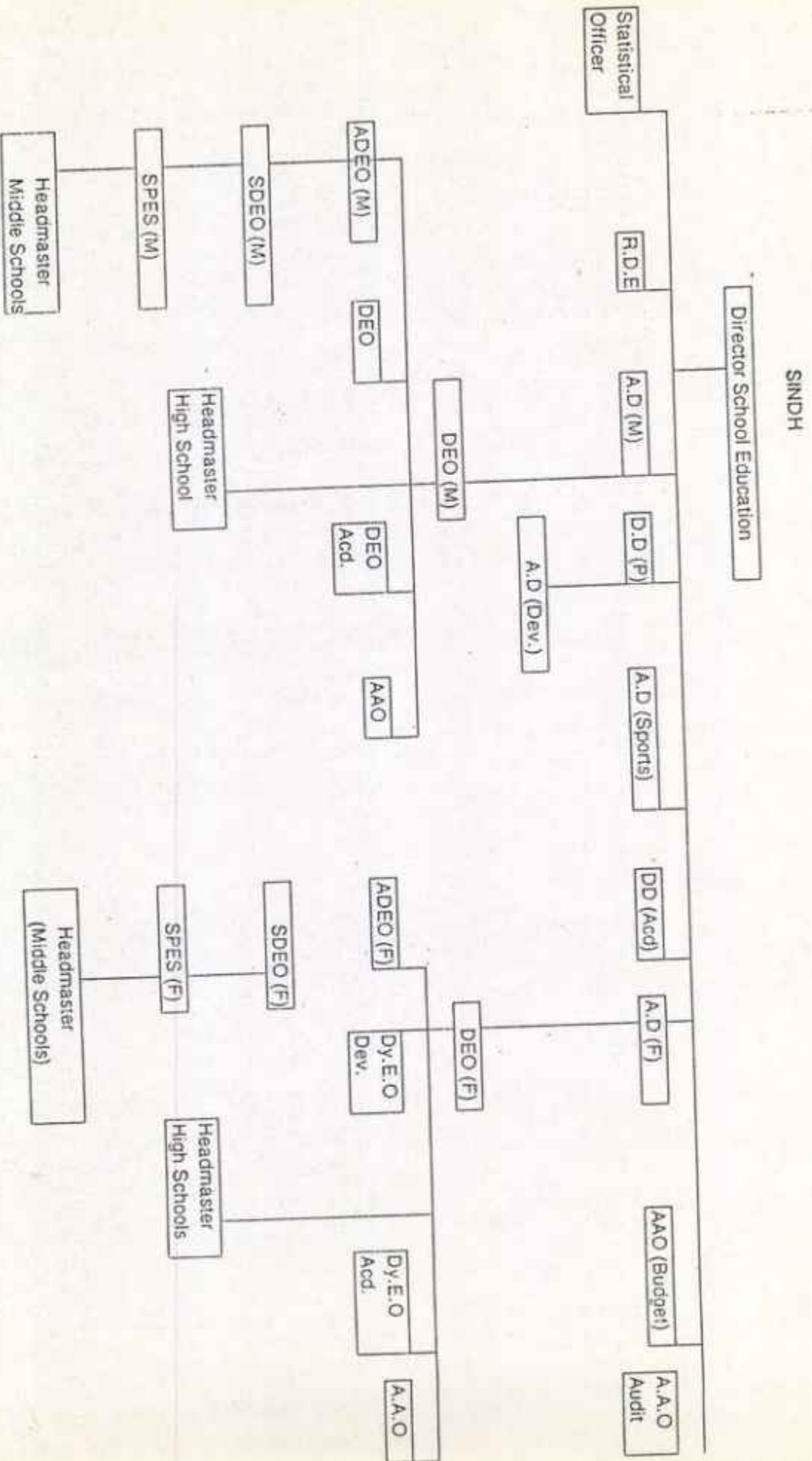
ORGANIZATION CHART OF THE MINISTRY OF EDUCATION

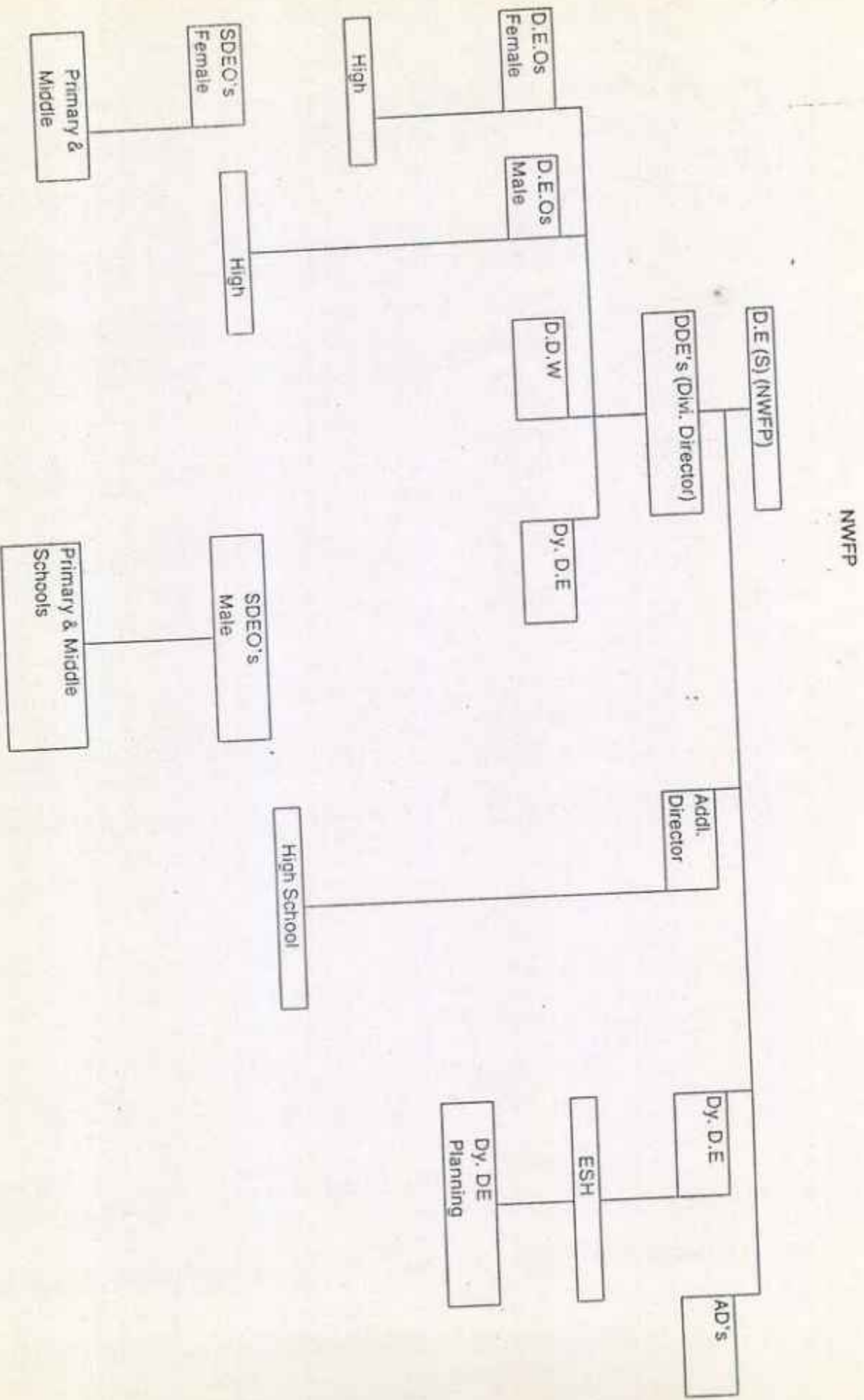
ANNEX-7



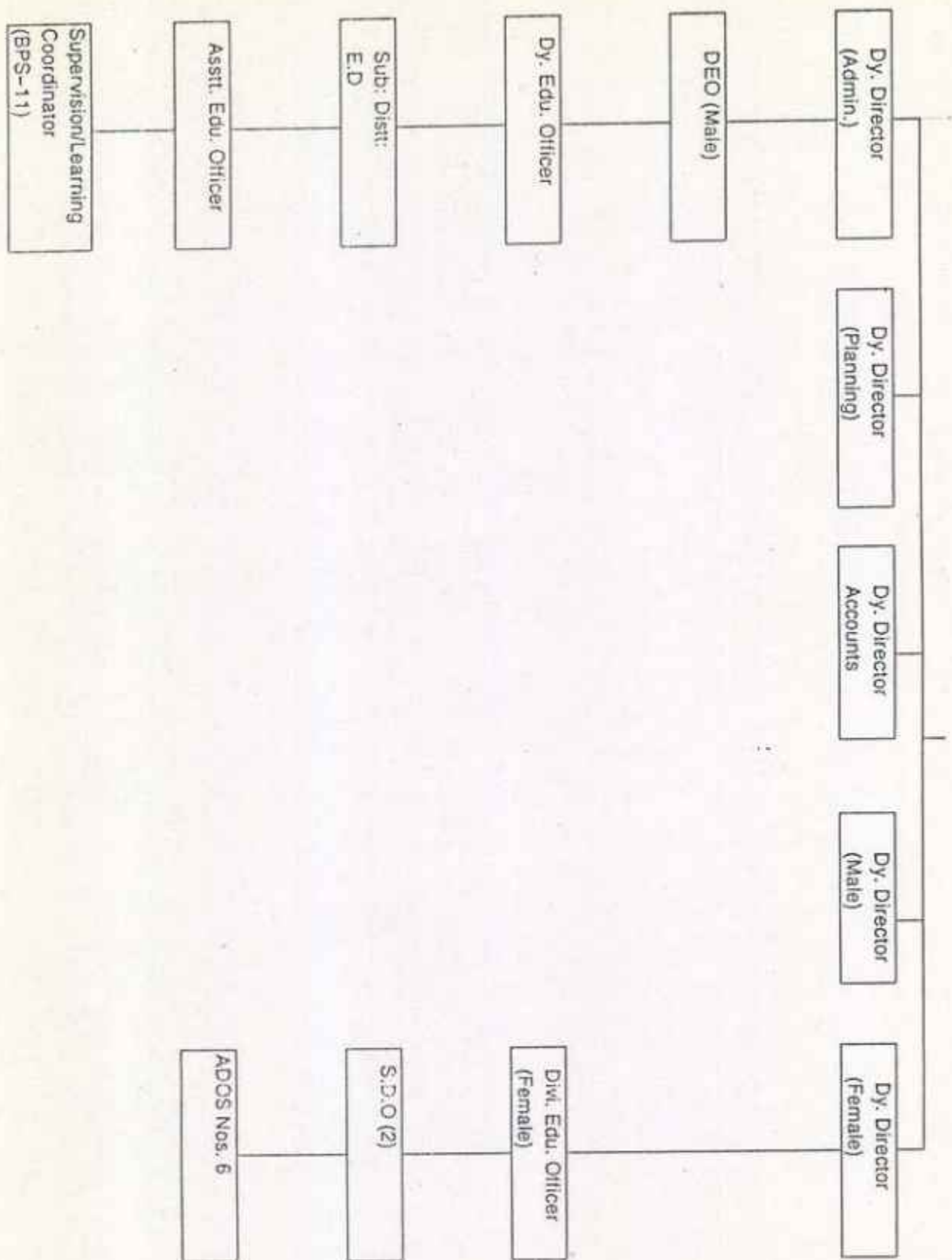
PUNJAB PROVINCE

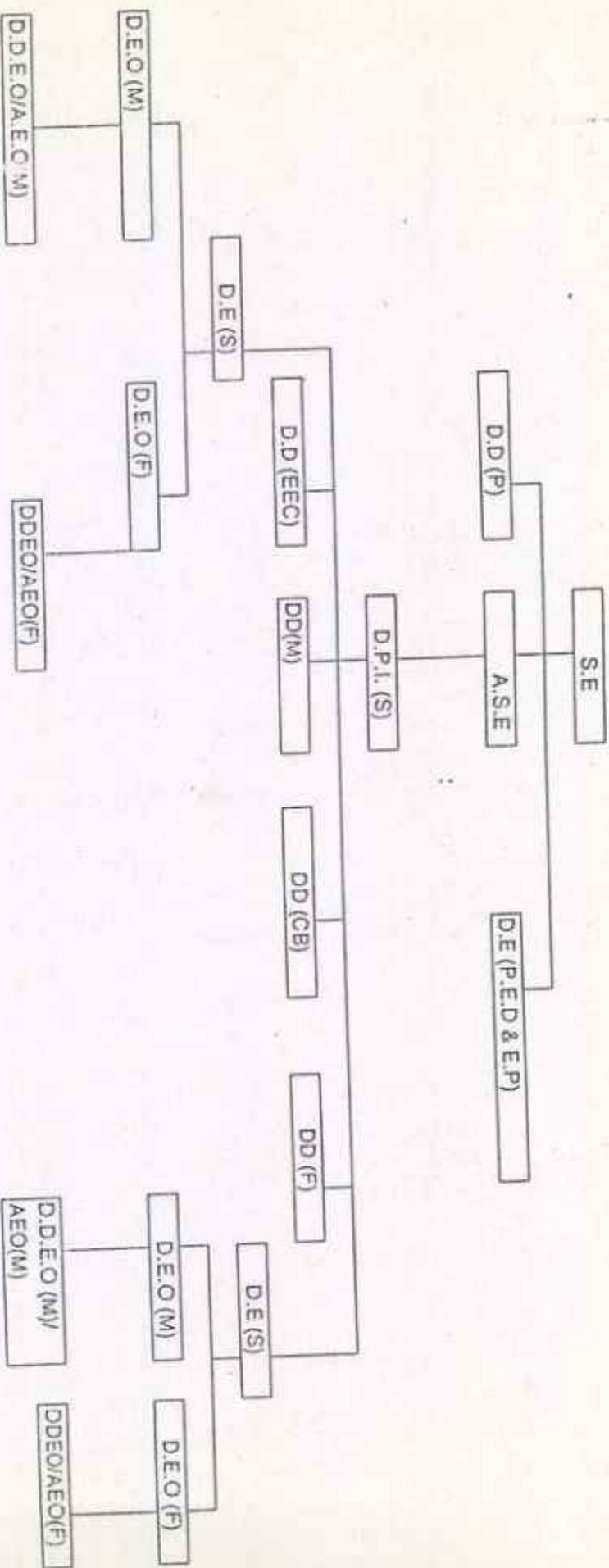






BALUCHISTAN PROVINCE





FINANCIAL ALLOCATION FOR DEFERENT FIVE YEARS PLANS

Plan	Total outlay (Rs. in Million)	Education outlay (Rs. in Million)	%age of total Development budget.	GNP
First Plan (1955-60)	4,863	206	4.23 %	0.88 %
2nd Plan (1960-65)	10,606	527	4.97 %	1.55 %
3rd Plan (1965-70)	13,204	677	5.13%	1.38 %
Non-Plan (1970-78)	70,500	3,886	4.51 %	1.53 %
5th Plan (1978-83)	226,000	5,643	2.50 %	1.5 %
6th Plan (1983-88)	250,000	16,606	6.64 %	2.1 %
7th Plan (1988-93)	350,000	21,253	6.07 %	2.2 %

TARGETS AND ACHIEVEMENTS OF THE SEVENTH PLAN
FOR PRIMARY EDUCATION

	Targets	Achievements	Percentage Achievements
Establishment of new Primary Schools	34,613	21,000	60.7%
Establishment of Mosque Schools	20,000	13,000	65.0%
Construction of buildings for shelterless Primary Schools	20,075	16,500	82.2%
Consolidating and improving existing Primary Schools	14,460	6,200	42.9%
Addition of class rooms in existing Primary Schools	8,749	13,000	149.0%
Additional enrolment at primary level (in million)	4.60	3.1	67.4%

SUMMARY OF EIGHTH PLAN ALLOCATIONS
Education and Training

(Billion Rupees)

Annex-15

Sub-sector	FEDERAL		PROVINCIAL		PAKISTAN	
	Total	SAP	Total	SAP	Total	SAP
Primary	2.600	2.600	30.830	30.830	33.490	33.490
Secondary	3.286	-	13.235	-	16.521	-
Teacher	0.268	0.150	2.102	1.200	2.370	1.350
Technical	0.306	-	2.141	-	2.447	-
College	0.950	-	1.557	-	2.507	-
Scholarship	0.820	-	0.580	-	1.400	-
University	4.100	-	-	-	4.100	-
Literacy & Mass Education.	0.330	0.330	1.400	1.400	1.730	1.730
Library Services & Museums	0.050	-	0.150	-	0.200	-
Miscellaneous	0.220	-	0.200	-	0.420	-
Education Foundation	0.420	0.420	3.140	3.140	3.560	3.560
Other Divisions	0.200	-	-	-	0.200	-
TOTAL	13.610	3.560	55.335	36.570	68.945	40.130

NEMIS SCHOOL DATA, 1992

SCHOOLS :

SCHOOL	U R B A N		R U R A L		T O T A L	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
MOSQUE	2084	346	29546	2152	31630	2498
MOHALLA	23	73	162	273	185	346
PRIMARY	3929	4414	45325	29042	49254	33456
MIDDLE	990	1187	5801	3679	6791	4866
HIGH	697	844	2590	990	3287	1834
HIGH SEC	99	83	210	118	309	201
UNKNOWN	11	33	2	3	13	36
TOTAL	7833	6980	83636	36257	91469	43237
ENROLMENT:						
MOSQUE	130576	19651,	1072189	62112	1202765	8176
MOHALLA	2284	3003	10133	6624	12417	9627
PRIMARY	796520	833865	3619231	1892337	4415751	2726202
MIDDLE	417115	414226	1289788	634093	1706903	1048319
HIGH	558511	636085	1036070	420194	1594581	1056279
HIGH SEC	80887	71053	93809	41054	174696	112107
UNKNOWN	8271	25606	332	133	8603	25735
TOTAL	1994164	2003489	7121552	3056547	9115716	5060036
TEACHERS:						
MOSQUE	3746	700	45865	4161	49611	4861
MOHALLA	19	81	278	256	297	337
PRIMARY	22078	22004	114833	66483	136911	88487
MIDDLE	7312	10226	35366	22686	42678	32912
HIGH	17272	16119	39946	13799	57218	29918
HIGH SEC	2239	1680	4610	1613	6849	3293
UNKNOWN	276	831	22	17	298	848
TOTAL	52942	51641	240920	109015	293862	160656

SOCIAL ACTION PROGRAMME

OPERATIONAL PLAN

FOR

1994-95

Government of the Punjab
Planning & Development Department
Lahore

June 1994

CHAPTER II

ELEMENTARY EDUCATION.

2.1 Social Action Programme Project aims to improve elementary education through strengthening of physical infrastructure as well as the intellectual inputs. The fall back resources for achievements of the goals are to be provided by Annual Development Programme, Foreign Aided Projects, the Community, Elementary Teachers, Directorate of Staff Development, Punjab Education Foundation, Curriculum Research and Development Centre Directing and Inspecting tiers in Education Department and SAPP coordination cells in Planning and Development and Education Departments.

2.2 The Eighth Five Year Plan for SAPP lays emphasis on universalization of primary education. The benchmark position and targets set forth in this respect are as under:

Benchmark 1992,93 Target 1997,98

Primary Level	Boys	Girls	Total	Boys	Girls	Total
Enrolment (000)	4101	2916	7017	5070	4592	9662
Participation Rate	88.1	66.3	77.5	96.8	91.8	94.2

2.3 The following physical and financial targets would have to be met for achieving the goals set in Eighth Five Year Plan:

S.No.	Major Programme/Projects	Targets (numbers)	Estimated Allocation (Rs. Millions)
1.	Girls Primary Education Project CMS & Hostels	557	754.311
2.	Opening of New Boys Primary Schools	1000	1361.45
3.	Opening of New Girls Primary Schools	4000	1471.05
4.	Shelterless School buildings	15650	5596.25
5.	Conversion of Mosque Schools into P/School	8350	2988.45
6.	Addition of Class rooms inexisting P/School	10000	1600.00
7.	Const. of boundary wall around G.P. School	5000	400.00
8.	Provision of furniture to existing P.School	15000	375.00
9.	Provision of teacher kits to P.Schools	21500	43.00
10.	Provision furniture to existing P.School	26600	1330.00
11.	Improvement of play gounds in P.Schools	25000	125.00
12.	Const. of boundary Wall around Boys P.School	6000	480.00
13.	Estt. Of new Govt. College for Elementary Teachers	3 New, 4 Model GCETs and 32 Out Posts	33.00
14.	Teacher Training Project (On-going)	-	835.00
15.	Development of institutional frame work	-	120.00
16.	Punjab Education foundation	-	2000.00
17.	Incentives for primary teacher	-	100.00
18.	Adult Literacy	-	810.00
	Total		18672.20

1993,94

Performance Review

Development Expenditure

2.4 An allocation of Rs.1059.50 million was available in the ADP 1993,94 for implementation of the civil works sub projects and also for accomplishment of certain activities under the Foreign Aided Projects:

2.5 The pace of implementation of the Development Plan has been slow due to number of causes emanating mainly from abrupt changes in the political set up. In the beginning of the financial year the approval of budget suffered a set back and the allocations for the first four months could become available to the executing agencies. The construction cost also rose twice necessitating the revision of construction rates by C&W Department and incorporation of the same in the PCs-I by the competent forums. The payments to the contractors also suffered due to the ban imposed on incurrance of expenditure by the interim Government in their efforts to take a stock of the financial situation of the country. The new elected Government on their taking over also felt the need for certain changes in the ADP schemes. The following detail gives an overview of the allocations and their utilization up to June, 30th, 1994.

ALLOCATION/UTILIZATION 1993-94

(RS. IN MILLION)

S.No	Name of the Scheme	Allocation 1993,94	Utilization 1993,94	Utilization Percentage 1993,94
1.	Opening of new primary schools	337.79	209.06	61.89
2.	Conversion of Mosque Schools	133.91	105.64	78.89
3.	Const. of building of shelterless PS	192.04	88.96	58.51
4.	Const. of b/wall around Girls P School	43.51	26.50	60.91
5.	Provision of latrines/drinking water facilities in primary schools.	41.72	24.83	59.52
6.	Addition of one room in primary schools	65.53	47.05	71.80
7.	Primary Schools for Deaf & Dumb	12.77	6.46	50.59
8.	Const. of buildings of Middle Schools	33.41	21.64	64.77
9.	Addition of class rooms in Middle schools	13.81	8.08	58.51
10.	Const. of b/wall in G.Middle Schools	9.00	4.98	55.33
11.	II titutional Arrangement for implementation of SAP	2.02	-	-
12.	Teacher Training Project	26.23	26.23	100
13.	Punjab Middle Schooling Project	163.90	30.00	18.30
14.	Girls Primary Education Project (ADB Aided)	2.40	0.8	33.34
15.	Primary Education Project-III (IDA Aided)	11.00	11.00	100
	Total	1059.52	611.23	57.68

2.6 Reasons for low utilization of ADP allocations for the scheme one eleven in the above detail have been mentioned in para 2.5. The performance of Punjab Middle Schooling Project has been slow due to late finalization of contract with Academy for Educational Development (AED) consultants, delayed finalization of contract with NESPAK consultants for the building design, delayed opening of assignment accounts and late release of funds. Girls Primary Education civil works components suffered a set back due to increase in rates that necessitated revision of schemes and resultant low utilization of the ADP allocation which was meant for payment of income tax to the contractors. The project is also suffering due to non receipt of reimbursements from Asian Development Bank to the tune of Rs. 175.38 million. The reimbursements received by the project authorities were also quite delayed. This has resulted in almost stoppage of implementation of civil works component because it has not been possible to clear the liabilities of the contractors. Primary Education Project-III has suffered due to LG&RD civil works components, non availability of SAPP reimbursements for placing money in the revolving funds for LG&RD schools. Delay in procurement of furniture by Tehsil Purchase Committees due to inability of the donors to overcome certain procedural difficulties for allowing the purchase of furniture from the Wood Working Centres of Punjab Small Industries Corporation (PSIC).

Physical Progress

2.7 In the SAPP Operation Plan for elementary education major emphasis was given to the expansion of coverage by providing educational facilities in the uncovered areas so as to make such facilities available at the door steps of children and expansion of capacity of the existing institutions to meet the increased demand. A total number of 1914 schemes

for opening of new schools were approved. Out of these, buildings for 659 schools have been completed while work on 430 schools building would continue during 1994,95. In addition to the above new schools, the programme also included conversion of 834 mosque schools into regular primary schools, and construction of buildings for 832 shelterless primary schools. Out of these 350 and 309 buildings, respectively, have been completed.

The following table gives an overview of the position of fulfillment of physical targets as on 30.6.1994. .

PHYSICAL TARGETS AND ACHIEVEMENTS DURING 1993,94

S.No.	Items	Targets	Completed on 30-6-94	* Schools available for becoming functional during 1994,95	To be completed during 1994,95
1.	Const. of buildings for opening of new primary schools.	1914	659	1089	825
2.	Const. of building for Conversion of Mosque Schools into primary schools.	834	350	719	115
3.	Const. of building for shelterless primary schools.	832	309	491	341
4.	Const. of latrines and provision of drinking water facilities in primary schools.	815	312	644	171
5.	Addition of one room in single room primary school	2667	672	1604	1063
6.	Addition of one room in single room primary school.	898	419	782	116
7.	Const. of building for existing middle schools.	28	-	28	-
8.	Const. of additional rooms in existing middle schools.	120	-	120	-
9.	Const. of boundary walls around middle schools.	91	-	91	-
10.	<u>Middle Schooling Project (IDA)</u>				
1.	Improvement of middle schools (Addition of class rooms)	234	-	200	34
2.	Const. of buildings for upgradation of primary schools to elementary schools.	217	-	160	57
3.	Const. of buildings for establishment of new elementary schools.	40	-	40	-

<u>Teachers Training Project</u>				
1.	Local fellowships	262		
2.	Overseas fellowships	5		
3.	Inservice training	5000		
4.	Esst. of new teacher training colleges/institutes			3 New, 4 Model CCETs and 32 Out Posts
<u>Girls Primary Education Project</u>				
1.	Estt. of Community Model Schools.	308	140	403 140
2.	Const. of Teachers Common Hostels (to be completed)	8		10
<u>Training of Teachers</u>				
a)	Head Mistresses of Community Model Schools.	106	57	486
b)	Community Model School Teachers.	530		1629
c)	Training of cluster School Teachers.	11260		11260
<u>Primary Education Project-III</u>				
	Const. of building of Shelterless and new primary schools	4866	3264	5113

The figures given in this column include the schools already completed and the schools/sites under construction.

Recurring Expenditure

2.8 The detail in this para shows the salary and non salary component allocations made in the non development budget of the Province since year 1991,92 to 1993,94. Against the revised estimates of Rs. 8187.33 million of recurring expenditure for 1993,94, an amount of Rs. 7667.22 million have been spent out of salary component of Rs.8011.82 million and Rs.107.38 million has been spent against Rs.175.51 million of non salary component. There was an expenditure of Rs. 194.183 million through PEP-III, GPEP and normal programme of Teacher Training on non salary components.

Recurring Expenditure for Elementary Education in the Punjab

Items	Rs. in millions			
	B.E. 1991,92	R.E. 1991,92	B.E. 1993,94	R.E. 1993,94
Total 6069.3	6186	7853.52	7882.06	8157.33
Salary 6000.62	6117.28	7659.48	7818.97	8011.82
Non salary component	68.76	68.98	194.25	175.51
Salary as percentage of total	98.9 %	98.9%	97.5%	97.85
Repair of school buildings			59.00	59.00
Transport machinery equipment & furniture	2.64	2.25		
Repair of transport, machinery & furniture	3.30	4.22	3.39	4.50
Travelling allowance and transportation	4.72	4.85	4.77	20.75
POL Charges	3.17	3.12	1.20	10.35
Postage, telephone & telex	1.14	1.26	1.29	3.76
Gas, Water & electricity charges	6.21	6.01	5.79	8.52
Stationery, printing, books etc.	23.91	24.02	24.99	35.42
Rent of buildings	6.82	6.69	7.29	12.70
Publicity & exhibition etc.	.38	.32	4.11	0.16
Uniforms, rates, taxes and law charges	.14	.14	.12	0.30
Cost of stores	7.84	7.56	8.01	6.67
Transfer payments	5.27	5.28	5.28	5.00
Teacher Training			3.66	3.66
Policy formulation/Statistic				
Curriculum/text book development				
Others 3.22	3.26		3.60	4.72

Repair of School buildings.

2.9 An amount of Rs.59.00 million was allocated for repair of primary schools. A total of Rs. 33.6 million has been spent during 1993,94 on repair of Primary Schools.

2.10 The actual impact of the foregoing development/recurring expenditure would be available through EMIS' 1993 & 1994 data likely to become available by January, 1995.

Implementation of policy issues

Page 1
Date

5.	Provision of latrines, drinking water in P. Schools.	55.76	-	55.76	2756	-	2756
6.	Add. tion of one room in P. Schools	35.84	-	35.84	898	-	898
7.	Girls Primary Education , Project.	14.41	-	14.41	270	143	413
8.	Upgradation of Primary Schools to Middle level.	205.98	1.40	207.38	465	2	467
9.	Const. of building for Middle Schools.	10.64	-	10.64	8	-	8
10.	Addition of class rooms in middle schools.	4.93	-	4.93	4	-	4
11.	Const. of boundary walls around middle schools.	0.95	-	0.95	2	-	2
12.	Punjab Middle Schooling Project ii Improvement of Middle Schools iii Upgradation of Middle Schools iv Establishment of new Middle Schools	173.45	-	173.45	-	200 160 40	200 160 40
13.	Schools for Deaf and Dumb Children	13.00	9.50	22.50	10	-	10
14.	Teacher Training Project(Inservice training)	63.87	-	63.87	1596	-	1596
15.	Furniture for schools	-	30.00	30.00	-	600	600
16.	Elementary Middle Schools	-	20.00	20.00	-	1000	1000
17.	PEP-III	10.00	-	10.00	-	-	-
	Total	1524.20	84.10	1608.30	-	-	-

Recurring expenditure for 1994,95

2.13 The non development budget for 1994,95 is Rs.9941.54 million including a sum of Rs.296.50 million for non-salary component which is 2.98% of the total proposed budget for 1994,95. The details of the recurring budget for Elementary Education in the Punjab for 1994,95 are as under:

(Rs. in million)

Item	R.E. 1992,93	R.E. 1993,94	B.E. 1994,95
Total	6186026	8187.33	10653.44
Salary component	6117.28	8011.82	10194.54
Non-salary component	68.98	175.51	458.90
Salary as percentage of total	98.20	97.85	95.69
Repair of primary school buildings	-	59.00	73.90
M & R of middle schools under PMSP	27.00	27.00	27.00
Transport machinery equipment and furniture	2.25	-	34.80
Repair of transport, machinery and furniture	4.22	4.50	3.55
Travelling allowance and transportation	4.85	20.75	4.70
P.O.L charges	3.12	10.35	1.30
Postage, telephone & telex	1.26	3.76	1.10
Gas, water and electricity charges	6.01	8.52	5.50
Stationery, printing, books etc.	24.02	35.42	28.66
Rent of buildings	6.69	12.70	6.30
Publicity & exhibition etc.	0.32	0.16	.26
Uniforms, rates, taxes and charges	0.14	0.30	.04
Cost of stores	7.56	6.67	8.30
Transfer payments	5.28	5.00	5.30
Teacher training	-	3.66	105.13
Policy formulation/statistics	-	-	5.35
Educational materials in primary schools	-	-	160.00
Curriculum/test book development	-	-	3.59
Scholarships	-	7.18	7.18
Others	3.26	4.72	4.14
Foreign Aided Projects	-	-	551.616

2.14 The proposed recurring budget indicates an increase of 30.12% over the revised estimates for 1993,94. The share for non-salary component for 1994,95 has also increased as compared to that of 1993,94.

2.15 To ensure that the scarce financial resources available for construction of additional class rooms, provision of buildings to shelterless schools and conversion of mosque schools to regular primary schools are not earmarked to such schools which do not fulfill the agreed criteria full use of the enrolment figures becoming available through EMIS data would be made. The EMIS data for year 1993 and 1994 would be available by January, 1994. A list of all eligible schools would be drawn and further divided into sub sets for each of the above schemes to be used for the selection of remaining sites, if any. In the meantime data for 1992,93 will be used. Each such site would invariably be identified by its EMIS code number.

2.16 It has been observed in some cases that the feasibility reports prepared by the AEOs/DEOs are against the facts on the ground. In future, instead of routine acceptance of such feasibility reports, it would be mandatory for the DDEOs to visit and certify 100% sites proposed to be selected for the categories mentioned in para 2.15. The DEOs and the Directors would also check 40% and 5% sites respectively on the same lines before the final list is approved.

2.17 Construction of new schools would be limited to no more than 25% of the total construction programme in future and shall only be provided in those areas which have lesser number of already available schools, low participation rates, low population density and scattered human inhabitation. If imposition of Compulsory Education Act results in optimum utilization of already available schools then the possibility of

upward revision of the above ratio would be there.

Top Supervision of C&W schools.

2.18 A huge construction activity has been entrusted to C&W Department under SAPP. Although no adverse feed back has been received on the quality of C&W construction schools yet it is felt that there is a need to see that proper utilization of development funds is done and some sort of external check is there. To ensure proper construction quality, without ruling out the idea of top supervision already in vogue in case of PEP-III, CEC and LG&RD schools, an exercise needs to be carried out through the following Committee for submission of a report on the quality of C&W constructed schools.

Composition

1. Two Directors Public Health Engineering from H&PP (Engineers)
2. Director Colleges Lahore Division
3. Director Elementary Education Rawalpindi Division
4. Director Secondary Education Multan Division

The Committee would inspect 50 schools constructed under top supervision arrangements and 50 schools constructed without the top supervision in various districts of the Province. The Committee may benefit from the Inspection Proforma utilized by NESPAK for their top supervision.

2.19 The recruitment of 20732 graduate teachers, one male and one female promoter per union council would generally be as per the details spelt out in June 14-20, 1994 Punjab SAPP (Education), special mission Aid Memoire except that the provision of Rs. 1000 per primary school, class room for educational material would have to be adjusted as per the

availability of the resources. The draft appointment letter would be submitted to IDA for prior review to enable the department to proceed further on the action plan for the recruitment of graduate teachers and their training (Attachment-II).

2.20 The authentication of the audit copy of the notification on the sanctioning of a fixed travelling allowance/special pay for the learning coordinators is under process with the Finance Department and is likely to be finalized by 31.7.1994.

2.21 The authorization of advance payment to the suppliers for the procurement of 34 vehicles for use by the CEC staff is under process with Finance Department.

2.22 The following actions on EMIS as spelled out in SAPP Punjab Mission Aid Memoire are considered necessary for strengthening and proper functioning of EMIS in Punjab.

- i. EMIS may shift its location to new premises by 15th Aug., 1994.
- ii. A UPS, utilizing PEP-III funds may be installed by end of Oct., 1994 (the capacity/need of the UPC would be finally assessed by ISR consultants and the World Bank consultant already with EMIS).
- iii. The remaining vacancies of Data Entry Operators and Computer Operators would be filled at the earliest preferably before the data entry for 1994 starts.
- iv. Collection/compilation of data for years 1993 and 1994 by 1.1.1995.
- v. Wide dissemination of the census data amongst the officers of the Department and public representatives to sensitize them with the needs and merits of data based decision making.

2.23 For Utilizing the available resources in PEP-III, the necessary exercise for short listing eligible C&W constructed schools is being carried out. The case of the schools which adhere to the agreed criteria would be referred to the world Bank for reimbursement. PMSP resources will also be utilized for strengthening the total SAPP programme

including AED technical assistance to PEF and school mapping. EMIS would also receive its share from PMSP as per the provisions of PC-I. The action plan for PMSP is being finalized to ensure accelerated project activity. World Bank Project Appraisal Mission June Aid Memoire would be fully in view of Department of Education and the Project Authorities.

2.24 Community involvement is an essential and life giving component of SAPP. The involvement of the community in the spread of education can be multi dimensional. It can be for the management of the schools through School Management Committees in the villages where an elementary school already exists, it can be for Maintenance and Repair of the schools through School Maintenance and Repair Committees and it can also be in the shape of Village Education Committee in the areas where there is no Government school functioning and the community wants its children to be educated. A School Management Committee by the dint of its role and powers will also be the School Maintenance and Repair Committee. The details about School Management Committee may be seen at Attachment Three.

For encouraging the communities to come forward to take part in the spreading of education in their areas a programme on NRSP model is under consideration of P&D Department. An allocation of Rs. 29.3 million have been earmarked for Community Based Approaches in the ADP. As soon as the concept is finalized, it would be implemented in the Province. The programme would mainly encourage the communities to come forward in the shape of some sort of school building, reasonable number of enrolment and may be an educated person performing the role of teachers. Once the community has established its keenness the Government could provide them help in the shape of some additional rooms in the school as per the

enrolment, offer of employment to the teachers or posting of a teacher from its own resources.

2.25 Maintenance and repair of schools has been a deficient area over the last number of years. Government of Punjab has started making separate allocations in non development budget for the repair of elementary schools. The allocations are also being increased annually. However, there is no denying the fact that if the existing school buildings are to live their life and also have to remain comfortable then some policy measure like involvement of local community in the maintenance and repair of schools would have to be initiated. The proposal of the Finance Department for maintenance and repair through Head Master/Head Teacher was found useful by SAPP Punjab Mission in their draft Aid Memoir of July 6, 1994. A detailed time bound action plan on the constitution of the committees, their functioning, funding arrangement etc is available at Attachment Four.

2.26 It is expected that the implementation of the plan for 1994-95 would raise the enrolment at primary level from the estimated enrolment of 7.481 million for 1993-94, to 7.975 million by end of 1994-95.

2.27 A monitoring framework for elementary education has been prepared giving various indicators being monitored in this sector. the information in this respect is as follows:

<u>Monitoring Framework</u>		<u>Baseline 1992-93</u>	<u>Target 1993-94</u>	<u>Achievement by 6/94</u>	<u>Target 1994-95</u>
A. <u>Output Indicators</u>					
1.	Total Primary level enrolment (000)	7017	7481	7481	7975
	Participation Rate	Boys(88.1) Girls(6.3)	89 71.4	89 71.4	89.5 76

2.	Total enrollment in Class-5 (000)	730 Boys(66%) Girls(34%)	803 Boys(63%) Girls (36.6%)	803 Boys(63%) Girls (36.6%)	924 Boys(60%) Girls(40%)
3.	Number of Government Primary Schools without Students.	695	375	375	None
4.	Number of rural Primary Schools with pupil/Teacher ratio below 10.	3995	3000	3000	1500
B. <u>Policy Reform Programme</u> <u>Inputs</u>					
1.	Minimum % increase in the number of schools with mixed enrolments under female administration	-	5 %	5 %	10 %
2.	Minimum % decrease in the number of Rural female teaching vacancies.	6332 (12%)	2653(5%)	5 %	95 %
3.	Number of village education committees.	-	340	340	All schools will have committees
4.	Percent of total teachers transferred during school year (male/female).	M - 10% F - 5%	M - 5% F - 2%	M - 5% F - 2%	M - 3% F - 1%
5.	Percent of sites selected on need based criteria according to EMIS data (based on agreed criteria).	100%	100%	100%	100%
6.	Percent of female schools provided with:				
a)	Latrine	7.9%	11%	11%	2.05
b)	Water	7.9%	11%	11%	2.05
c)	Boundary Walls	2.3%	3%	3%	4.00

C. Financing Indicator (Rs. Million)					
1.	<u>Release</u>				
a)	Development Budget	698.45	1059.52	1059.52	1608.30
b)	Recurring Budget (Salary/Non-salary)	7062.93	8187.33	8187.33	10653.44
	Non-salary as % of total recurring budget.	(1.3%)	(2.15%)	(2.15%)	(4.31%)
2.	<u>Expenditure</u>				
a)	Development Budget	441.88	1059.52	611.23	1608.30
b)	Recurring Budget (Salary/Non-salary)	6186.26	8187.33	7774.60	10653.44
	Non-salary as % of total recurring budget.	(1.1%)	(2.15%)	(1.38%)	(4.31%)

Attachment-one

<p>Policy Action: 1) Enhance Girls Primary Education</p>	<p>Steps taken during 1993/94</p>	<p>Action to be taken during 1994/95</p>	<p>Responsibility</p>	<p>Out put indicators</p>	<p>Time schedule for actions during 1994/95</p>
<p>a) Single system of Primary Education</p>	<p>a) Instruction for allowing students of both gender in all the primary schools were issued b) The ratio of 70/30 towards the establishment of new schools and conversion of mosque schools was adhered to.</p>	<p>Not only that the policy would continue to remain in the field but an impact study would also be carried out through EMIS The action as per 1993/94 to continue</p>	<p>a) EMIS while compiling data for year 1993/94 would prepare impact report on the results achieved. Further actions would be initiated for remaining bottlenecks if any by Education Department. b) EMIS would carry out the exercise obtaining list of all newly established and converted schools for knowing that how for the policy was actually implemented. The deficiencies, if any, other would serve as guide line in making sites selection during the year 1994/95 by Planning Wing, DP/CE, DES, DEOs.</p>	<p>Exact outcome of the policy is known by EMIS and necessary remedial measures taken to ensure availability of primary schools to both the genders. Adherence of 70/30 ratio in site selection and placing the schools under female (70%) male (30%) ratio EMIS data put to help know the output.</p>	<p>Through out the year 1994/95.</p>

b) Removal of deficiency of elementary teachers in under served areas of the province.	Identification of the under served areas and their notification completed. Female Teachers entry age raised to 50 years.	A study carried under PGP-III for non-monetary incentives to the teachers will be adopted by Education Department.	ADP(GC)	1. Formulation of a Committee to examine the recommendations of the study and to suggest ways to implement. 2. Committee firms up its views and submits to Education Department. 3. Necessary instructions/notifications issued by the Education Department. 4. Action on provision of these incentives starts.	15.7.1994. 20.8.1994 30.9.1994 1.12.1994
c) Localization of Teacher's cadre to Union Council level.	Amendment in rules for localization of primary teachers cadre to Union Council level.	The amendment in rules is under examination of the Establishment Wing of the Education Department. The same may be finalized and adopted.	DOE/DPI(GC)	Rules amended after consideration of all pro's & con's.	Finalization of draft rules, if found feasible by DOE. 31.12.1994 Approval by S&CAU and F.D. by 30.4.1995.

2 Strengthening Primary Education Institutions and procedure

<p>a) Increase focus on primary education.</p>	<p>Provincial Directorate of Elementary Education was established and is fully operational at the Provincial, Divisional and District level with the distinct focus on management of primary and middle schools.</p>	<p>i. Equitable distribution and utilization of TA/DA grants amongst the various tiers of Inspecting and Directing Officers. The situation where TA/DA grants are eaten up by Senior Officers given little or nothing to the Juniors to be avoided. ii. Conducting of talk induction and management training programme for elementary education managers. iii. Section and notification of fixed Travelling Allowance/special pay for L-Cs and filling of large number of vacant female positions.</p>	<p>DOE/DPI(EE), Directors(EE)/DEOs, ii. DPI(EE) ADI(EE), DSD iii. F.D. DOE</p>	<p>Availability of TA/DA amounts would also be issued for the lower tier. Remaining Directors, Deputy Directors, DEOs, DDEOs and AEOs trained. iii. Notification issued, vacancies filled.</p>	<p>Distribution of TA/DA grants by 31.7.1994. Quarterly monitoring by Planning Wing DOE.</p> <p>15.8.1994 to 30.4.1995.</p> <p>Without further delay 31.12.1994.</p>
<p>b) Stream line site selection.</p>	<p>Notification directing field formations under Elementary Education to ensure fulfillment of criteria in case of establishment of new schools, conversion of mosque schools, provision of buildings to shelterless school issued.</p>	<p>To use EMIS data to cross check and validate site selection will be institutionalized specially in case of construction of additional class rooms, conversion of mosque schools and construction of building for shelterless schools 1993 to become available in November & for 1994 by 31.1.1995. Till then available EMIS data, latest field position and spot verification by DDEOs, DEOs & Directors would be done.</p>	<p>DOE/EMIS, DPI(EE), Directors (EE), DEOs, DDEOs and AEOs</p>	<p>The sites are selected as per agreed method and criteria</p>	<p>As in column three.</p>

<p>c) Revise and enforce posting and transfer policies.</p>	<p>The policy of restriction of transfer of teachers within the Marwar was adhered to.</p>	<p>After localization of Primary School Teachers cadre to Union Council level, the posting/transfers would be restricted to a Union Council.</p> <p>In addition to the AED and LC, the promoters and Mentors being recruited at Union Council and by EMSIS at the district level would be used for better monitoring and feed back report towards the end of years through EMSIS.</p>	<p>DOE, DPE(EE), Div. Directors, DEOs.</p> <p>EMSIS</p>	<p>Observance of the policy.</p> <p>Collection & feed back of information by EMSIS</p>	<p>As in column 6 of 1(c).</p>
<p>d) strengthening data base for managing primary school education.</p>	<p>1993-94 survey could not be carried out by EMSIS. Similarly due to non signing of contract with AED, the school mapping exercise under PMSOP could not start. The Data Entry Operators were recruited for EMSIS and paid through recruiting budget.</p>	<p>i) Completion of 1993 survey for EMSIS and preparation of reports by 15. November 1994.</p> <p>ii) Completion of survey and compilation of 1994 data by Dec. 1994.</p> <p>iii) Reflection of EMSIS operational budget in regular recurring budget.</p> <p>iv) M/s AED now being in position to carry out school mapping through technical assistance from PMSOP.</p> <p>v) Utilization of EMSIS data for remaining 1994, 1995 sites as soon as available.</p>	<p>i) DOE, EMSIS</p> <p>ii) DPE (EE), ISR iii) F.D. and DOE (planning wing) iv) DPE (EE), PM (PMSOP), AED.</p> <p>DOE, DPE (EE) Directors and DEOs</p>	<p>iii) availability of 1993, 1994 report.</p> <p>iii) Budget reflected</p> <p>iv) Action initiated</p> <p>v) Action accordingly</p>	<p>November, 1994, Jan. 1995</p> <p>iii) 31-7-94</p> <p>iv) 15-10-94</p> <p>v) Jan. 95, onwards.</p>

3. Foster private, NGO and community participation	3) Use private engineering firms for construction management and supervision	External supervision remained available to CEC and LG & PD schools under PEP III	50 top supervision & 50 non top supervision schools would be got checked to know the use of top supervision in case of C & W schools. The details as per para 2.18 of the operational plan.	Director (planning & budget) office of DP(CE)	<p>i) Committee of the following constituted:-</p> <ol style="list-style-type: none"> 1. Two Directors Public Health Engineering from H & PP Deptt. 2. Director Colleges Lahore Division 3. Director Elementary Education Rawalpindi. 4. Director Secondary Education Multan <p>ii) Committee to select schools and start work.</p> <p>iii) Work completed</p> <p>iv) Report submitted to DOE</p> <p>v) Conclusion drawn.</p>	<p>15-7-1994</p> <p>15-8-1994</p> <p>31-1-1995</p> <p>15-2-1995</p> <p>31-3-1995</p>
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<p>b) Punjab Education Foundation</p>	<p>Review the role of Education Foundation and revise criteria for assistance. Review of policy, regulations and incentives for private sector's role in education. The above could not be accomplished due to non availability of M/s AED Consultants under PWSF.</p>	<p>Utilizing of technical assistance from PWSF to assist in a review of PEF operational frame work and above all criteria for improving targets and more flexible assistance to the private sector.</p>	<p>DOE, DP(ES), Pw(PWSF), MO(PEF), AED</p>	<p>i. Action work of the study prepared. ii. Approval by PEF and DOE. iii. Review of operational frame work of PEF starts in Review Completed. iv. Reports submitted. v. Examined by DOE and P&D Department. vi. Views firmed up.</p>	<p>20.8.1994 10.9.1994 1.10.1994 31.12.1994 31.1.1995 28.2.1995 31.3.1995.</p>
<p>c) Community participation.</p>	<p>Parents committees were established for looking after the school management and repair. Community kept providing land for construction of schools and also the educational material like books, stationery and uniform to their children.</p>	<p>Pilot Project prepared and details in para 2.4 of operational plan. Action also initiated to strengthen the performance of the School Management Committees.</p>	<p>DP(EE), Divisional Director, DEO, DEQAEO, Promoter, IC, UNICEF, Local community</p>	<p>i. Committee notified by Education Department. ii. Training of Members of Committee and Manager. iii. School development plan prepared by committee. Concept clearance by P&D and DOE Implementation strategies chalked out programme put into operation.</p>	<p>31.7.1994 15.8.1994 to 30.4.1995 May/June 1995. 31.10.1994 31.12.1994</p>

d) School repair	Provision of separately allocated funds for maintenance and repair in non recurring budget. Schools repairs to be carried out by CEC.	Involvement of community in school routine maintenance and repair. Using out come to NESPAC study on maintenance and repair.	As above, SE/CEC and F.D.	<ol style="list-style-type: none"> i. Committee notified ii. Survey of schools conducted by CEC iii. Funds released to committees for routine repair. iv. Maintenance starts v. Maintenance completed. 	<p>31.7.1994</p> <p>1.8.94 to 30.9.94</p> <p>Up to 31.10.1994.</p> <p>1.12.1994.</p> <p>30.4.1995.</p>
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4. Improved instructional quality

a) Non salary budget	Efforts were made to increase non salary budget as compared to previous years.	To further increase non salary budget.	F.D./DOE	<ul style="list-style-type: none"> i. Provision on educational material per school allocated @ Rs.1000 per school. ii. Expenditure on non salary component in foreign aided projects increased. iii. Budget for repair of schools increased. 	Budget year 1994,95.
b) Inservice teacher training	LCS and AEOs completed two cycles of supervisory training.	Continuing the programme.	Directorate of Staff Development.	<ul style="list-style-type: none"> i. Training starts. ii. Training completed. 	15.8.1994 30.6.1995