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DECENTRALIZATION OF EDUCATION MANAGEMENT (The Provincial Scenarios)

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PREFACE

Efficiency of any education system depends in the main on its management/administration. The highly centralized educational system could not achieve the desired targets. Consequently, there was a thinking to decentralize it. Several actions have been taken to decentralize education. Separation of elementary from secondary education in the provinces is an example of decentralization. In the policy statement of 1992, it was also emphasized.

Despite the emphasis on decentralization in education policies, progress towards this end does not appear to be easily noticeable. Has decentralization policy been fully implemented? Are all the provinces implementing it in the same spirit and to identical extent? Is the actual practice the same as the theory? Have decentralization measures created the desired impact?

These and similar questions needed to be looked into for an intelligent analysis. Hence there was a need for a research study. In response to this need, the Research Division of the Academy of Educational Planning and Management, carried out research to analyze various aspects of decentralization process.

The factors, identified during the research such as: fast growing population and actual lack of resources, contribute to the 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.

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 governments has claimed increases in literacy, population growth at the rate of about 3 percent neutralizes the annual increase in the literacy rate.

This study analyzes the problem in the context of decentralization of the system by studying the policies, analyzing the system and interviewing the concerned personnel and suggesting changes.

The researchers are grateful for Director General's co-operation and facilitation during the process.

(Haroona Jatoi)
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1. SUMMARY

Pakistan has a challenge to educate twenty million of the nation's school going age children (5-9 years). 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. Decentralization of education system is inevitable as these activities have to be on the ground at community's levels.

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. Nationally prepared policies, no matter how elaborate have difficulty for implementation as the system tends to be highly centralized.

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 study suggests changes at the District Level.



2. 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.

Efficiency of any education system depends in the main on its management/administration. Elementary education in Pakistan has suffered a lot in the past due to inefficient administration. The highly centralized educational system could not achieve the desired targets. Consequently, there was a thinking to decentralize it. Several actions have been taken to decentralize elementary education. Separation of elementary from secondary education in the provinces is an example of decentralization. In the policy statement of 1992, it was also emphasized that:

"The managerial and administrative skills of educational personnel will be improved through professional training in techniques and methods of educational administration. The process of decision-making will be decentralized. Educational development plans shall be effectively coordinated and monitored. Management of district level education will be improved by associating the local community".

The Education Policy of 1992 is neither the first nor the only document to emphasize the need for decentralization. In fact all policy documents and reports prepared prior to 1992 had also laid stress on this aspect.

Despite the emphasis on decentralization in education policy, progress towards this end does not appear to be easily noticeable. Has decentralization policy been fully implemented? Are all the provinces implementing it in the same spirit and to identical extent? Is the actual practice the same as the theory? Have decentralization measures created the desired impact?

These and similar questions needed to be seriously looked into for an intelligent analysis. Hence there was a need for a research study. In response to this need, the Research Division of the Academy of Educational Planning and Management, carried out field research to study and analyze various aspects of decentralization process. The study is called "Decentralization of Education Management : The Provincial Scenarios".

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.

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 is the "crisis" in basic education.

This study analyzes the problem in the context of decentralization of the system by studying the policies, analyzing the system and interview the concerned personal and suggesting changes.

3. OBJECTIVES:

1. To study decentralization measures taken by the Provinces.
2. To compare the similarities and differences in the provincial decentralization measures.
3. To study co-relation between theory and practice.
4. To identify the most effective measures and their impact on the efficiency of the system.

4. METHODOLOGY

- a) The study was conducted in all the four provinces. Four sample districts were chosen, one from each province. Ten schools from each District were chosen as sample randomly. Data was gathered from each school. It included 50% boys and 50% girls schools. The data is analyzed which forms the basis of this report.
- b) In addition, top level education management were also individually interviewed in person.
- c) Different questionnaires (Annex-2,3 & 4) were administered to top management people (Secretaries/Directors), middle level management (DEOs/DDEOs) and local level managers (headteachers).

5. 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 been produced; various projects have been launched and attempts have been made to give the country an educational set-up suiting the genius and aspirations of its people and catering for its development needs. As a result, educational infrastructure and facilities in Pakistan today present a much different picture than they did in 1947.

When Pakistan came into being in 1947, there were only 8900 primary schools with an enrollment figure of 0.77 million. As against this, the number of primary schools in 1996-97, including mosque schools is estimated to be 150,963 with an enrollment of 15.5 million. The number of middle schools was estimated to be more than 14595 in 1996-97 with an enrollment of 3.7 million. There are about 9808 high schools with 1.5 million students.

In addition, there are in 1996-97 more than 673 secondary vocational institutions with an enrollment figure of over 95,000. Participation rate at the primary stage is 74.8 percent, (85.5 percent among the males and 63.1 percent females), at the middle stage at 31.6 percent (36.5 percent among males and 25.8 percent females) and at the secondary stage at 29.7 percent (36.7 percent among males and 22.3 percent females). Despite all this, Pakistan's literacy rate is only about 38.9 percent - 50 percent among male population and 27 percent 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 provinces.

Although there has been substantial increase in the number of primary schools (including mosque schools) from 1947 to date, 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 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.

In 1997, the number of teachers in primary schools is estimated to be 339500 which means that most of the schools are one teacher schools. The number of female teachers for the same period is 112600 which is half the number of male teachers. Rural/urban comparisons also show striking imbalance, favoring the urban areas.

6. EDUCATION POLICIES

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.

6.1 National Education Policy (1992)

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. 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.

- 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 now 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 and a new Education Policy is being announced in January 1998.

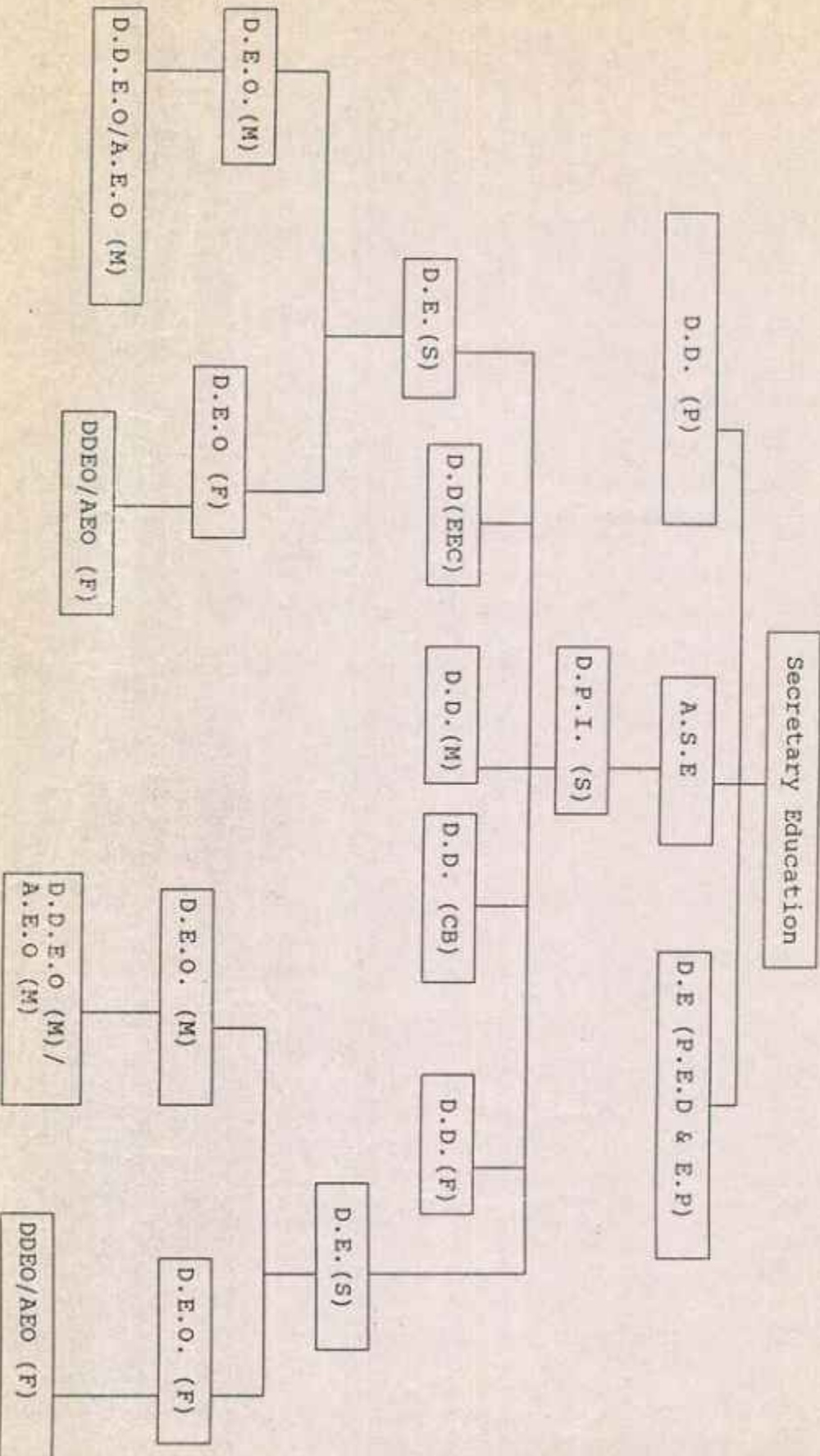
To support Pakistan's education system and to sustain its proposed expansion, a network of teachers training institutions has been created to produce trained teachers for various levels. The National Education Policy attaches a high priority to improving quality of teacher education. Accordingly, a project 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 Education (UPE) within a stipulated time. Realizing that UPE will not be possible without actually re-organizing the management system, certain attempts have been made in this regard, particularly in the 1992 Education Policy. UPE has been a clearly stated goal of successive development plans over the last forty eight years but despite a huge expansion of the education system, it has not been achieved. Indeed Pakistan is well behind the regional levels in this regard, and has been overtaken by countries which began with a far lower educational base and lower levels of economic development.

According to the latest Policy, Education Foundations at Provincial and Federal levels have been established for the development of education in the private sector. The Policy reflects some revolutionary steps which, apart from using innovative means for attracting private finance, also provide for the development of infrastructure and for the implementation of plans for the promotion of primary education in collaboration with local communities. In addition, for decentralization of primary education, the Policy (1992) recommends creation of primary education authorities (Directorates of Primary Education) at the Federal and Provincial levels. Looking into the decentralization process, the policy stresses it as an utmost need for the programs of universal primary education and suggests to achieve it through the active participation of the community and elected representatives. Villages are to serve as units in rural areas and mohallahs in the urban areas.

ORGANIZATIONAL CHART OF ASJK



The Policy also emphasizes the need for special incentive oriented programs for increasing women participation, which is presently very low. Equally depressing are the retention rates. According to the Policy, the Social Action Program (SAP) will be extended to 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 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.

6.2 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.

7. ADMINISTRATIVE/ORGANIZATIONAL STRUCTURES ¹

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.

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.

¹ 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.

- 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: Administration Wing; Primary & Non-Formal Education & Curriculum (PNEC); International Cooperation Wing (ICW); Federal Institutions Wing (FIW); Planning, Science and Technical Education Wing (PSTE) and Higher Education and Learned Bodies Wing (HE & LB), each headed by a Joint Educational Adviser. An Organizational Chart is placed at Annex-5. 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 6,7,8,9 and 10.

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. Organizational charts for each of the province at divisional levels are placed at annexures 6-A, 7-A, 8 -A and 9-A

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.

8. 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
FINANCIAL ALLOCATION FOR DEFERENT FIVE YEARS PLANS

Plan	Total outlay (Rs. in Million)	Education outlay (Rs. in Million)	Percentage of total Development budget.	GNP
1st Plan (1955-60)	4,363	296	6.78 %	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	3,665	5.20 %	1.53 %
5th Plan (1978-83)	226,000	10,383	4.60 %	1.5 %
6th Plan (1983-88)	250,000	19,810	7.94 %	2.1 %
7th Plan (1988-93)	350,000	22,680	6.48 %	2.16 %
8th Plan (1993-95) First two years	483,320	69,031	14.28 %	2.33 %

Source: Economic Survey 1994-95, Government of Pakistan.

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 raising 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%
1994-95	44096.000	
1995-96	52643.000	
1996-97	64503.000	

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).

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.

9. THE FORMAL SYSTEM

Pakistan emerged as an independent nation in 1947. According to the 1981 census, the population of the country was 84.25 million. The country has four provinces Punjab, Sindh, NWFP, Balochistan, and Federally Administered Areas FATA, FANA, and AJK. Estimated population in 1995 is 128.01 million. The 1972-81 growth rate of the population was estimated to be 3.08 percent per year. The density of population per square kilometer grew from 82 in 1972 to 100 in 1981. According to the 1981 census, the urban population constitutes 28.3 percent of the total population.

Urdu is the national language and understood throughout the country. There are regional languages such as Punjabi, Sindhi, Pushto, and Baluchi. English is still widely used in commercial, legal, and other official transactions. It is also the medium of instruction in colleges and universities.

The literacy rate of Pakistan, according to the 1981 Census, was to be 26.2 percent, 47.1 percent in urban areas and 17.3 percent in rural areas. Among males the literacy rate was 35 percent and among female 16 percent. This is one the lowest literacy rate in the developing countries. But it shows a significant increase from 13.2 percent in 1951, 18.4 percent in 1961, and 21.7 percent in 1972. Literacy rates tend to vary widely from province to province. The current estimated literacy rate is at 37 percent --- 49 percent for males and 24 percent for females. Literacy rate in the rural area is 28 percent and urban area is 56 percent.

The present system of education has the characteristics of the pattern of education introduced by the British Government in India. Ever since independence, attempts have been made to relate the educational system to the needs of the societies in Pakistan. The past development strategy did not place due emphasis on social sectors including education. Now high priority is being given to rapid spread or universalization of primary education. The government is committed to increase the share of education sector in budget from the existing 2.5 to 3 percent of GNP by the year 2000.

10. GENERAL STRUCTURE OF THE EDUCATIONAL SYSTEM

10.1 Primary Education

Educational system of Pakistan has a multistage structure (please see Annexure-I). The first is the primary stage (class I to V) which lasts for five years and enrolls 5 to 9 year old children. Most of the primary schools have classes 1 to 5. But simultaneously, other primary schools called "Mosque Schools" are also working for this purpose, in Government sector². The primary classes are also working in some of Middle, High, and Higher secondary schools.

10.2 Middle Education

The primary stage is followed by middle stage (class VI to VIII) which lasts for three years after primary stage. The required age for admission to 6th grade is 10 plus. The middle stage is considered to form grades VI - VIII but some of the middle schools in Pakistan arrange schooling also for grades I-VIII. The middle classes VI to VIII are also present in some of High and Higher secondary schools.

10.3 Secondary Education

Though transitionally middle school (three years schooling comprising grades VI to VIII) is a part of secondary education but in principle secondary education is considered to consist of grades IX and X, two years schooling after middle. Some of secondary schools also have classes from I to X and VI to X. The completion of ten years schooling from primary to secondary class X is also called Matric and such certificate is awarded, to successful candidates, by

²At national level, presently, about 93843 primary and 36409 mosque schools, are providing primary education to 10.19 million children and remaining 2.25 million children are getting primary education from Middle and High schools where primary classes are also working. About 12878 private primary schools are also providing education to about 2.07 million children (Source: Pakistan Education Statistics 1995-96 AEPAM, MOE, Islamabad).

respective Boards of Intermediate and Secondary Education. These boards are working at Federal level and one in every divisional head quarter of provincial areas.

10.4 Higher Secondary

The higher secondary stage (XI & XII, two years schooling after Secondary or Matric) which is also called the intermediate stage and is considered a part of college education. Education policies introduced from time to time urge that grades XI and XII should ultimately be merged in the secondary stage. Some of higher secondary schools also have classes from I to XII or VI to XII. The board of Intermediate and Secondary Education issue certificate called HSSC (Higher Secondary School Certificate) to the successful students. The certificate holders are eligible for admission in Arts, Engineering, Medical or other areas of education.

10.5 Higher Education

This is a degree programme of two years of higher education after higher secondary stage. These two years schooling is offered by colleges which are affiliated with universities who award a BA or BSc degree (Bachelor of Arts or Science). In order to complete an honors degree, which mostly is offered by universities, in BA or BSc an additional one year study is required. In addition, two years after a master's degree, a doctoral degree may require two to three years study after the completion of a master's degree. All degrees are finally issued by the universities.

10.6 Technical, Vocational and Business Education

The duration of post-secondary education varies in technical and professional fields. The polytechnic diploma is a three year course, after secondary, in which different technology fields are taught. A diploma and bachelor's degree B.Tech (Bachelor of Technology) can be obtained from polytechnic (for men and women) and colleges of technology. A bachelor's degree in medicine (MBBS) requires five years of study after the intermediate stage called premedical.

Similarly, bachelor's degree courses in engineering and veterinary medicine are of four years' duration after the intermediate examination. Commercial education is offered at certificate, diploma, degree and post graduate level in commerce colleges and commercial training institutes in public sector. All the degrees are issued by the Universities because colleges are affiliated with universities.

10.7 Teacher Education

Teachers are trained at various levels. The minimum qualification required for a person to become eligible to enlist at a teacher's college or institute is ten years of schooling. The Primary Teaching Certificate (PTC) is the most popular qualification. This involves a one-year pedagogical training including four months compulsory teaching practice. In order to become a high-school teacher, a bachelor's degree and a one-year degree course in education leading to the Bachelor of Education (B.Ed) are necessary. The Master of Education (M.Ed.) and bachelor's degree and one year of training after the B.Ed.

10.8 Teachers' Training Institutions

The institutes where primary school teachers are trained are called Teachers' Training Institutions. Training institutes for high school teachers are known as Teacher Training Colleges. The Institute of Education and Research (IER) at Punjab, Peshawar, and Sindh Universities offer master's degree courses in specialized subjects such as business education and industrial arts education. A National Technical Teachers Training college for Training Teachers or polytechnic and technical colleges has also been established.

10.9 Adult and Non-formal Education

The importance of Non-formal education was realized when all the efforts could not be effective to enroll out of school and dropouts for education. Non-formal education is provided by following agencies, institutions and organizations through numerous non-formal education programmes in the country.

Allama Iqbal Open University was established in 1974. The main objectives of the university are: (a) to provide facilities for those who cannot leave their homes and jobs; (b) to provide facilities for educational improvement for the masses; (c) to provide facilities for the training of teachers; and (d) to hold examinations and to award and confer degrees, diplomas, certificates, and other academic distinctions to persons who have been admitted to the university and have passed its examination under the prescribed conditions.

For adult and non-formal education, the Allama Iqbal Open University (AIOU) is the pioneer institution of non-formal and distance education. The university offers as many as 216 different courses through its media based and tutorially supported non-formal/distance education system. These courses have an extremely wide range, from literacy to MA/MSc and M.Phil levels. Some of the lower programmes/courses include: Literacy and Adult Education; Integrated Functional Education; Integrated Functional Literacy; and Women's Matric project.

Pakistan Academy for Rural Development in Peshawar is also contributing to non-formal education. Their courses include the "Extension Education" programmed for rural development workers and Ulema aimed at education of religious leaders. A similar Academy has also been established at Quetta. The NCRD (National Center for Rural Development) is also providing similar facilities.

Pakistan Broadcasting corporation also plays vital role in eradication of illiteracy. It is broadcasting useful audio programmes for literacy. Pakistan Television has also launched exclusive channels for promotion of literacy.

10.10 Special Education

Special education for blind, physically disabled, mentally restarted and the deaf is controlled by Ministry of Health, Special Education, and Social Welfare. There are about 46 special education centers in the country imparting education/training and providing audio-visual to the handicapped children/persons.

11. ADMINISTRATION AND FINANCE

The federal government continues to be the overall policy making, coordinating, and advisory authority on education. The educational institutions located in the federal capital territory, the Centers of Excellence, and the Area Study Centers and other nationalized institutions in various parts of the country are administered by the Federal Ministry of Education. Universities located in various provinces are administered by the provincial governments but are exclusively funded by the federal government through University Grants Commission.

11.1 Administrative Setup of Education

Education has always been a provincial matter. Even the 1973 constitution recognizes the right of the provincial governments to control education. There are certain areas, such as curricula, syllabi, planning and policy, which are formulated jointly by the federal and provincial governments. However, federal legislation supersedes provincial legislation. Whatever policies are finally approved are carried out by the federal and provincial governments. For all development activities, the federal government provides funds for capital expenditure whereas the provincial governments have to provide matching funds for recurring expenditure.

The federal Ministry of Education is headed by the Minister for Education. The most senior civil servant in the ministry is the education secretary. The provincial education departments are headed by the education ministers of the respective provinces and again, the senior civil servants in these departments are called education secretaries. Each province is divided into regions for educational administrative purposes. Each regional office is headed by a director. The regions are further divided into districts and the officer in charge of district is the district education officer (DEO) who in turn is assisted by an assistant district education officer.

The supervision of Primary schools falls under the jurisdiction of the DEO. However, secondary schools are under the administrative control of the regional director of the education. For all colleges, there are separate directorates of education. Universities are autonomous bodies supervised and controlled by their own syndicates which are appointed by the governors of the respective provinces. Each syndicate is headed by a vice chancellor who is the academic and administrative head of the university, and also heads the syndicate and the various academic and administrative bodies of the university. The governors of the respective provinces are ex-officio chancellors of the universities in their domains.

12. CURRICULUM DEVELOPMENT, TEACHING METHODOLOGY AND EXAMINATION SYSTEM

✓ At the federal level, the National Bureau of Curriculum and Textbooks operates as a constituent part of the Ministry of Education. Curriculum Bureaus and Text Book Boards also function in the provinces. The national bureau coordinates the activities of the provincial bureaus. The development of curricula is initiated by the provincial bureaus but is finalized jointly by the national and provincial bureaus.

The medium of instruction at the primary level is the national language (Urdu) or an approved provincial language. Urdu is used as the medium of instruction at the secondary and higher secondary level. Higher education is generally conducted in English.

The courses offered are generally the same throughout the country. Diversification of courses takes place after class 8. Three streams of courses, arts, science, and technical/vocational, are available from which students can choose according to interest and aptitude.

Textbooks are produced by the Provincial Textbook Boards. Writers are appointed in consultation with the Curriculum Bureau. A National Book Foundation has been established by the government to reproduce such books locally and made available for students. Book Banks have also been established on the campuses of the universities.

Up to class ⁷9 there is automatic progression based on the cumulative record of a student. Public examinations are held at the end of classes 10 and 12. These examinations are conducted by the Boards of Intermediate and Secondary Education. Universities conduct their own examinations and also those of the colleges affiliated to them.

13. 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:

13.1 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 is also given to the improvement of school environment and teacher training, and to increased availability of teaching aids and textbooks. These inputs also to 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 buys the land if the community is not able to provide free land in an easily accessible area. Co-education is to be introduced at the primary level under female teachers, wherever feasible. In the matter of provision of buildings, shelterless schools receive priority.

For the effective and efficient execution of SAP, operational responsibility rests with community organizations and the local bodies, which also involves the private sector and NGOs. Measures are 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 is determined by District Committees which is to 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%.

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.

14. 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.

15. 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 is acting as a catalyst for the promotion and institutionalization of technical development of EMIS throughout the country.

Known as FedEMIS, the central unit receives 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, presents a comprehensive national picture of Pakistan's education. This data constitutes 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 also help to monitor the effective implementation of decentralization efforts in the provinces.

16. 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.

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.

17. LITERACY PROGRAMMES

The literacy rate in Pakistan is 38.9 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, 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.

Prime Minister Literacy Commission (PMLC) 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.

18. 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 all of the 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. 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 provinces' 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 of 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 the provincial headquarters.

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.

19. 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.

20. 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. On the basis of their responses and of the system, the following recommendations are made for making the role educational managers more effective:

Appointment and selection of Education Officers, including streamlined. Presently, individuals interested in these jobs use their personal 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 the provinces 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 Academy of Educational Planning and Management (AEPAM) can be very effectively used for this training.

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 Directorates 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. This has been tried in NWFP and Balochistan and is helpful.

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 and Development work at the cost of school supervision and inspection which sould 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.

21. CONCLUSION

At federal and provincial levels, the education sector needs a systemic reform that will lead to qualitative improvements in pupil learning and achievement, instructional methods and materials, teacher preparation and performance, supervision and monitoring, training of supervisors and maintenance of a valid and reliable educational management and information system for the country as a whole, and for each province specifically. All of these policy options must be research based with sound and scientific empirical evidence.

Presently, there is a large network of infrastructure and extensive system for delivery of the educational programmes. Education officials at district level are responsible to manage education delivery. However, only 40 percent of children complete primary education under this system. Reasons given include poor quality of services, non availability of basic supplies, inappropriate behavior of service providers and cultural barriers in addition to lack of training in the disciplines of educational planning and management.

The social sector lacks a fair share of existing resources. Allocations favor costs of infrastructure and salaries and no training of personal working in education departments. There is irrational deployment of physical and human resources due to inadequate access to information, low management skills and little accountability. To improve the situation, the following measures are suggested:

- a. Improvement of the planning, management and monitoring of education (through training) by strengthening the capacities of education planners, curriculum development officers and supervisory personnel at federal and provincial levels.
- b. Improve the education data base, thereby making available more reliable and desegregated data on enrolment, completion and performance to increase accountability in education and facilitate planning, implementation and follow-up.

The above mentioned strategies will have a multiple positive impact and will ultimately lead to the following:

- a. Strengthening capacities of education personnel, especially district and union council functionaries, selected NGOs in the four provinces, lead trainers, head teachers and teachers, to provide more and better services so that schools will function more efficiently, parents will see the need to send their children to school and allow them to complete school, and more children will acquire basic and sustainable learning skills.
- b. Raising national concern and strengthening capacities for monitoring and evaluation for greater education accountability and better planning and management.

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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	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 - Rapid expansion - Emphasis on female enrolment - Female Teachers for primary education
The Education Policy 1972-80	Universal Primary Education for boys by 1979 and for girls by 1984	- Free Primary Education - Priority rural areas - Emphasis on Female enrolment - Standardized low cost school buildings - Revision of curricula and textbooks.
National Education Policy 1979	Universal Primary Education for boys by 1986-87 and for girls by 1992.	- Rapid expansion of female education - Opening of Mosque and Mohallah schools. - Efforts to reduce dropouts.
National Education Policy 1992	Universal Primary Education for boys by year 2002.	- Universal Primary Education, eliminating and fulfilling the basic learning needs by the year 2002.

Source: Siddiqui, Shaikat Ali Primary Education in Pakistan, 1992.

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. Do you play a role in the following aspects of planning in primary education in your province/region?

	Yes	No	To some extent
i) Site selection	_____	_____	_____
ii) School mapping	_____	_____	_____
iii) Upgradation of schools	_____	_____	_____
iv) School timings	_____	_____	_____
v) Curriculum development	_____	_____	_____
vi) Budget/PCI preparation	_____	_____	_____
vii) Utilization of funds	_____	_____	_____
viii) Staff Development (Training)	_____	_____	_____
ix) Any other (Please specify)			

4. Do you perform the following duties for primary schools? If the answer is no, please indicate the next officer who does.

	Yes	No	Designation of officer who does.
i) Recruitment of teachers	_____	_____	_____
ii) Transfer of teachers	_____	_____	_____
iii) Nomination for In-service training of teachers	_____	_____	_____
iv) Promotion of teachers	_____	_____	_____
v) Preparation of curriculum	_____	_____	_____
vi) Preparation of textbooks	_____	_____	_____
vii) Distribution of text books	_____	_____	_____
viii) Any other duty (Please specify)	_____	_____	_____

5. At what level are the cases/proposals initiated for:

i) Opening new schools	_____
ii) Upgrading existing schools	_____
iii) Increasing staff strength of schools	_____
iv) Provision of facilities in schools	_____

6. Who decides the cases mentioned under question No. 5 above?

	Opening new schools	Upgrading existing schools	Increasing staff strength of schools	Provision of facilities in schools
i) Secretary	_____	_____	_____	_____
ii) Director of Education	_____	_____	_____	_____

- iii) DEO/SDEO _____
- iv) AEO/LC _____
- v) Elected representatives _____
- vi) Any other (Please specify) _____

7. In your province, which of the following steps have been taken to ensure universalization of primary education and in consultation/collaboration with whom?

	Yes	No	In Consultation/ Collaboration with:
i) Compulsory Primary Education	_____	_____	_____
ii) Incentives like free books, scholarship, fee concessions etc.	_____	_____	_____
iii) Media Campaign for public motivation	_____	_____	_____
iv) Formation of Parents/Teachers Associations	_____	_____	_____
v) Formation of Local Education Committees	_____	_____	_____
vi) Changes in Curriculum	_____	_____	_____
vii) Flexible school timings	_____	_____	_____
viii) Improvement of School facilities	_____	_____	_____
ix) Any other (Please specify)	_____	_____	_____

8. Who is responsible for supervising the following? (Please indicate by designation).

- i) Policy formulation _____
- ii) Policy implementation _____
- iii) Development planning _____
- iv) Budget preparation _____
- v) Utilization of funds _____
- vi) Smooth functioning of school system _____
- vii) Academic performance of individual schools _____
- viii) Any other (please specify) _____

9. Is training required for the following personnel to implement decentralization of education management?

	Yes	No
i) District Education Officers/Staff members	_____	_____
ii) Head teachers	_____	_____
iii) Teachers	_____	_____
iv) Secretariat level staff	_____	_____
v) Any other (Please specify)	_____	_____

10. Who sanctions the following? (Please indicate by designation):

- i) Individual school budgets _____
- ii) Purchases for individual schools _____

- iii) Salary payments _____
- iv) Annual increments _____
- v) Imprest money for schools _____
- vi) Re-appropriation of funds _____
- vii) Supplementary grants _____
- viii) Matching grants _____

11. In order to ensure the community's participation, which of the following institutionalized arrangements you have in your province/region?

- | i) School Management Committees at | Yes | No |
|------------------------------------------------|-------|-------|
| a) district level | _____ | _____ |
| b) tehsil level | _____ | _____ |
| c) school level | _____ | _____ |
| ii) Parents - Teachers Associations | _____ | _____ |
| iii) Donation of land for new schools | _____ | _____ |
| iv) Cash donations | _____ | _____ |
| v) Voluntary Services by
Community members. | _____ | _____ |
| vi) Any other (please specify) | _____ | _____ |

12. Please give suggestions for effective decentralization of Educational Management to grass root levels.

QUESTIONNAIRE FOR DEO/DDEO/AEO

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 (Please specify)

4. What position you are presently holding?
 - (i) DEO _____
 - (ii) DDEO/SDEO _____
 - (iii) AEO/ASDEO _____
 - (iv) Any other (Please specify)

5. Please mention experience in the field of Education and other fields?
 - (i) Teaching Years _____
 - (ii) Administration Years _____
 - (iii) Experience in Education Department Years _____
 - (iv) Total experience Years _____

6. Which of the following are you dealing with in your present assignment?

- (i) Policy formulation _____
- (ii) Policy implementation _____
- (iii) Development planning _____
- (iv) Budget preparation _____
- (v) Utilisation of funds _____
- (vi) Supervising the smooth functioning of school system _____
- (vii) Supervising the academic performance of individual schools _____

7. According to you, who is/are the key figure (s) in school management?

- (i) DEO/SDEO _____
- (ii) AEO/LC _____
- (iii) Centre Headmaster _____
- (iv) Headmaster _____
- (v) Teacher _____
- (vi) Community _____
- (vii) Any other (Please specify) _____

8. Do you have the following arrangements in your district/region?

- | | Yes | No | Prepared by whom |
|--------------------------------------|-------|-------|------------------|
| (i) Procedures to govern the schools | _____ | _____ | _____ |
| (ii) Village Education Committees/ | | | |

- | | | | | |
|-------|----------------------------------------------------------|-------|-------|-------|
| | Teacher parent associations | _____ | _____ | _____ |
| (iii) | Overall goals set by the school/
Education Department | _____ | _____ | _____ |
| (iv) | School calendar | _____ | _____ | _____ |
| (v) | Teacher's work plan | _____ | _____ | _____ |
| (vi) | Any other (Please specify) | _____ | _____ | _____ |

9. Are you satisfied with the existing system/procedures of school supervision and management?

Yes	No
_____	_____

10. If the answer to question No. 9 above is no, what do you suggest to improve the system?

- (i) _____
- (ii) _____
- (iii) _____

11. In your opinion, the present administrative set up of education:

	Yes	No	Not Sure
(i) Is highly centralized	_____	_____	_____
(ii) Is partially centralized	_____	_____	_____
(iii) Allows room for individual initiative	_____	_____	_____
(iv) Allows room for community participation	_____	_____	_____

12. Have the following administrative powers been delegated to you?

	Yes	No
(i) Recruitment of teachers	_____	_____
(ii) Transfer of teachers	_____	_____
(iii) Promotion of teachers	_____	_____
(iv) Disciplinary action against teachers/staff	_____	_____
(v) Nomination of teachers for in-service training	_____	_____
(vi) Assessment of teachers' performance	_____	_____
(vii) Any other (please specify) _____		

13. Have the following financial powers been delegated to you?

	Yes	No.
(i) Purchase of equipment/ furniture/items of daily use	_____	_____
(ii) Disbursement of salaries	_____	_____
(iii) Authorization of expenditures	_____	_____
(iv) Allocation of funds	_____	_____
(v) Reappropriation/readjustment of funds	_____	_____
(vi) Mobilization of resources like levying the fees etc.	_____	_____
(vii) Any other (please specify) _____		

14. What kind of resources are provided to your schools from the following sources?

	Cash	Materials	Manpower
(i) Government (Provincial or Federal)	_____	_____	_____
(ii) Local bodies	_____	_____	_____
(iii) Foreign donation/aid	_____	_____	_____
(iv) NGOs	_____	_____	_____
(v) Community (self help basis)	_____	_____	_____
(vi) Combination of some of the above	_____	_____	_____
(vii) Any other (Please specify)			

15. Who plans/decides about curricular/co-curricular activities with a view to achieving the basic objectives of school curriculum?

	Yes	No
(i) Secretary	_____	_____
(ii) Director	_____	_____
(iii) DEO/SDEO	_____	_____
(iv) AEO/ASDEO	_____	_____
(v) Centre Headmaster	_____	_____
(vi) Head teacher	_____	_____
(vii) Village education committee/PTA	_____	_____
(viii) In consultation with community members	_____	_____
(ix) In consultation with students	_____	_____
(x) Any other (Please specify)		

16. Who decides about the textbooks?	Yes	Yes
(i) Secretary	_____	_____
(ii) Director	_____	_____
(iii) DEO/SDEO	_____	_____
(iv) AEO/ASDEO	_____	_____
(v) Centre Headmaster	_____	_____
(vi) Head teacher	_____	_____
(vii) Village education committee/PTA	_____	_____
(viii) In consultation with community members	_____	_____
(ix) Any other (Please specify)		

17. Who monitors teaching/learning process?	
(i) DEO/SDEOs	_____
(ii) AEO/LCs	_____
(iii) Centre Headmasters	_____
(iv) Head Teachers	_____
(v) Teachers	_____
(vi) Local Community representatives	_____
(vii) Any other (Please specify)	

18. Which of the following changes/recent developments have taken place in your district/region?

	Yes	No	Were you consulted?
(i) Compulsory Primary Education	_____	_____	_____
(ii) Incentives like free books, scholarship, fee concessions etc.	_____	_____	_____
(iii) Media Campaign for parents motivation	_____	_____	_____
(iv) Formation of Parent-Teacher Association	_____	_____	_____
(v) Formation of Local Committees	_____	_____	_____
(vi) Changes in Curriculum	_____	_____	_____
(vii) Flexible school timings	_____	_____	_____
(viii) Improvement of School facilities	_____	_____	_____
(ix) Any other (Please specify)	_____	_____	_____

19. Is Management Training required for the following?

	Yes	No
(i) DEO/DDEO/SDEOs	_____	_____
(ii) Head Teachers	_____	_____
(iii) Teachers	_____	_____
(iv) Learning Coordinators	_____	_____
(v) Clerical staff	_____	_____
(vi) Any other (Please specify)	_____	_____

20. Should this training be a regular feature of the school system?

Yes

No

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

(i) DEO/DDEO/SDEOs

(ii) Head Teachers

(iii) Teachers

(iv) Learning Coordinators

(v) Clerical staff

(vi) Any other (Please specify)

CADICENT/QUEST

QUESTIONNAIRE FOR HEADMASTER

1. Name _____
2. Sex _____ 3. Age _____
4. Qualifications:
 - (Academic) _____
 - (Professional) _____
5. Name & Address of School _____

6. Official status of the school:
 - i Boys School? _____
 - ii Girls School? _____
 - iii. Mixed? _____
7. How many years of experience do you have?
 - i. as primary teacher _____ years
 - ii. as Head teacher _____ years
8. For how long have you been working as head teacher of the present school?
_____ years
9. Have you received any in-service training since you joined the Education Department?
Yes _____ No _____

10. Do you play a role in the following aspects of planning for your school?

	Yes	No	To some extent
i) Site selection	_____	_____	_____
ii) Upgradation of school	_____	_____	_____
iii) School timings	_____	_____	_____
iv) Curriculum development	_____	_____	_____
v) Budget/PCI preparation	_____	_____	_____
vi) Utilization of funds	_____	_____	_____
vii) Staff Development (Training)	_____	_____	_____
viii) Any other (Please specify)	_____	_____	_____

11. At what level are the cases/proposals initiated for: (Please indicate by designation)

- i) Opening new schools _____
- ii) Upgrading existing schools _____
- iii) Increasing staff strength of schools _____
- iv) Provision of facilities in schools _____

12. Who decides the cases mentioned under question No. 11 above? (Tick the relevant box).

	Opening new schools	Upgrading existing schools	Increasing staff strength of schools	Provision of facilities in schools
i) Secretary	_____	_____	_____	_____
ii) Director of Education	_____	_____	_____	_____

- | | | | | | |
|------|-------------------------------|-------|-------|-------|-------|
| iii) | DEO/SDEO | _____ | _____ | _____ | _____ |
| iv) | AEO/LC | _____ | _____ | _____ | _____ |
| v) | Elected
representatives | _____ | _____ | _____ | _____ |
| vi) | Any other
(Please specify) | _____ | _____ | _____ | _____ |
-

13. In your province, which of the following steps have been taken to ensure universalization of primary education and in consultation/collaboration with whom?

- | | | Yes | No | In Consul-
tation/
Collaboration
with: |
|-------|------------------------------------------------------------------|-------|-------|-------------------------------------------------|
| i) | Compulsory Primary Education | _____ | _____ | _____ |
| ii) | Incentives like free books,
scholarship, fee concessions etc. | _____ | _____ | _____ |
| iii) | Campaign for public
motivation | _____ | _____ | _____ |
| iv) | Formation of Parents/Teachers
Associations | _____ | _____ | _____ |
| v) | Formation of Local Education
Committees | _____ | _____ | _____ |
| vi) | Changes in Curriculum | _____ | _____ | _____ |
| vii) | Flexible school timings | _____ | _____ | _____ |
| viii) | Improvement of School
facilities | _____ | _____ | _____ |
| ix) | Any other (Please specify) | _____ | _____ | _____ |
-

14. Who sanctions the following? (Please indicate by designation):

- i) Individual school budgets _____
- ii) Purchases for individual schools _____
- iii) Salary payments _____
- iv) Annual increments _____
- v) Imprest money for schools _____
- vi) Re-appropriation of funds _____
- vii) Supplementary grants _____
- viii) Matching grants _____

15. In order to ensure the community's participation, which of the following institutionalized arrangements exist in your locality?

- | | Yes | No |
|------------------------------------------------|-------|-------|
| i) School Management Committees at | | |
| a) district level | _____ | _____ |
| b) tehsil level | _____ | _____ |
| c) school level | _____ | _____ |
| ii) Parents - Teachers Associations | _____ | _____ |
| iii) Donation of land for new schools | _____ | _____ |
| iv) Cash donations | _____ | _____ |
| v) Voluntary Services by
Community members. | _____ | _____ |
| vi) Any other (please specify) _____ | | |
| _____ | | |

16. In your opinion, the present administrative set up of education:

	Yes	No	Not Sure
(i) Is highly centralized	_____	_____	_____
(ii) Is partially centralized	_____	_____	_____
(iii) Allows room for individual initiative	_____	_____	_____
(iv) Allows room for community participation	_____	_____	_____

17. What more do you suggest for effective decentralization of Educational Management to grass root levels?

18. Do you have the following arrangements in your school?

	Yes	No	Prepared by whom
(i) Procedures to govern the schools	_____	_____	_____
(ii) Discipline/conduct standards	_____	_____	_____
(iii) School calendar	_____	_____	_____
(iv) Teachers' work plan	_____	_____	_____
(v) Any other (Please specify)			

19. What kind of resources are provided to your schools from the following sources?

	Cash	Materials	Manpower
(i) Government (Provincial or Federal)	_____	_____	_____
(ii) Local bodies	_____	_____	_____
(iii) Foreign donation/aid	_____	_____	_____
(iv) NGOs	_____	_____	_____
(v) Community	_____	_____	_____ (self help)
(vi) Combination of some of the above	_____	_____	_____
(vii) Any other (Please specify)			

20. Have the following financial powers been delegated to you?

	Yes	No.
(i) Purchase of equipment/ furniture/items of daily use	_____	_____
(ii) Disbursement of salaries	_____	_____
(iii) Authorization of expenditures	_____	_____
(iv) Allocation of funds	_____	_____
(v) Reappropriation/readjustment of funds	_____	_____
(vi) Mobilization of resources like levying the fees etc.	_____	_____
(vii) Any other (please specify)		

21. Who monitors teaching/learning process?

- (i) DEO/SDEOs _____
 - (ii) AEO/LCs _____
 - (iii) Centre Headmasters _____
 - (iv) Head Teachers _____
 - (v) Teachers _____
 - (vi) Local Community representatives _____
 - (vii) Any other (Please specify) _____
-

22. Are you satisfied with the existing system/procedures of school supervision and management?

Yes No
_____ _____

23. If the answer to question No. 22 above is no, what do you suggest to improve the system?

- (i) _____
- (ii) _____
- (iii) _____

24. Is Management Training required for the following?

- | | Yes | No |
|----------------------------|-------|-------|
| (i) DEO/DDEO/SDEOs | _____ | _____ |
| (ii) Head Teachers | _____ | _____ |
| (iii) Teachers | _____ | _____ |
| (iv) Learning Coordinators | _____ | _____ |

(v) Clerical staff _____

(vi) Any other (Please specify) _____

25. What should be the areas for training to different categories?

(i) DEO/DDEO/SDEOs _____

(ii) Head Teachers _____

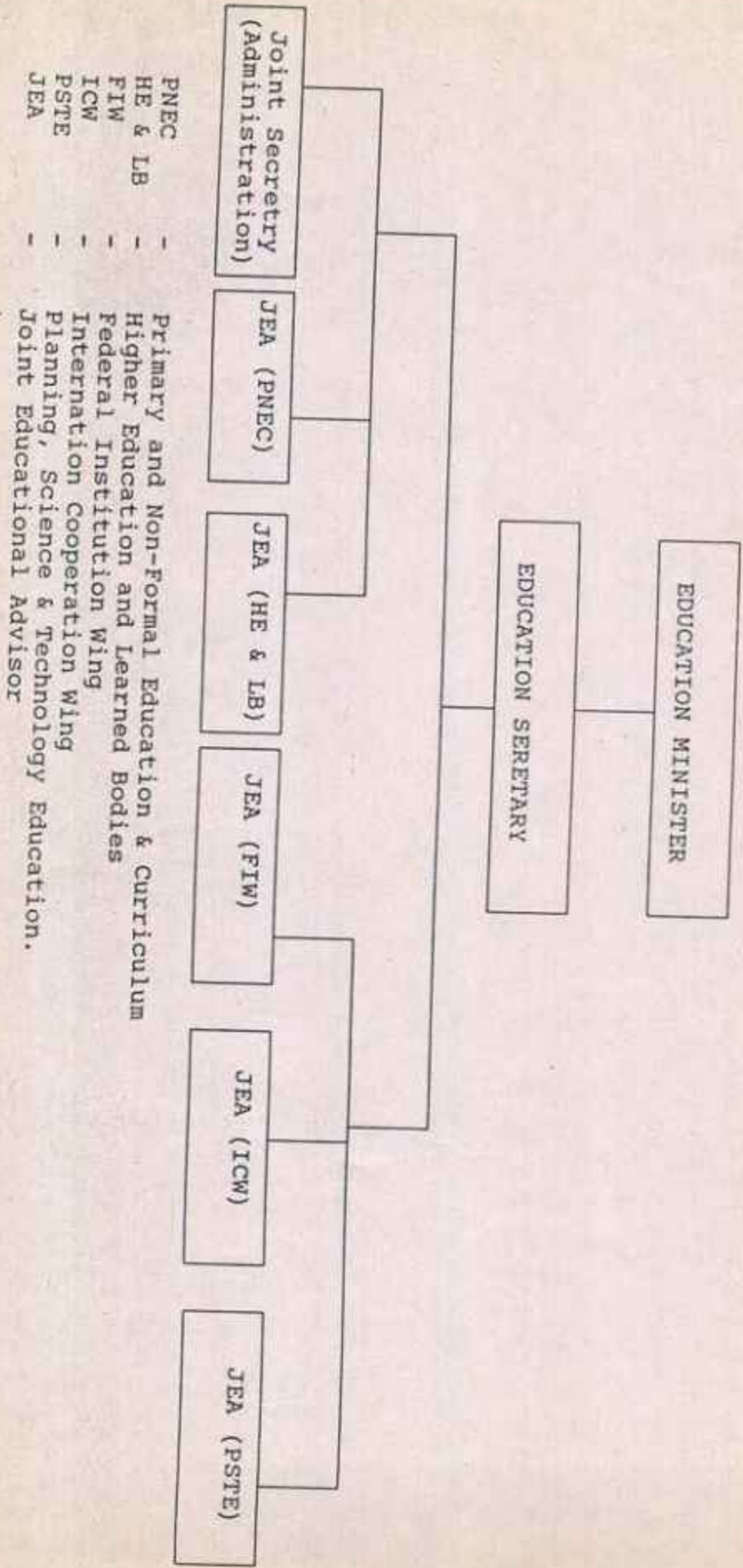
(iii) Teachers _____

(iv) Learning Coordinators _____

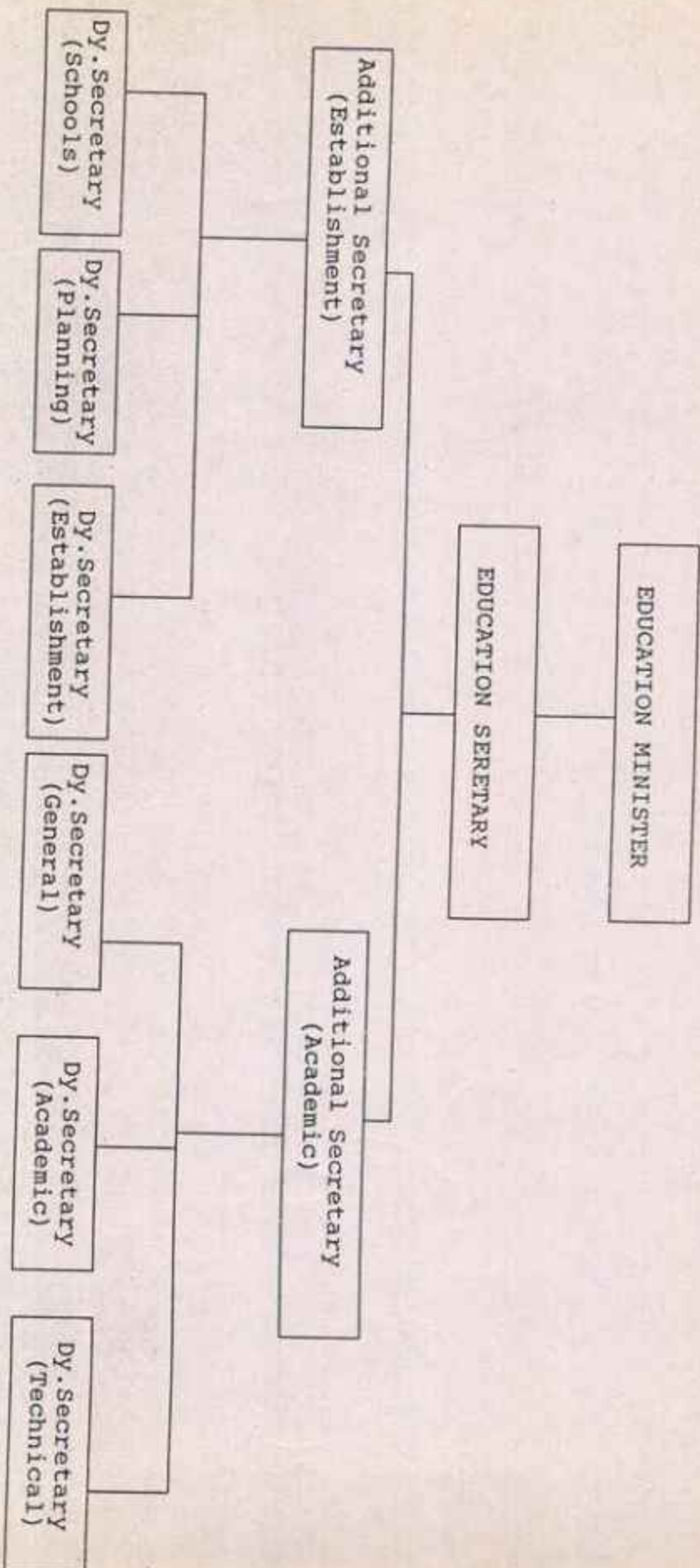
(v) Clerical staff _____

(vi) Any other (Please specify) _____

**ORGANIZATIONAL CHART OF THE FEDERAL MINISTRY OF EDUCATION
(SECRETARIAT)**

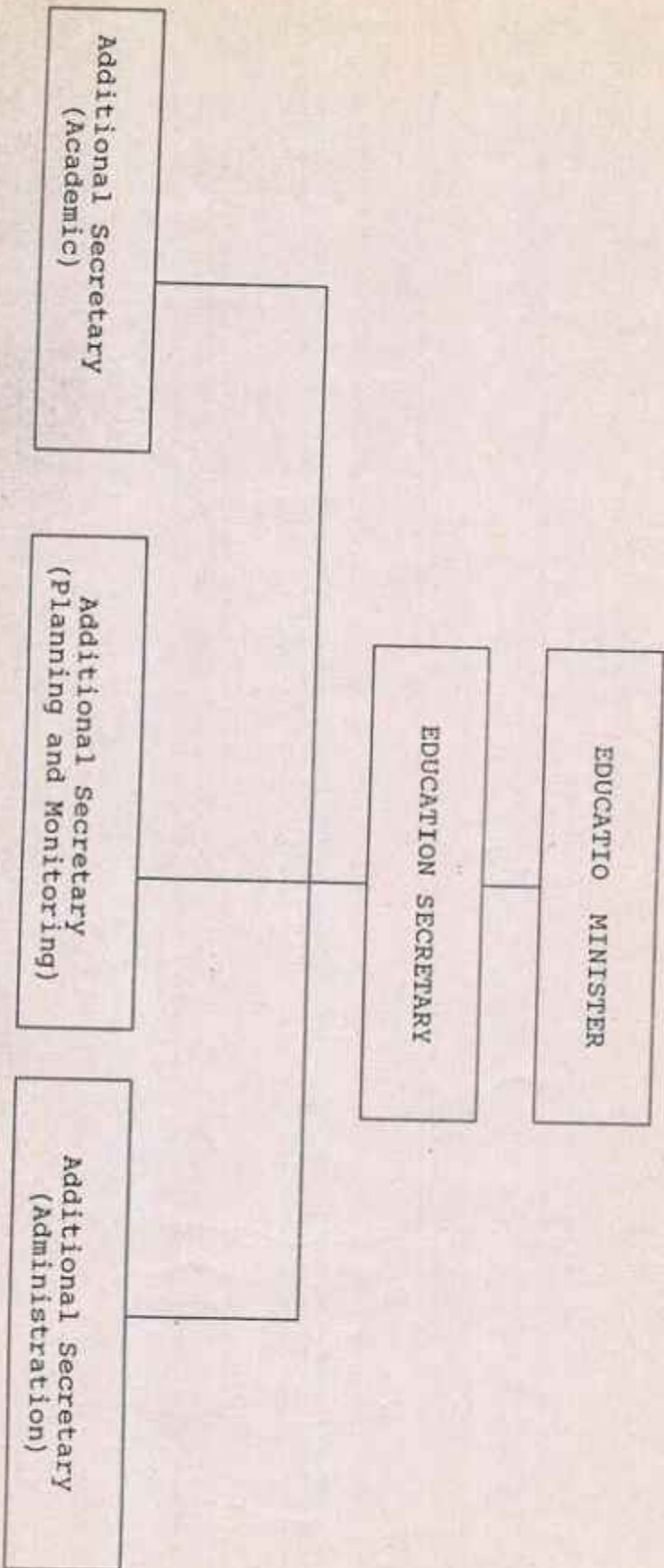


ORGANIZATIONAL CHART DEPARTMENT OF EDUCATION
PUNJAB PROVINCE

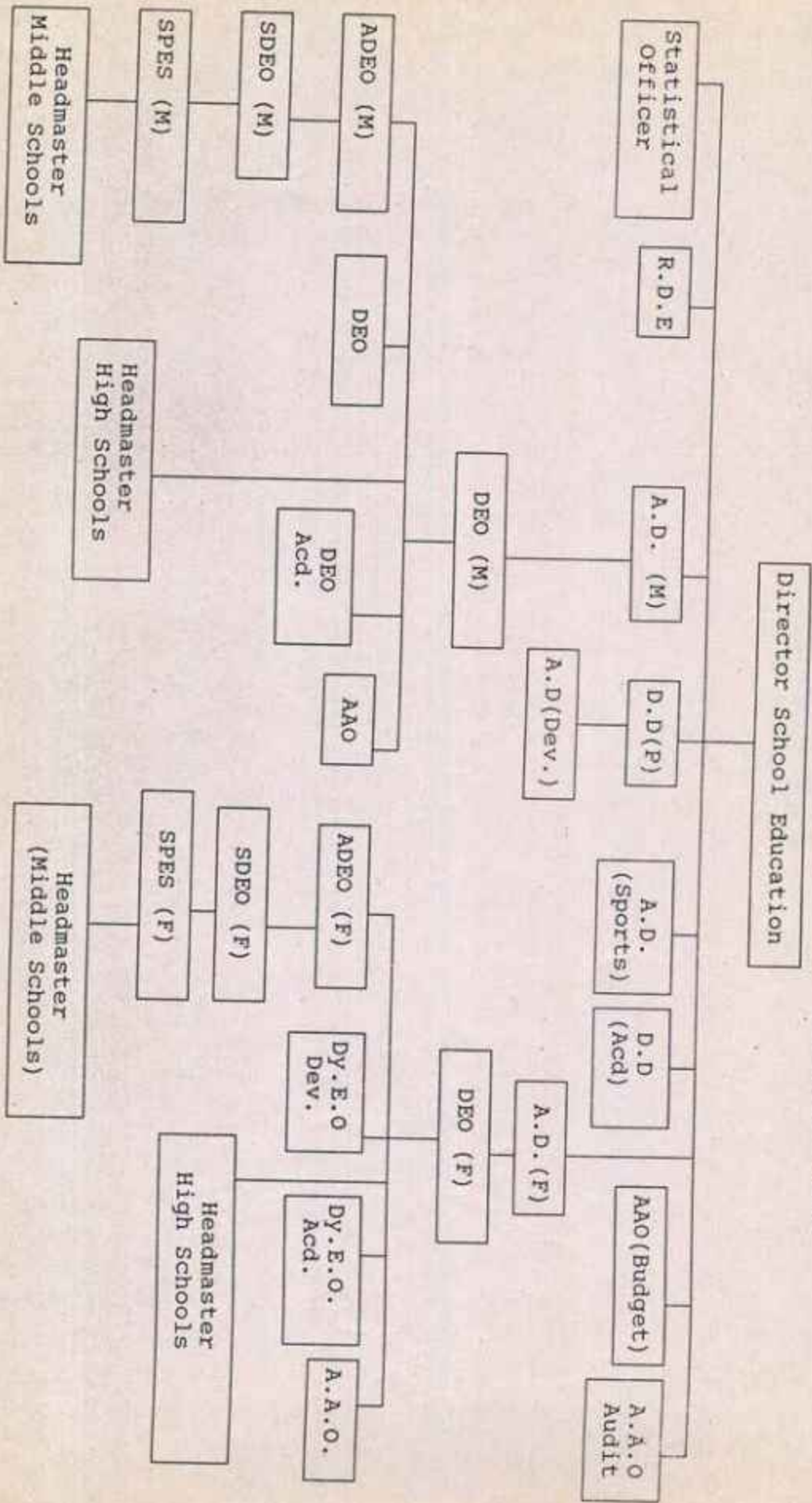


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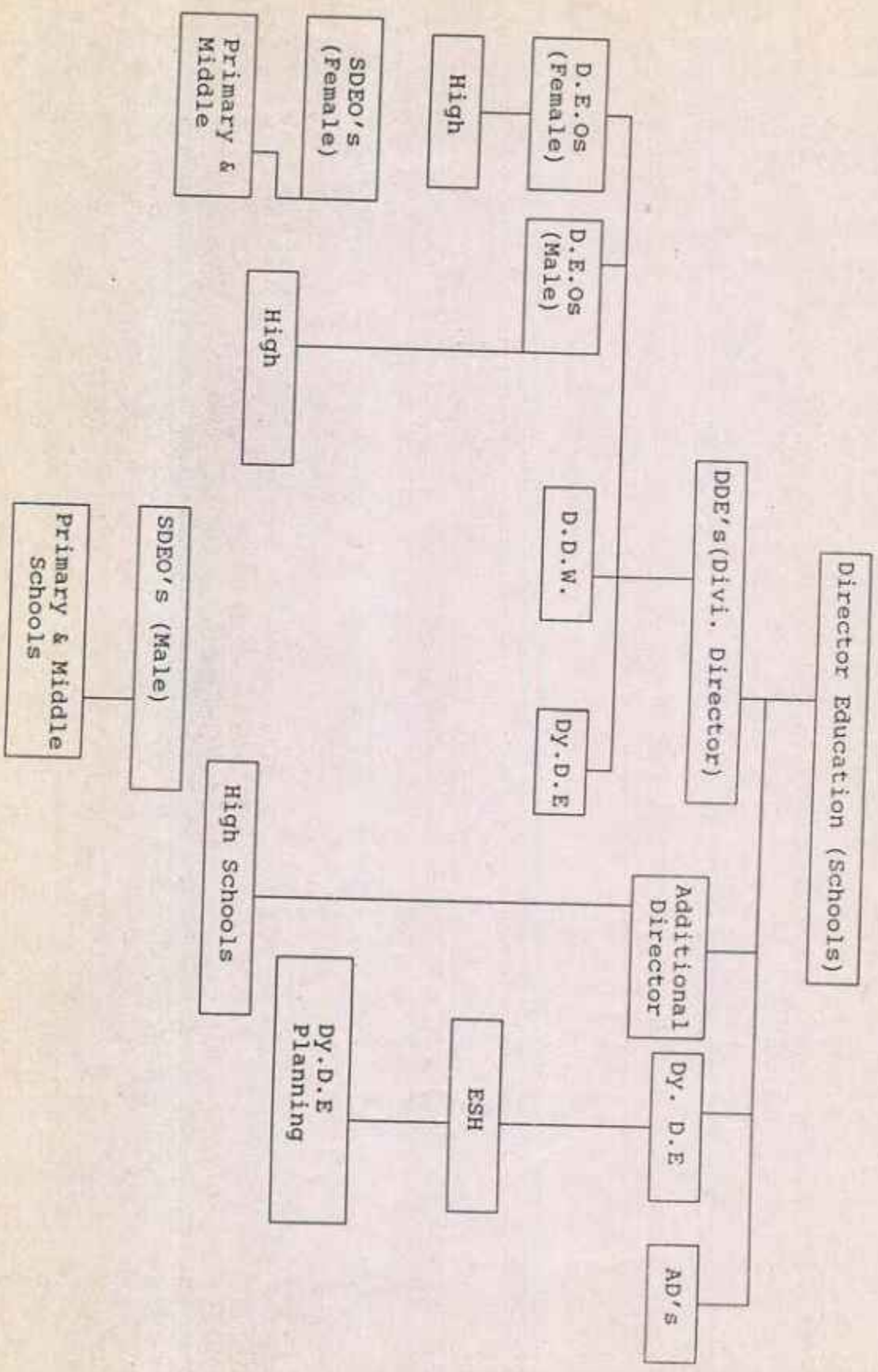
ORGANIZATIONAL CHART DEPARTMENT OF EDUCATION
SINDH PROVINCE



ORGANIZATIONAL CHART OF SINDH AT DIVISIONAL LEVEL

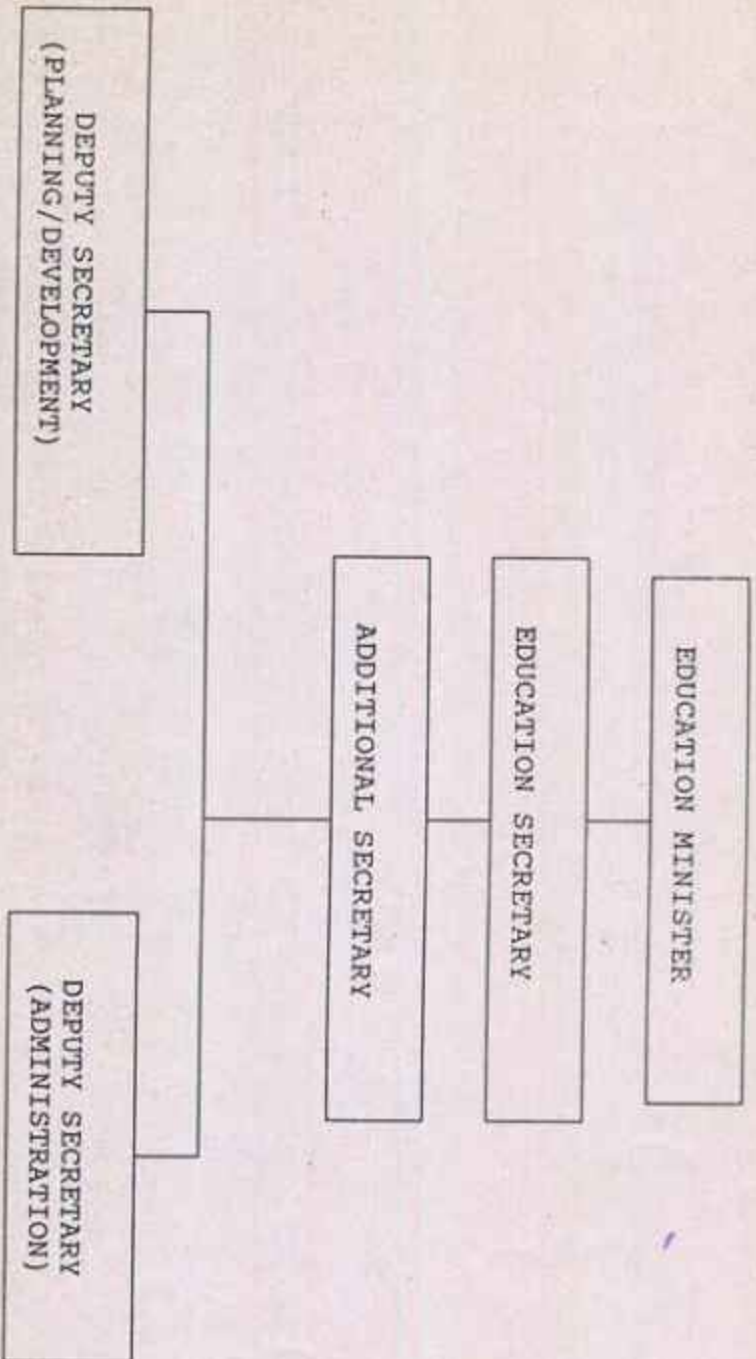


ORGANIZATIONAL CHART OF NWFP AT DIVISIONAL LEVEL



**ORGANIZATIONAL CHART OF THE EDUCATION DEPARTMENT
BLOCHISTAN PROVINCE**

Annex - 9



ORGANIZATIONAL CHART OF BALUCHISTAN AT DIVISIONAL LEVEL

Annex - 9 - - A

