

(AEPAM Research Study No.234)

**Non-Functional Schools in
Pakistan: Does Monitoring
System have an Impact?**

**Prof. Dr. Haroona Jatoi
Khawaja Sabir Hussain**

**Academy of Educational Planning and Management
Ministry of Education
Islamabad**

2010



Research Team

1. Prof. Dr. Haroona Jatoi, Director General
2. Khawaja Sabir Hussain, Deputy Director
3. Muhammad Sohail Ajmal, Research Assistant

Data Collection Team

1. Khawaja Sabir Hussain, Deputy Director
2. Muhammad Asif, Research Officer
3. Abdur Rehman, PS to DG
4. Muhammad Sohail Ajmal, Research Assistant

Data Analysis and Report Writing

1. Khawaja Sabir Hussain, Deputy Director

Composing

1. Zulfiqar Ali Joya, Stenographer

Cataloging in Publication Data

Main entry under authors:

Prof. Dr. Haroona Jatoi and Khawaja Sabir Hussain

Non-Functional Schools in Pakistan: Does Monitoring System has an Impact? - (AEPAM Research Study No. 234)

1. Non-Functional Schools-Pakistan
2. Monitoring System

371-04

ISBN 978-969-444-171-9

ACRONYM

AEOs	Assistant Education Officers
AEPAM	Academy of Educational Planning and Management
AJK	Azad Jammu and Kashmir
CMME	Chief Minister Monitoring Force
DCO	District Coordination Officer
DDEO	Deputy District Education Officer
DDIS	Deputy District Inspector School
DEO	District Education Officer
DIS	District Inspector School
DMO	District Monitoring Officer
DPI	Director Public Instruction
Dy. S	Deputy Secretary
EDO(E)	Executive District Officer (Education)
FANA	Federal Administered Northern Areas
ICT	Islamabad Capital Territory
NEMIS	National Education Management Information System
NWFP	North West Frontier Province
PTA	Parents Teacher Association
S.O.	Section Officer
SMC	School Management Committee

THE HISTORY OF THE



ANTIQUE AND MODERN

The history of the world is a long and varied one, and it is one which has attracted the attention of many of the most distinguished writers of all ages. The history of the world is a long and varied one, and it is one which has attracted the attention of many of the most distinguished writers of all ages. The history of the world is a long and varied one, and it is one which has attracted the attention of many of the most distinguished writers of all ages.

PREFACE

The Academy of Educational Planning and Management (AEPAM) is a professional institution to help Ministry of Education in policy formulation, educational planning, management and capacity building. AEPAM has conducted several studies on important issues of education. This research was designed to explore causes of non-functional schools. The focus of the study was to examine the existing monitoring system for school at provincial and district levels. The Documentation of the impact of monitoring system on non-functional schools was also remained focus area of the study.

The education system in Pakistan has several issues both qualitative and quantitative. The improvement of quality of education is a complex factor and is a high priority agenda item of the present government. Pakistan at present is seriously confronted with the unsatisfactory status on all quality indicators including access, equity and gender. Amongst the other issues, the existence of ghost schools and non-functional schools is phenomenon that has been reported in Pakistan in educational statistics for the last several years. There are many reasons of these non-functional schools which included, non-availability of teachers, illegal possession of schools' buildings, security of female teachers, in-appropriate posting of female teachers, migration of population due establishment of housing societies, non-availability of transport, Tehsil-wise SNE , non-available of appropriate feasibility study/school mapping, difference in monthly salary in rural and urban area in Sindh and Establishment of Private Schools. The study will be useful to address all these critical policy issues.

I thank to Khawaja Sabir Hussain Deputy Director

for his strong professional commitment to conduct this study. I would like to express my gratitude to all other team members who contributed in data collection. I am sure this study will be helpful to the all policy makers, planners and managers.

Prof. Dr. Haroona Jatoi
Director General

TABLE OF CONTENTS

<u>Chapter</u>	<u>Title</u>	<u>Page</u>
	Preface	v
	Summary	ix
1 - Introduction		1
1.1	Objectives of the Study	3
1.2	Significance of the Study	4
1.3	Delimitation of the Study	4
1.4	Limitations of the Study	5
2 - Review of Related Literature		7
2.1	Management of Education System	7
2.2	School Education System in Pakistan	10
2.3	Job Description of Executive District Officer (Education)	11
2.4	Education Sector Reform Unit	15
3 - Methodology		21
3.1	Respondents of Study	21
3.2	Selection of Sample District	21
3.3	Research Instruments	22
3.4	Method of Data Collection	23
3.5	Findings, Conclusions & Recommendations	24
4 - Data Analysis and Interpretations		25
4.1	Management Structure Across the Provinces	25
4.2	Directorate of Schools	28
4.3	Parallel Monitoring System	30
4.4	Management Structure at District Level	33
4.5	Management Structure of the School Education Department AJK and FANA	36
4.6	Main Responsibilities of District Management Officers	37

4.7	Resources for Monitoring	38
4.8	Mechanism of Coordinating the Activities at District Level	41
4.9	Means of Communication	42
4.10	Monitoring and Supervision	43
4.11	Type of Visits and Reports	44
4.12	Number of Schools Required to be Visited	45
4.13	Number of Schools Actually Visited	47
4.14	Problems of Monitoring	50
4.15	Major Causes of Non-Functional Schools in Pakistan	51
5 -	Findings, Conclusions and Recommendations	61
	Findings	61
	Conclusions	77
	Recommendations	83
	BIBLIOGRAPHY	87
	Annexure	

SUMMARY

The present education system in Pakistan has several issues both qualitative and quantitative. Amongst others the existence of non-functional schools is also a phenomenon. There was need of investigating the major causes of non-functional schools in the provinces. This research was designed to find out causes of non-functional schools from the respective provincial governments and districts. This study further examined the monitoring systems for schools at provincial and districts level. The sample districts were selected on the basis of highest, middle and lowest numbers of non-functional school. The respondents of the study were Provincial Education Secretary/Additional Secretary and all concerned EDOs, DEOs, DDEOs, and AEOs of the sample districts. The major findings of the study are presented as follows:

1. It was found that Head of Education Department is Provincial Education Secretary in all the Provinces including AJK and FANA. However, under the supervision of Education Secretary management structure across provinces has some variations. For example there is a position of Special Secretary in Sindh and NWFP, on the contrary in Punjab and Balochistan. Both the provinces do not have this position. As far as the position of Additional Secretary is concerned, this position is available in the four provinces. Hence, this position has been specified with different nomenclature. It has also been observed that the positions of DPI school (elementary & secondary) are available in Punjab and AJK. The positions of Deputy Secretaries and Section Officers have also different nomenclatures with different responsibilities. The sanction post of management structure depend upon the requirement of the provinces. Some provinces like Punjab has more sanction posts as compared to other provinces.

It was found that the provincial school management

structure has been designed according to the requirements of the province. However, there is need to increase the number of post at provincial level.

2. It was also found that in NWFP and Balochistan Directorate of School at Provincial level are still functioning. The overall incharge of the Directorate is Director (schools). The Director (schools) has its own organizational structure in NWFP and assigned role and responsibilities. In Balochistan Province Director (Schools) is working to look after the affair of the school education. All the Executive District Officers (Education) of the districts are supposed to report Director (Schools). However, Director (Schools) has only authority to forward the report to Education Secretary for decision. However, after devolution plan the positions of Director in Punjab and Sindh have been abolished.

3. The Provincial Government of Punjab, NWFP and Sindh in collaboration with International Donor Agencies has established Education Sector Reforms Units at provincial level. However, every province has introduced these reforms according to their own requirements. Therefore, no harmony is found in the objectives, structure and implementation strategy of these reforms. This is a parallel monitoring system at provincial level for monitoring the performance of district management officers as well as schools in their jurisdiction. However, this reforms are extolled and monitored at provincial level except Punjab. Therefore this parallel monitoring is not effective at school level. In Punjab province DMO, has been appointed at district level to monitor the schools. This is effective monitoring system in Punjab as compared to other provinces.

4. Management structure of District Education Department across districts has some variations. However,

head of District Education Departments is EDO (Education) in all the districts across the country. EDO (education) is assisted by District Education Officer. Whereas District Education Officer is assisted by Deputy District Education Officer and Assistant Education Officers are supposed to assist DDEOs. In the Education Department the Markaz /Circle is the lowest administrative level created for monitoring the schools. AEOs male/female both are responsible to monitor the primary/elementary schools in their respective district. Similarly, in the AJK and FANA, the management structure is different from the provinces of Pakistan. In FANA District Inspector School is supposed to supervise all the schools at District Level and Deputy District Inspector School is supposed to supervise school at Tehsil Level and Assistant Education Officer is responsible to supervise school at circle/markaz level. Similarly, in AJK, District Education Officer (male & female) are supposed to supervise school at District Level. However, Deputy District Education Officer is assisted by Assistant Education Officers for supervising middle and primary schools.

5. Resources in term of human, financial and physical are required to monitor the schools. It was found that sufficient budget is not available for monitoring the performance of District Management Officers and schools in all the provinces and districts. As far as human resources are concerned, it was also found that there was shortage of officers at Directorate and district levels. Provincial officers could not visit all the districts due to non-availability of sufficient resources. Similarly, district Management could not visit their schools as per requirements due to non availability of sufficient resources at district level. The official vehicles were not available with all officers for monitoring the schools. Moreover, available vehicles were too old which needs to be repaired frequently. However, sufficient resources are available for

monitoring the performance of the districts as well as

schools in the provinces in the reforms units.

6. There are many means of coordinating the activities within the district management. It was found that majority of the respondents used personal mobiles, official telephone, correspondence (letters), arranged monthly or weekly meetings, and center head teachers for coordinating the activities among all the officers in the districts.

7. Similarly, information was also obtained from the respondents about means of communication, it was found that majority of respondents used personal mobile, official telephone and monthly meetings as communication channel within the districts.

8. There are various types of school visits. The first category of visit to school is plan visit. In this visit head of the institution is usually informed in advance. This is called a detailed visit and a committee is constituted. The committee members visit the schools and examine all the activities, including academic performance, and budgetary resources availability of physical facilities. The second category of visit to school is surprise visit. The purpose of surprise visit is to check only teachers' absenteeism and student's attendance. In the surprise visit the officers are supposed to fill inspection forms. In Punjab DMO has defined parameters simultaneously district management officers have also defined parameters in developed form. Similarly incharge reform unit in NWFP has designed form for schools. Similarly in Balochistan province inspection supervision checklist has been designed. Hence in Sindh province, there are no criteria for monitoring the activities of the school. In spite of defining these parameters for school visits no monitoring is being made in these provinces, due to many reasons. The third kind of visit to school is inquiry visit. In case of conflict or problem in the

school, EDO (Education) and DEO has authority to appoint Inquiry Officer. Therefore the officer who is appointed as Inquiry Officer visits the concerned school and conduct inquiry. It was observed that all the management officers visit the schools in their jurisdiction and submit their visits reports to their Officers.

9. The district management officers are supposed to visit schools in their respective districts. It was found that EDOs and DDEOs (Male/Female) were able to visit 1 to 15 schools in a month. While DEOs were able to visit 1 to 10 schools monthly. Whereas, AEOs could also be able to visit 1 to 15 schools in a month. These actual visits are less than required visits to schools.

10. There are many causes of not visiting the required number of schools. It was found that majority of the respondents had to attend frequent meetings, due to lack of sufficient budget for monitoring, they could not visit to schools. Furthermore, the district management officers were facing problems in monitoring the schools which include lack of transport, Overburden of official work in the office. Irrelevant information is asked again and again. Priorities are changed day to day, Scattered information and proper time is not given for providing information in proper manners. Consequently accurate and reliable information is not given. Communication problems, proper planning for academic years is not made and political influence/interference in school matters. All these problems need to be addressed immediately so that proper monitoring can be done.

11. Monitoring and evaluation have very positive impact on various aspects of schools. As data indicated that in view of majority of respondents teachers' absenteeism was controlled. Academic performance of the students as well as of the teachers were improved. Monitoring motivated the school staff to enhance

enrolment rate and also improved the overall school environment.

12. There are many causes of non-functional schools in Pakistan. The most important are: Non-availability of Teachers, Illegal Possession of Schools' Buildings, Security of Female Teachers, In-appropriate posting of Female Teachers, Migration of population due establishment of Housing Societies, Non-availability of Transport, Tehsil-wise SNE, Non-available of appropriate Feasibility Study/School Mapping, Difference in Monthly Salary in rural and urban area in Sindh. Furthermore, Law and Order Situation and Establishment of Private Schools.

INTRODUCTION

The education system in Pakistan has several issues both qualitative and quantitative. The improvement of quality of education is a complex factor and is a high priority agenda item of the present government. Pakistan at present is seriously confronted with the unsatisfactory status on all quality indicators including access, equity and gender.

It is universally known that planning process of education should be based on statistical and research based facts. Amongst the other issues, the existence of "Ghost Schools" is a phenomenon that has been reported by several stakeholders but there is no official correspondence in this particular regard from the provincial departments of education to the National Educational Management Information System (NEMIS) which is responsible for compilation of Educational Statistics.

However, Non functional/ closed schools exist in all the provinces and they are officially reported. Pakistan educational statistics for the last three years highlight the fact that there are non-functional schools in all the provinces/areas except Balochistan and ICT. The exact number of these schools is presented below:

Table-1

Number of Schools at Province Level

Province/Region	2004-05	2005-06	2006-07	
			Numbers	%
Punjab	1,398	1,168	800	1.3%
Sindh	5,235	6,760	7,572	15.5%
NWFP	-	510	495	1.9%
Balochistan	4	439	-	-
AJK	125	156	93	1.6%
FANA	5	20	21	1.2%
FATA	-	22	42	0.8%
ICT	-	-	-	-
Pakistan	6,767	9,075	9,023	5.5%

Source: Pakistan Education Statistics 2006-07, AEPAM, Islamabad

There are many reasons which include non-availability of teachers, students' enrolment, population migration and natural disasters etc. however, reasons are just mere guesses and explanations not based on the empirical research. The fact that there are no non-functional schools in Balochistan and ICT is indicative of the fact that reasons for non-functional status of schools should be investigated. One of the logical interpretations is that: does the monitoring and evaluation system of the schools can improve the situation?

Pakistan at present has Devolution Plan of Power with due legislative support. Under the devolution plan the district management and community has been empowered at the grassroots level in planning, management, resource mobilization, utilization, implementation, monitoring and evaluation of the education system. The Federal Government is responsible for education policy preparation, addressing issues such as access to education, equity and quality of education, developing national curriculum, setting standards for students'

performance through national assessment system, teachers accreditation standards, and Inter provisional coordination for implementation of educational policies and programs.

The administration and monitoring of schools in the provinces/regions is under control of Provincial Departments of Education. They have the authority to set up monitoring mechanisms. The district governments are responsible for planning, monitoring and evaluation of education system at their levels. Executive District Officer (Education) is overall in-charge of the education department at district level. It is assisted by DEO, DDEO and AEOs. The district has to generate its own funds in addition to the funds allocated by the Provincial Governments.

The non-functional schools across the country are a serious policy issue which needs to be addressed. There is need of investigating the major causes of non-functional schools in the provinces. This research is designed to find out actual reasons from the respective provincial governments and districts. This study further explored that how the monitoring systems are contributing to this factor.

1.1 Objectives of the Study

The main objectives of the study are:

- i. Explore the causes of non-functional status of the schools.
- ii. Make a comparative statement of the existing monitoring system at provincial and district levels.
- iii. Documentation of the impact of monitoring system on functional of schools.
- iv. Suggest viable policy options to functionalize these presently non-functional schools.

1.2 Significance of the Study

The study will have importance for the policy makers, planners and district management because it has collected scanty information regarding monitoring system at district level. The study also explored the management structure at provincial level. This information can be used for policy formulation as well as planning at provincial and district level. The study further will help in developing insight for the implementation of National Education Policy. Study collected all information about causes of non-functional schools across the country. In this way this is very important and significant study of its nature. There is not any study conducted by any organization about monitoring system and causes of non-functional schools. In fact this is very crucial policy issues which need to be addressed immediately in order to functionalize these non-functional schools in the country.

1.3 Delimitations of the Study

The study was delimited to the three districts of each province. The districts were selected on the basis of criteria such as:

- i. District with highest number of non-functional schools.
- ii. District with middle number of non-functional schools.
- iii. District with minimum number of non-functional schools.

On the basis of this criteria three districts from each province were selected. By adopting this criteria from Punjab Province i.e. Sheikhpura, Kasur and Jehlum were selected for data collection. Similarly from Sindh Province i.e. Tharparkar, Kashmore and Hyderabad was included in the study. Whereas from NWFP, Peshawar and Mansehra.

Hence, from AJK, Muzaffarabad and Bagh were selected. The FANA Gilgit and Ghizer were included in the sample. The study was also further delimited to primary schools and provincial headquarters i.e. Peshawar, Lahore, Karachi and Quetta were included in the study for getting information about provincial structure.

1.4 Limitations of the Study

It was decided that information would be collected from the teachers and head teachers of non-functional schools. But during field visits in the districts it was observed that head teachers and teachers had already been transferred in other schools at least 5 to 10 years ago it is not possible to trace those teachers now this time. It was also pointed out by concerned district management that majority of non-functional primary were single teacher School, who had been transferred to other school long time ago. Researchers also tried to collect information from parents of those children who had been given admission in these non-functional schools, but no record was available with district management officers.

THE HISTORY OF THE

ROYAL SOCIETY OF LONDON
FROM ITS INSTITUTION IN 1660
TO THE PRESENT TIME

BY JOHN HENRY MADDISON, ESQ.

OF THE SOCIETY, AND SECRETARY TO THE SOCIETY

IN 1783

LONDON: PRINTED BY RICHARD CLAY AND COMPANY, LTD.

1912

BY APPOINTMENT TO HER MAJESTY THE QUEEN

PRINTERS IN ORDINARY TO HER MAJESTY

AND TO THE PARLIAMENT

BY VIRTUE OF A LETTER UNDER THE GREAT SEAL

BEARING DATE THE 22ND OF MARCH 1837

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

IN THE 1ST YEAR OF HER MAJESTY'S PRESENT

MAJESTY'S REIGN

REVIEW OF RELATED LITERATURE

2.1 Management of Education System

The country is a Federation of four provinces, each with a parliamentary system. Punjab, Sindh, North West Frontier Province (NWFP) and Balochistan, including ICT, Federally Administered Northern Areas (FANA) and Federally Administered Tribal Areas (FATA). The division of responsibilities of the Federation and provinces has been defined by the legislation of 1973 Constitution.

Education is primarily a provincial subject, however the legislation is under taken jointly by both Federal and Provincial governments. The Federal government is responsible for policy-making, coordinating, and advisory authority on education. The educational institutions located in the federal capital territory, the Centers of excellence, the Area Study Centers and other institutions in various parts of the country are administered by the Ministry of Education.

The executive authority in the Federal Ministry of Education, headed by the Federal Minister for Education, is vested with Education Secretary. Who ensures implementation of in government policies in close collaboration with counter-parts in provincial education departments. The Provincial Education Departments are headed by the Education Ministers of the respective province and the executive authority is vested with the respective Education Secretary.

Each province is divided into districts for

administrative purposes. District Governments have been established across the country under the Devolution Ordinance 2001. The department of education in each district is headed by Executive District Officer (EDO). Federal Education upto secondary level has been devolved to the District governments. The district management of education department is responsible for educational planning, management and implementation in the respective areas in line with the school Education Policies. Furthermore provincial governments determine the priorities, which needs to be accomplished by district management.

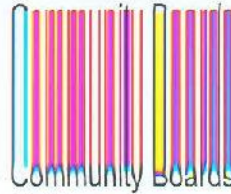
The district governments have acquired lead responsibilities in deciding where to locate new schools and how to finance their construction. They are also responsible for inspecting schools to ensure the compliance with standards and in carrying out the annual evaluation of teachers and head teachers. Further detail responsibilities of government functionaries are described in the following table.

Table-2
Major Responsibilities of Key Person under
Devolution of Power

<u>Designation</u>	<u>Main responsibilities</u>
Provincial Secretary of Education	Advises on policy issues; Acts as Chief Executive Officer of the Department of Education and is responsible to implement and evaluate policies and plans in the province.
District Nazim	Is the district political officer responsible for education, including proposing the education budget to the District (Zila) Council and, appointing the District Coordinating Officer (DCO)

District Coordinating Officer (DCO)	Coordinates district administration; appoints and reviews performance of District Officers, including Executive District Officer (EDO)
Executive District Officer (EDO) (Education)	Prepares comprehensive district development plan; implements and monitors educational activities; prepares and controls budget; monitors and supervises public and private educational institutions; Approves procurement of goods and the appointment, transfer, promotion, selection, and leave of teachers and other education staff; has overall responsibilities for annual performance evaluations
District Education Officer (DEO) (Male & Female)	Supervision and monitoring of schools; reports to EDO; there are separate DEOs for different branches/ levels of schools
Deputy District Education Officer (DDEO) (Male & Female)	Supervision and monitoring of schools at Tehsil level, reports to EDO; release salaries to the schools and locate contingency grant according to school demand
Assistant DEO	Located at the Sub-district level; directly reports to the DEO; writes annual performance evaluations of headmasters and teachers
Learning Coordinator	Gives demonstration lessons to teachers; Advices on classroom management and reports teacher absenteeism
Tehsil Nazim	Formulate & implement strategies for development of municipal services of the tehsils
Union Nazim	Participants in Sectoral Monitoring Committees including education; Approves Annual Development Plan and budgetary proposals of the Union Administration; facilitates the formation

and functioning of the Citizen



Citizen Community Board (CCB) representatives	Mobilizes resources to improve schools voices community concerns to local government
President of School Management Committee (SMC)	Function of the SMC is to provide general support for maintenance of school facility, monitoring of teachers and checking absenteeism
Headmaster	Directly supervises teachers; coordinates with SMC
Teacher	Provides classroom instruction and administers test
Parents	Elect members of SMC, Union Councilor, member of Provincial Parliament

Source: Shami & Hussain (2007, p.13)

2.2 School Education System in Pakistan

Pakistan follows centralized system of education and there is statutory requirement for all schools and colleges to follow a national curriculum. Three tier systems are in vogue i.e. 8+4+4 with following distinct stages:

Level/Stage	Class	Duration	Age on entry
Elementary			
Primary	I-V	5 years	5 years
Middle	VI-VIII	3 years	10 years
Secondary			
Secondary	IX-X	2 years	13 years
Higher Secondary	XI-XII	2 years	15 years

Source: (Hussain, S.K. 2009)

The elementary education cycle is of eight years and comprises two distinct stages- Primary and Middle. a) **Primary Stage:** The primary stage (Grades: I-V) extends over five years (age 5+ to 9+). b) **Middle Stage:** The

Middle stage (Grades: VI-VIII) is of three years duration. Secondary Education comprises of two stages- Secondary and Higher Secondary.

a) Secondary Stage: The secondary stage is of two years duration comprising Grades: IX-X and covers 13-15 years cohort of children and **b) Higher Secondary Stage:** The higher secondary education (Grades XI-XII) is imparted at both Intermediate Colleges and Higher Secondary Schools. (Hussain, S.K. 2009)

2.3 Job Description of Executive District Officer (Education)

The devolution plan 2001, appointed Executive District Officer (Education) as head of Education Department at district level. The management of school education is the responsibility of the District Government. Therefore, job description of the District Head has been defined under various captions, such as financial management, personnel management office management, planning development, monitoring and supervision of schools.

2.3.1 Financial Management

Being head of district government of education department has prime responsibility to management financial matters. According to the Government of the NWFP (2003, p. 5-6) Executive District Officer is responsible to prepare "Budget, Bills and Accounts, Registers, Purchase, Monthly/quarterly/yearly statements of expenditure & receipt statement, Disposal of un-serviceable articles, investigations of arrears claims, Rent cases, WAPDA dues, Telephone bills, Water charges and Gas bills".

2.3.2 Personnel Management

The Executive District Officer (Education) has authority for appointment of teachers and non-teaching staff. Moreover, transfers and posting is also the responsibility of EDOs. According to Government of the NWFP (2003, pp. 7-8) "Appointment, Seniority Lists, Promotion, move over, selection grades cases, Posting/Transfers, Grant of Leave, Performance Evaluation Reports/papers, Enquiries and Disciplinary Actions, Relaxation of upper age limits, Honorary/Advance increments/Overtime allowances, Pension Cases, Directives of President/PM/Governor/CM and Complaints, Court Cases, Changes/Correction of Name of the students and Correction of date of birth".

2.3.3 Office Management

As per requirement official procedure, Executive District Officer (Education) is supposed to answerable to District Coordinating Officer (DCO) as well as Education Secretary. In some provinces he/she is also answerable to Director (Schools). Therefore, he/she has to make correspondence to all the stakeholders. According to Government of the NWFP (2003, pp. 9-10). "Correspondence, Maintenance of office record, Maintenance of stock, Distribution of work load/furniture/equipment/and accommodation, office Layout, Meetings and Maintenance of service books personal files and character rolls".

2.3.4 Planning and Development

Educational facility is provided at grassroots level, therefore, District Government has been given authority in Devolution Plan for planning, educational facility in their respective districts. Almost in all the districts Assistant Director (Planning/Budgeting) is available under the

supervision of Executive District Officer (Education).
Government of the NWFP (2003, pp. 11-12)

“Proposals for establishment of new schools, Feasibility Report (PC-II), A.D.P. Meeting, PC I, PC III PC IV PCV, Proformas, Up gradation of Schools to the next higher level, Additional class rooms and boundary walls, Purchases of land for playgrounds, Repair and maintenance of schools etc., Directives of President/PM/Governor/CM, Inspection and progress of constructional work, Preparation of short/Long Term Plans, Data collection DEMIS etc., Taking over of buildings and Completion Certificate and Auction of Govt. Buildings/Building material etc”.

2.3.5 Monitoring Supervision and Inspection of School

Monitoring system is an integral part of District Management. However, at the District Level three terms i.e. monitoring, supervision and inspection of school is used. Usually the District Officers use the word 'inspection' as well as 'surprise and enquiry visit' to school. During the field visits researchers asked various questions by to the District Management Officers about monitoring and supervision.

i. Inspection of School

It is the prime responsibility of Executive District Officer (Education) to pay surprise visit to all categories of school in the respective districts they are supposed to visit high and higher secondary schools. According to Government of the NWFP (2003, p. 13) Executive District Officer (Education) have to visit “annual inspection of Government High & Higher Secondary Schools and in addition pay surprise visits to schools in the district as and

when/where needed". Moreover, during field visit majority

of the District Management Officer were of the view that Executive District Officer (Education) has mandatory obligations to remain on tour of the school for ten days in a month.

District Education Officer (Secondary/Elementary) both are legally bound to submit their Monthly School Visit Plan to the Executive District Officer. Similarly Deputy District Education Officer are supposed to submit their Monthly School Visit Plan to District Education Officer and Assistant Education Officer to Deputy District Education Officer. However, final approval is given by the Executive District Officer (Education). According to Government of the NWFP (2003, p. 13) "approve annual inspection and tour programs of the District Officers on monthly basis and occasionally monitor the inspections carried out as per approved schedule along with the inspection reports of concerned Dos/DDOs and ADOs".

ii. Inspection Form for schools in NWFP

The Government of the NWFP has developed parameters for School Inspection. According to Government of the NWFP (2003, pp. 13-14) during the annual and surprise inspections, the EDO shall check the following aspects:

- General performance of schools
- Teacher performance
- Students performance
- Number of posts-filled and vacant
- Service books of staff and teachers
- Accounts registers
- Admission and withdrawal Registers
- Formation of PTAs
- Government and school funds
- Absenteeism of teachers and students
- Drop outs of students and reasons thereof

- Physical facilities, sports and games, scouting, and girls guides and shaheen scouts
- School environment, cleanliness, and maintenance of school premises
- Progress related to last year inspection reports
- Needs and requirement of schools
(*Government of the NWFP 2003, pp.13-14*)

iii. Inspection, tour notes, writing of logbook

Government of the NWFP (2003, pp. 13-14) defined responsibility to "Prepare tour notes, inspection notes and record observations in the school Log books. Go through the tour / inspection notes of the District Officers and ensure follow up, implementation of the instructions issued by inspection officer from time to time".

2.4 Education Sector Reform Unit

In the three provinces Punjab, NWFP and Sindh, Education Sector Reform Units have been established to revamping school education. Detailed information of Reform Units has been collected during field visits which are only reproduced in the following paragraphs.

2.4.1 Education Sector Reform Unit (NWFP)

The government of NWFP established Education Sector Reforms Unit in Schools & Literacy Department. According to approved PC-I form the mandate of the ESRU is as follows:

- policy development,
- planning,
- research,
- monitoring and;
- Evaluation

■ annual updating of the Education Sector

Development Plan

- Policy development, planning coordination, monitoring & evaluation of various programs under implementation in the schools & literacy department.
- Ensure that Sectoral Plans and annual development plans including donor financing are based on the EMIS data.
- Monitor the implementation of Education Sector Reforms in NWFP.
- Effective monitoring of distribution of free textbooks, the stipend programme of girls, teacher's attendance and other reforms under implementation.
- Monitoring of training and re-organization of PTCs.
- Ensure monitoring of PTC's funds
- To ensure that the development funds placed the disposal of the PTCs for provision of missing facilities and construction of classroom are being effectively utilized.
- Collection and analysis of data from education management information system (EMIS) for planning, monitoring & evaluation purpose.

(Source: PC-I form of ESRU, NWFP)

The ESRU has been established as an independent Department under the administrative control of Education Secretary.

The program Officer of ESR and EDO (Education) were of the opinion that every officer from ESR Unit, Directorate of Schools and officers working under supervision of EDO (Education) is supposed to submit the visit report to the immediate officers after visiting the school. In the NWFP monitoring and evaluation

parameters to monitor the schools have been defined Annex-III:

As far as decision on the reports are concerned. Monthly meeting is usually held. The Minister for Education chairs this meeting. All officers of Secretariat, Directorate of schools and EDOs of NWFP are supposed to attend this meeting. Decisions are made in these monthly meetings and implementation on these is ensured by the concerned officers.

2.4.2 Reform Support Unit (Sindh)

The Government of Sindh has established Reform Support Unit in 2006, with the support of the World Bank for revamping the education department. This RSU is headed by Chief Program Manager. However, RSU is run by the steering committee comprises of the following officers.

1.	Chief Secretary Sindh	Chairman
2.	Additional Chief Secretary	Member
3.	Secretary to Government of Sindh, Finance Department	Member
4.	Secretary to Government of Sindh Education & Literacy Department	Member
5.	Secretary (GA), Service General Administration & Coordination Department	Member
6.	Chief Program Manager, RSU, Education Department	Member

Source: Office of the Chief Program Manager

Terms of Reference

1. The Government of Sindh has established a Reform Support Unit within the Education Department with a view to create an institutional capacity within the department to carry forward the Government of Sindh's education reform agenda efficiently and in partnership with multiple partners in the reform effort.
2. The RSU-SC is being set up as envisaged in the TORs of RSU as given in SGA & SD's Notification No. SO(C-I) SGA&CD/4-64 dated January 5/1 2006

Reform Support Unit designed the program to address the following areas

MTF	Access	Quality	Governance
Improving Fiscal sustainability	Supply & Demand side interventions	Recruitment of better qualified teachers	Community empowerment Strengthening SMCs
Effective use of public expenditure	Infrastructure rehabilitation	WG Teacher Education and Education Management	Improved managerial capacity
Ensuring effective level of Edu.Exp	Preference to females in teacher recruitment	Examination Reforms & Improved textbooks	Monitoring Evaluation & coordination
	Closed schools	PEACE Diagnostic & Formative Assessment	
	Public private partnership		

Source: Office of the Chief Program Manager

Although monitoring officers have been appointed in RSU but they are assigned specific tasks from time to time according to the requirements of the department such as distribution of textbooks, monitoring girls' stipend etc. Monitoring of schools is not their specific job. They monitor and surprise activities, only those assignments at provincial level which are assigned to them by their immediate officers.

2.4.3 Chief Minister Monitoring Force (CMMF)/PMIU (Lahore)

The Chief Minister of Punjab has established Chief Minister Monitoring Force (CMMF) and PMIU office in Lahore. Under this District Monitoring Officer has been appointed who are responsible to look after the affairs of education and health departments at district level.

District Monitoring Officer is responsible to monitor all the schools of the district. DMO is assisted by one Senior Data Processor, one Data Processor, one Computer Operator and Monitoring & Evaluation Assistants (Ex-service man). Detail is as follows:

- i) Every MEA is supposed to visit 3 or 4 schools in a day in the area allocated to him on the basis of Union Council. They are posted in new area after 3 or 4 months. When MEA visits to school. A proforma (Annex-IV) is to be filled in the presence of head of institution. MEA is supposed to submit the filled proforma to DMO. Data entry of this proforma is made in the office of DMO. Monthly report is prepared on the basis of this proforma.
- ii) Monthly report (soft copy) on CD is sent to Chief Minister Monitoring Force (CMMF), Lahore and PMIU office. In Lahore observations and analysis of the information is

made and report is sent to EDO (Education) for

implementation. After three month a review fellow up is made on this report in Lahore with the meeting of all EDOs. A proforma for performance evaluation index (Annex-III) is prepared for every district which is reviewed by all the concerned EDOs (Education).

- iii) Simultaneously DMO prepares a summary of the district. This summary is sent to DCO and EDO (Education) for necessary action. In the district, District Review Committee under the supervision of DCO also takes necessary action.

METHODOLOGY

The qualitative and quantitative approach was adopted to conduct this research. The study was designed to explore causes of non-functional schools and impact of monitoring system on these schools. Further detail of methodology is given below:

3.1 Respondents of Study

The provincial Education Secretaries and district managers including EDOs, DEOs, DDEOs and AEOs were interviewed from the sample districts

3.2 Selection of Sample District

District wise percentage and rank order of non-functional schools was calculated in order to select true representative district sample of the study. The criteria for sample selection of the district was as follows:

- iv. District with highest number of non-functional schools.
- v. District with middle number of non-functional schools.
- vi. District with minimum number of non-functional schools.

On the basis of this criteria three districts from each province were selected for data collection. Province-wise distribution of sample is as under:

Table-3
Province-wise Sample District

S #	Name of Districts	No of Institutions	Percentage (%)
Punjab			
1.	Sheikhupura	67	8
2.	Kasur	27	4
3.	Jehlum	5	1
Sindh			
1.	Tharparkar	1054	15
2.	Kashmore	299	4
3.	Hyderabad	64	1
NWFP			
1.	Kohistan	113	23
2.	Mansehra	15	3
3.	Charsadda	8	2
AJK			
1.	Bagh	26	28
2.	Poonch	14	15
3.	Muzaffarabad	2	2
FANA			
1.	Gilgit	12	57
2.	Ghizer	2	10

3.3 Research Instruments

Two research instruments were designed for data collection. Interview of Provincial Education Secretary/Additional Secretary was developed (Annex-I). The other interview schedule was designed for getting information from concerned EDOs, DEOs, DDEOs, and AOE's (Annex-II).

3.4 Method of Data Collection

The research team of AEPAM visited the office of Provincial Education Secretary for getting their opinion about the non-functional schools. During the field visit due to non-availability of Education Secretary to the research team the next higher rank officer who was nominated by Education Secretary was interviewed. Whereas all district management officers of the sample districts were interviewed. District-wise distribution of the male and female officers is as under:

Table-4

S. No.	District	Frequency	
		Male	Female
1.	Lahore	18	9
2.	Sheikhupura	8	10
3.	Kasur	7	4
4.	Jehlum	6	4
5.	Karachi	14	8
6.	Tharparkar	9	6
7.	Kashmore	15	4
8.	Hyderabad	8	5
9.	Peshawar	7	4
10.	Mansehra	8	4
11.	Muzaffarabad	2	2
12.	Bagh	6	5
13.	Quetta	5	-
14.	Gilgit	4	-
15.	Ghizer	4	-
Total		121	65

It is pertinent to mention here that as per criteria as cited earlier, three districts were included from each province, but due to security problems Kohistan Charsadda and Poonch could not be visited by research

team. It is further stated that provincial headquarters,

Lahore, Karachi, PeshawaPr and Quetta were included for getting opinions of provincial management about non-functional schools.

3.5 Findings, Conclusions and Recommendations

Data analysis was made according to the objectives of the study. On the basis of data, findings were documented, conclusions drawn and recommendations were framed on the basis of conclusions for future policy formulation regarding monitoring of schools in Pakistan.

Province	City	Number of Schools	Number of Non-functional Schools
Punjab	Lahore	10	3
Punjab	Faisalabad	10	2
Punjab	Multan	10	4
Punjab	Rajshahi	10	5
Punjab	Rawalpindi	10	6
Punjab	Sialkot	10	7
Punjab	Shekhpura	10	8
Punjab	Wazirpur	10	9
Punjab	Yamunanagar	10	10
Punjab	Other	10	11
Punjab	Other	10	12
Punjab	Other	10	13
Punjab	Other	10	14
Punjab	Other	10	15
Punjab	Other	10	16
Punjab	Other	10	17
Punjab	Other	10	18
Punjab	Other	10	19
Punjab	Other	10	20
Punjab	Other	10	21
Punjab	Other	10	22
Punjab	Other	10	23
Punjab	Other	10	24
Punjab	Other	10	25
Punjab	Other	10	26
Punjab	Other	10	27
Punjab	Other	10	28
Punjab	Other	10	29
Punjab	Other	10	30
Punjab	Other	10	31
Punjab	Other	10	32
Punjab	Other	10	33
Punjab	Other	10	34
Punjab	Other	10	35
Punjab	Other	10	36
Punjab	Other	10	37
Punjab	Other	10	38
Punjab	Other	10	39
Punjab	Other	10	40
Punjab	Other	10	41
Punjab	Other	10	42
Punjab	Other	10	43
Punjab	Other	10	44
Punjab	Other	10	45
Punjab	Other	10	46
Punjab	Other	10	47
Punjab	Other	10	48
Punjab	Other	10	49
Punjab	Other	10	50

As a result of the study, it was found that the majority of non-functional schools were in Punjab. The reasons for non-functional schools were lack of funds, poor infrastructure, and lack of government support. It is recommended that the government should provide more funds and support to the schools to improve their infrastructure and provide better quality of education.

DATA ANALYSIS AND INTERPRETATIONS**4.1 Management Structure Across the Provinces**

Management structure across provinces for school education is different. The nomenclature of various positions at secretariat level is also different. Education Secretary is the Head of Education Department. However, the subordinate officers in all provinces are appointed with different positions for example in NWFP and Sindh provinces there is a position of special secretary but this position is not available in Punjab and Balochistan. The management structures at provincial secretariat are as under:

Table-5
Management Structure of the Education Department
for School Education across Provinces

S#	Category of officer	Punjab	Sindh	Bal.	NWFP	Gilgit	AJK
A.	Education Secretary	ES	E.S	E.S	E.S	E.S	E.S
	Special Secretary	-	S.S	-	S.S	-	-
B.	Additional Secretary (General)	Ad. S	-	Ad.S	Ad.S	-	Ad.S
	Additional Secretary (Admn)	-	Ad. S	Ad.S	-	-	-
	Additional Secretary (Schools)	-	Ad. S	-	-	-	-
	Additional Secretary (Admn & Schools)	Ad. S	-	-	-	-	-
	Additional Secretary (Dev.)	-	-	Ad.S	-	-	-
	Additional Secretary (Education Reform)	Ad. S	-	-	-	-	-
	Additional Secretary (Budget and Planning)	Ad. S	Ad. S	-	-	-	-
	Additional Secretary	-	Ad. S	-	-	-	-

	(P.D.F)						
	Additional Secretary (A&T)	-	Ad. S	-	-	-	-
	Additional Secretary (C & GA)	-	Ad. S	-	-	-	-
C.	DPI School (Elementary)	-	-	-	-	-	DPI
	DPI School (Secondary)	-	-	-	-	-	DPI
D.	Deputy Secretary (General)	Dy. S	Dy. S	-	-	Dy.S	-
	Deputy Secretary (Admn)	Dy. S	Dy. S	Dy.S	-	-	-
	Deputy Secretary (Schools)	Dy. S	Dy. S	-	Dy.S	-	-
	Deputy Secretary (Dev.)	Dy. S	Dy. S	Dy.S	-	-	-
	Deputy Secretary (Acad. & Trg.)	Dy. S	Dy. S	-	-	-	-
	Deputy Secretary (Andovelment Fund)	-	Dy. S	-	-	-	-
	Deputy Secretary (Higher Edu.)	-	Dy. S	-	-	-	-
	Deputy Secretary (Budget & Planning)	Dy. S	Dy. S	-	-	-	-
	Deputy Secretary (Litigation)	-	-	-	Dy.S	-	-
	Deputy Secretary (Coordinator/A &C)	Dy. S	-	-	-	-	-
	Deputy Secretary (Reforms)	Dy. S	-	-	-	-	-
	Deputy Secretary (E & D)	Dy. S	-	-	-	-	-
	E.	Section Officers	S.O	S.O	S.O	S.O	S.O

Table-5 indicates that the management structure across provinces has some variations. For example there is a position of Special Secretary in Sindh and NWFP, whereas, Punjab and Balochistan both the provinces do not have the same position. As far as the position of Additional Secretary is concerned, this position is available in the four provinces. Hence, this position has been specified with different nomenclatures. For example

Additional Secretary (General) is available in Punjab, Balochistan and NWFP. But Additional Secretary (Admn) is available in Sindh and Balochistan. In the Sindh Province there is a position of Additional Secretary (Schools) whereas in the Punjab there is a position of Additional Secretary (Admn and Schools). On the contrary in Balochistan province there is a position of Additional Secretary (Development) on the contrary in Punjab Province also has sanctioned position of Additional Secretary (Education Reform). Punjab and Sindh provinces have a position of Additional Secretary (Budget and planning) whereas, Sindh province have three additional positions i.e. Additional Secretary (PDF), Additional Secretary (A&T) and Additional Secretary (C&GA).

It has also been observed that the positions of DPI school (elementary & secondary) are available in Punjab and AJK. Whereas, other provinces do not have such positions. As far as the positions of Deputy secretaries are concerned this position has also different nomenclatures. There is a position of Deputy Secretary (General) in Punjab, Sindh and Gilgit. Similarly, the position of Deputy Secretary (Admn) is available in Punjab, Sindh and Balochistan.

It is further pointed out that a positions of Deputy Secretary (Schools) is available in Punjab, Sindh and Balochistan. Hence, the position of Deputy Secretary (development) is available in Punjab, Sindh and Balochistan. It was further found that Punjab and Sindh province have positions of Deputy Secretary (Acad & Training). Sindh province has two further positions such as Deputy Secretary (higher education). The position of Deputy Secretary (Budget and Planning) is available in Punjab and Sindh. On the contrary in NWFP there is a position of Deputy Secretary (litigation). Moreover, Punjab

province also has three other positions of Deputy Secretaries i.e. (Coordinator, Reform and E&D).

The positions of Section Officers are very important at Secretariat Level. However, different nomenclatures have been assigned to this position. For example in the Punjab province there are 26 Sections Officers whereas, in Sindh 21, in NWFP 4, in Gilgit 2 and AJK also has 2 sanctioned positions of section officers. It was found that in the Punjab province there are 4 positions of Section Officer (General) in Sindh 3, in Balochistan 1, in AJK 1 and Gilgit also have 1 position. Section Officer (Admn) position is available in Punjab and AJK whereas in the other province, no such position is available. Similarly Section officers (Development), there are some other positions of Section Officers such as Development, Academic & Training, Budget, Complaint, Planning, Coordination, Litigation, School Education, Education Reform and Assembly Business etc.

On the basis of these different structures, it can be concluded that the responsibilities of all the officers of Secretariat level are same. Hence, there is variation in the nomenclature that is perhaps due to the size of the education department in the provinces. For example Punjab is a big province, therefore there are more positions with various categories of officers as compared to other provinces. However, school management structure at provincial has been designed according to the requirements of education department.

4.2 Directorate of Schools

After devolution plan, District Governments were established and EDO (Education) is head of Education Department at district level in the country. However, in NWFP Province Directorate of Schools are still functioning. Similarly in the Balochistan Director (Schools) is also

working in Education Department. However, these Directors (Schools) only coordinate the activities between District Management and Secretariat Level.

a) Directorate of Elementary & Secondary Education in NWFP

The overall incharge of the Directorate of Education is Director (schools). The Director (schools) has its own organizational structure. Director (Schools) is assisted by two Additional Directors, 4 Deputy Directors and 7 Assistant Directors. All officers of this Directorate have authority to monitor the schools in the province either directly or with the coordination of District Managements. Director (Schools) stated the following responsibilities of Directorate in the interview conducted by AEPAM team.

- To ensure good governance, monitoring, evaluation and supervision of District management and all types of schools in the province.
- Academic supervision of all the activities.
- Monitoring of teaching learning material
- Financial monitoring at district and even school level
- Monitoring and supervision of teachers training to see the overall impact of this training on the performance of teachers
- Ensure availability of physical facility and overall conditions of school
- Problem of the schools are solved at the spot during monitoring visits.

It was further pointed out that Director (Schools) has authority to monitor the activities of the District Management of Education Department. The correspondence with Education Secretary is done through Director (Schools).

b) Director (Schools) in the Balochistan

In the Balochistan Director (Schools) is working to look after the affairs of the school education. All the EDOs of the districts are supposed to report the Director (Schools). However, Director (Schools) has only authority to forward the report to Education Secretary for decision. The function of Director is just as post office between Education Secretary and District Management.

4.3 Parallel Monitoring System

In the three provinces Punjab, NWFP and Sindh, Education Sector Reform Units have also been established to revamping school education department. Detail of Reform Units is as under:

4.3.1 Education Sector Reform Unit (NWFP)

The government of NWFP established Education Sector Reforms Unit in Schools & Literacy Department. According to approved PC-I form, the mandate of the ESRU is as: "policy development, planning, research, monitoring and Evaluation, annual updating of the Education Sector Development Plan, Monitor the implementation of Education Sector Reforms in NWFP, Effective monitoring of distribution of free textbooks, the stipend programme of girls, teacher's attendance and other reforms under implementation, Monitoring of training and re-organization of PTCs etc".

The ESRU has been established as an independent Department under the administrative control of Education Secretary. However, detail of all officers who are responsible for the implementation of government policies is as follows:

- i) The Programme Director:
- ii) Deputy Director (Monitoring & Evaluation)
- iii) Deputy Director (Education & Planning)
- iv) Deputy Director (Finance & Budget)
- v) Accounts Officer

In addition to other responsibilities Program Director of ESR Program in NWFP has authority to monitor the schools. He has defined parameters for monitor the schools such as follows:

- general performance of schools
- teachers performance
- students performance
- number of posts-filled and vacant
- service books of staff and teachers
- accounts registers
- admission and withdrawal registers
- formation of PTAs
- government and school funds
- absenteeism of teachers and students
- dropout of students and reasons thereof
- Physical facilities, sports and games, scouting, and girls guides and shaheen scouts.
- school environment, cleanliness, and maintenance of school premises
- progress related to last year inspection reports
- Needs and requirements of schools.

The detail of these parameters can be seen at (Annex-III).As far as decision on the reports are concerned. Monthly meeting is usually held. The Minister for Education chairs this meeting. All officers of Secretariat, Directorate of schools and EDOs of NWFP are supposed to attend this meeting. Decisions are made in these monthly meetings and implementation on these is ensured by the concerned officers.

Reform Support Unit (Sindh)

The Government of Sindh has established Reform Support Unit in 2006, with the support of the World Bank for revamping the education department. This RSU is headed by Chief Program Manager. Reform Support Unit designed the program to address areas i.e. Improving Fiscal sustainability, Access, Quality and Governance.

Although monitoring officers have been appointed in RSU but they are assigned specific tasks from time to time according to the requirements of the department. They are assigned the tasks of distribution of textbooks, monitoring girls stipend etc. Monitoring of schools is not their job. They monitor and supervise activities, only those assignments at provincial level which are assigned to them at particular time.

4.3.2 Chief Minister Monitoring Force (CMMF)/PMIU (Lahore)

The Chief Minister of Punjab has established Chief Minister Monitoring Force (CMMF) and PMIU office in Lahore. Under this District Monitoring Officer has been appointed who are responsible to look after the affairs of education and health departments at district level.

District Monitoring Officer is responsible to monitor all the schools of the district. DMO is assisted by one Senior Data Processor, one Data Processor, one Computer Operator and Monitoring & Evaluation Assistants (Ex-service man). Detail is as follows:

- i. Every MEA is supposed to visit 3 or 4 schools in a day in the area allocated to him on the basis of Union Council. They are posted in new area after 3 or 4 months. When MEA is visit to school. A proforma (Annex-IV) is to be filled in

the presence of head of institution. MEA is supposed to submit the filled proforma to DMO. Data entry of this proforma is made in the office of DMO. Monthly report is prepared on the basis of this proforma.

- ii. Monthly report (soft copy) on CD is sent to Chief Minister Monitoring Force (CMMF), Lahore and PMIU office. In Lahore observations and analysis of the information is made and report is sent to EDO (Education) for implementation. After three month a review follow up is made on this report in Lahore with the meeting of all EDOs. A proforma for performance evaluation index is prepared for every district which is reviewed by all the concerned EDOs (Education).
- iii. Simultaneously DMO prepared a summary of the district. This summary is sent to DCO and EDO (Education) for necessary action. In the district, District Review Committee under the supervision of DCO also takes necessary action.

4.4 Management Structure at District Level

Devolution plan 2001 has been implemented, consequently district government established in the country. However, the management structure of District Education Department across districts had some variations. Hence, the head of District Education Departments is EDO (Education) in all the districts. EDO education is assisted by District Education Officer. Whereas District Education Officer is assisted by Deputy District Education Officer and Assistant Education Officers are supposed to assist DDEOs. DEO (Secondary) is supposed to monitor secondary schools and in some districts DEOs headquarter is also supposed to supervise the secondary schools. In the Education Department the

Markaz /Circle is the lowest administrative unit created for

monitoring schools. AEOs male/female both are responsible to monitor the primary/elementary schools. Detail of structure is presented below:

**Table-6
Management Structure of the Education Department
across Districts**

Category of officers	Punjab	Sindh	Balochistan	NWFP
EDO (Edu)	EDO (Edu.)	EDO (Edu.)	EDO (Edu.)	EDO (Edu.)
DEO	DEO (S.)	DEO (S.)	DEO (S)	DEO (S.)
	DEO (El.) (M/F)	DEO (El.) (M/F)*	DEO (El.)	DEO (El.) (M/F)
DDEO	DDEO(El)(M/F)	DDEO (El)(M/F)	DDEO(El) (M/F)	DDEO (El)(M/F)
	DDEO Adnm)	DDEO (Adnm)	DDEO (Est.)	DDEO Adnm)
	DDEO (Dev.)	DDEO (Dev.)	DDEO (Dev.)	DDEO (Dev.)
	DDEO (H.Q)	DDEO (H.Q)		DDEO (H.Q)
AEO	AEO(El.) (M/F)	AEO (El.) (M/F)	ADEO (M/F)	AEO (El.) (M/F)
	AEO (Admn)	AEO (Admn)		AEO (Admn)
	AEO (Dev.)	AEO (Dev.)	ADEO (Dev.)	AEO (Dev.)

* (M/F) = Male/Female

Table-6 shows that the District Management Structure is similar across the country. However, slightly variations exit in the nomenclature of the various positions. For example in some districts District Education Officer (Headquarter) is same and responsible for monitoring the secondary schools. Whereas, in some districts, District Education Officer (Secondary) is a separate position. In this way it depends on the size of the district. Some districts are small whereas some are big. The sanction positions are given according to the requirements of the

District Government. This situation can be further elaborated with the following table.

Table-7

Officers working under the supervision of EDO

S.No	Designation	Officers are to be supervised by EDO			
		DEO	DDEO	AEO/ADEO	Head Teachers
1.	EDO	2-4	3-10	10-20	100-400
2.	DEO (Secondary)	-	-	-	100-200
3.	DEO (Elementary)	-	3-15	5-18	100-300
4.	DDEO	-	-	3-20	75-350
5.	AEO/ADEO	-	-	-	37-150

Table-7 indicates that there is variation in the number of Officers working under the supervision of Executive District Officer (Education). As data show in some district only two District Education Officers are working under the Executive District Officer (Education). Whereas in some district four District Education Officer are working. The similar variation is found in the other positions which shows that the sanctioned post in the districts are linked with the size of the district. Smaller districts have less number of sanctioned posts as compared to larger districts.

4.5 Management Structure of the School Education Department AJK and FANA

**Table-8
AJK and FANA Management Structure**

Category of officers	Gilgit	AJK
Director (Schools)	Director (School)	Director (School)
DEO/DIS (Supervisor Schools at District Level)	DIS (Male/Female)	DEO (Male/Female)
DDEO/DDIS (Supervisor schools at tehsil level)	DDIS (Male/Female)	DDEO (Male/Female)
AEO (Supervise schools at circle/markaz)	AEO (Male/Female)	AEO (Male/Female)

Table-8 shows that in the AJK and FANA, the management structure is different from provinces of Pakistan. In FANA District Inspector School is supposed to supervise all the schools at District Level. Similarly Deputy District Inspector School is supposed to supervise school at Tehsil Level and Assistant Education Officer is responsible to supervise school at circle/markaz level.

Whereas, in AJK, District Education Officer (male & female) are supposed to supervise school at District Level. However, Deputy District Education Officer is supposed to supervise middle and primary schools through Assistant Education Officers.

4.6 Main responsibilities of District Management Officers

a) Executive District Officer

During the interviews the Executive District Officer (Education) were requested for providing information about their responsibilities. Their responses indicated that EDO is overall Incharge of head of education department at district level. He/She is supposed to handle all administrative and management matters, planning educational facilities and organization of these activities. Furthermore monitoring and evaluation the performance of all district officers and heads of institutions.

b) District Education Officer

During the interviews the District Education Officers were also requested for providing information about their responsibilities. DEO is supposed to supervise all secondary schools male and female. Furthermore, monitoring, evaluation, supervision, reporting to higher authority.

c) Deputy District Education Officer

Deputy District Education Officers were requested for providing information about their responsibilities. They were of the view that they were supposed to look after elementary/middle and primary schools. To collect and disseminate information to the concerned. To control all the school for maintaining discipline, ensure the teachers regularity and punctuality. To ensure the quality of work. They are also servings drawing and disbursing officers of all teachers working under their supervision.

d) Assistant Education Officer

Assistant Education Officers are supposed to monitor primary schools. including administrative matters, planning and management. Visits of schools for supervision and provide information in the meeting,

Moreover, they provide training facility to the teachers and



4.7 Resources for Monitoring

Provincial Education Secretary and their representatives were requested for sparing sometime for interview. Similarly, Director (Schools) and officers of District Management were also interviewed. The collected information regarding resources for monitoring the districts and schools are presented as follows:

i. Budgetary Resources

The Director (Schools) NWFP was of the opinion that budget sufficient is not available for monitoring the schools and performance of the District Management Officers. Similarly EDOs (Education) were of the view that no budget is available for monitoring the schools at district level.

Whereas the program managers of reform unit, NWFP were of the opinion that sufficient resources are available for monitoring the performance of the districts as well as schools in the province. It is further stated that program manager has authority to visit any school in the province at any time. Furthermore, Deputy Director Monitoring and Evaluation also supervisors and monitors the schools regarding implementation of Education Sector Reform in the NWFP.

Similarly, in the Sindh province budget is available with District Management. However, management of these districts were of the opinion that sufficient budget was not available to monitor the schools. Majority of the officers were of the view that as sufficient amount was not available for paying TA/DA to the District Officers, who are supposed to monitor the schools in their respective areas. In Tharparkar District EDO (Education) informed that

District Government provided fixed Rs.18,000/- (rupees eighteen thousand only) annual budget for his vehicle which was inadequate to meet the requirements for monitoring the schools.

Similarly in the Punjab Province budget is available with the District Government. However, the management of District Education Department, Sheikhpura, Kasur and Jehlum were of the view that sufficient budget is not available for paying TA/DA to the District Officers whereas they are responsible to monitor the schools.

District Education Officers AJK, Schools were of the opinion that budget was not available for monitoring the schools. Therefore, monitoring of schools could not be done as per requirements.

ii. Human Resources

Director (Schools), NWFP was of the opinion that there was shortage of officers at Directorate level. As NWFP have been divided into 300 circles whereas he has only 13 officers at Directorate of Education (NWFP) who are responsible to monitor all these schools.

Similarly EDOs (Education) of NWFP were of the opinion that there was also shortage of officers for monitoring and supervision of schools. EDO (Education) is supposed to visit 15 to 20 schools in a month whereas, DEO (Education) could hardly visit 12, and ADEO 18 schools in a month. Due to load of work in the respective offices. Almost all officers of District Management could not visit their schools as per requirements.

The EDOs (Education) from Sindh Province informed the research team during interviews that all sanctioned posts are filled and required number of officers are available under their supervision. However, in Tharparkar District there was shortage of officers for

monitoring the schools. Therefore, no proper monitor could be done due to load of work in the offices.

According to the District Management of Muzaffarabad the District Muzaffarabad has been divided into 6 (Halkas). AEOs are responsible to look after the affairs of primary schools and DDEOs middle schools. They were of the opinion that officers are available but they were not facilitated as per requirements. On the contrary DEOs (Secondary) male and female were of the opinion that they had not been provided any subordinate officer. Therefore, they have no sufficient human resources to monitor the performance of secondary schools in AJK.

In the three sample district of Punjab Province the management officers were of the view that Sanctioned Post are filled and required number of Officers are available. However, there is need to increase the number of posts as per requirements of the Education Department.

iii. Physical Resources

The Director (Schools) from NWFP informed the research team that vehicles were not available with all officers for monitoring the schools. Moreover, available vehicles were too old which needs to be repaired frequently. Hence, budget is not available. Similarly EDO (Education) Peshawar were of the opinion that vehicle was available only for EDO (Education) whereas no any other vehicle was available for other officers in the district. The Program Officer of ESR Program were of the opinion that sufficient number of vehicles were available with his office from the Donors to visits the schools.

4.8 Mechanism of Coordinating the Activities at District Level

Educational activities are usually organized at school level. There are schools functioning in scattered area. Therefore it is very difficult for the District Management to monitor the activities of all the schools. Administrative mechanism is required for coordinating the activities. The District Management Officers were requested through open ended question for providing information about the mechanism of coordinating the activities in their respective districts. The responses of the Management Officers are given below:

Table-9
Mechanism of Coordinating the Activities

S. No.	Mechanism	Frequency	Percentage (%)
1.	Monthly/weekly meeting	142	76
2.	Official Telephone	162	87
3.	Correspondence (Letters)	147	79
4.	Personal mobiles	164	88
5.	Visit the school	46	24
6.	Center head teacher	64	34
7.	Through head teacher	57	30

Table-9 shows that 88 % of the respondents were of the view that they used personal mobiles for coordinating the activities with their officers. 87 % respondents had opinion that they used official telephone for coordinating the activities. Hence, 79 % respondents informed that they coordinated activities by correspondence (letters) with the officers. 76 % district officers had opinion that they coordinated the activities by

arranging monthly or weekly meetings with other officers.

Whereas 34 % respondents were of the view that they coordinated activities through center head teacher and 30 % respondents informed that they coordinated activities through head teacher of the schools functioning under their supervision.

4.9 Means of Communication

Communication is pre-requisite for proper implementation of the decision made by the management. Therefore Districts Management Officers were also requested to provide information about their means of communication in their respective districts. This was also an open ended question. Therefore, each mean of communication can be treated as independent. Responses are organized as under:

Table-10
Communication Channel

S#	Means of Communication	Frequency	Percentage (%)
1.	Through Fax	16	08
2.	Circulars/Correspondence (Letters)	74	39
3.	Through DR/Peon	42	22
4.	Through DyDEOs/AEOs	30	16
5.	Monthly/weekly meeting	106	56
6.	Official Telephone	110	59
7.	Personal mobiles/personal contact	173	93
8.	Visit the school	20	01
9.	Center head teacher	69	37
10.	Through head teacher	18	37

Table-10 indicates that 93 % respondents used personal mobile as a communication channel among the concerned officers. 59 % respondents were of the view that they used official telephone as a communication channel. 56 % respondents informed that they arranged monthly meetings. Whereas 39 % respondents told that they used circulars as a communication channel. While 37 % respondents informed that they used center head teacher for correspondence.

4.10 Monitoring and Supervision

Monitoring and supervision of educational activities at school level in the districts are the responsibility of District Management. Therefore, the District Management Officers were requested for providing information regarding monitoring and supervision of their schools. As this was an open ended question. Therefore each statement was treated as independent. The responses of Education Managers regarding monitoring and supervision are given below:

Table-11
Mechanism of Monitoring and Supervision

S#	Mechanism of Monitoring and Supervision	Frequency	Percentage (%)
1.	General performance of the schools	19	10
2.	Teachers performance/ attendance	67	36
3.	Absenteeism of teachers and students	35	18
4.	Physical facilities, sports and games, scouting, and girls guides and shaheen scouts.	16	08

5.	School environment, cleanliness, and maintenance of school premises	30	20
6.	Progress related to last year inspection reports	42	22
7.	Register checking	35	18
8.	Surprise visits	116	62

Table-11 depicts that 62 % of respondents were of the opinion that they used surprise visits as a mechanism for monitoring and evaluation the performance of schools. Whereas 36 % respondents informed that they checked the teachers performance and attendance as a mechanism for monitoring the schools.

4.11 Type of Visits and Reports

There are various types of school visits. The first category of visit is plan visit. In this visit head of the institution is usually informed in advance. This is called a detailed visit and a committee is constituted. The committee members visit the school and examine the teachers as well as students attendance and performance, classroom activities, academic performance, cleanliness of the school, environment and availability of physical facilities, record of SME's and Farooq-e-Taleem Funds.

The second category of schools visit is surprise visit. The purpose of surprise visit is to check only teachers' absenteeism and students' attendance. The purpose of surprise visit is to check only teachers' absenteeism and students' attendance. In the surprise visit the officers are supposed to fill inspection forms. In Punjab DMO has defined parameters simultaneously district management officers have also defined parameters in developed form. Similarly incharge reform unit in NWFP has designed form for schools. Similarly in Balochistan

province inspection supervision checklist has been designed. Hence in Sindh province, there are no criteria for monitoring the activities of the school. In spite of defining these parameters for school visits no monitoring is being made in these provinces, due to many reasons.

The third kind of visit to school is inquiry visit. In case of conflict or problem in the school, EDO (Education) and DEO has authority to appoint Inquiry Officer. Therefore the officer who is appointed as Inquiry Officer visits the concerned school and conduct inquiry. It was observed that all the management officers visit the schools in their jurisdiction and submit their visits reports to their Officers.

It was observed that all the management officers visit the schools in their jurisdiction and submit their visits reports to their Officers. In NWFP and Balochistan, EDO (Education) submits visit report to Director (Schools) and provincial Education Secretary. Whereas, in Punjab and Sindh province EDO (Education) submit their reports to the provincial Education Secretary.

Similarly, DEO submit visit report to the EDO (Education), Dy. DEO to DEO and AEO to Dy. DEO. As per official procedure all the visits reports are submitted to EDO (Education) for necessary action. EDO (Education) in all the districts is responsible either to take necessary action on the reports or get guidance from DCO and provincial Education Secretary.

4.12 Number of Schools required to be visited

How many schools are to be required to visit in a month. In this regard collected information is presented in Table-12



Number of schools required to be visited

Province	Name of Districts	EDO	DEO	DDEO	AEO
Punjab	Lahore	5-20	5-16	5-20	20-25
	Kasur	6-15	15-20	5-20	20-30
	Sheikhupura	5-16	5-10	20-30	15-45
	Jehlum	6-20	20-25	1-20	15-20
Sindh	Karachi	6-20	20-25	30-35	5-30
	Kashmore	15-30	5-20	5-30	5-25
	Tharparkar	10-40	10-20	5-30	10-50
	Hyderabad	-	-	10-30	30-45
NWFP	Peshawar	10-15	25-30	40-50	10-25
	Manshera	15-20	20-25	10-25	30-40
Balochistan	Quetta	30-40	30-35	15-20	20-25
AJK	Muzaffarabad	-	5-10	20-25	15-20
	Bagh	-	10-15	-	15-20
FANA	Gilgit	-	20-30	40-45	50-65
	Ghizer	-	15-30	15-20	60-70

The management officers were requested for providing information regarding their official required number of visit to school in a month. Hence, during field visits management officers were of the opinion that;

- i. EDOs being head of department can visit any time to any school officially in NWFP he/she has to visit 12 days in a month.
- ii. 15 days field work for DEOs and no limit for school visit.
- iii. DDEOs are supposed to visit 25% schools located in the areas in a month.

- iv. AEO is responsible to visit 100% school in the circle areas in a month.

4.13 Number of Schools Actually Visited

Table-13
Number of Schools actual able to Visits in a month

S. No	Designation	Able to School Visits
1.	EDO	1-15
2.	DEO (Elementary	1-10
3.	DyDEO (Male/Female)	1-15
4.	AEO/ADEO	1-15

Table-13 shows that EDOs and DDEOs (Male/Female) were able to visit 1 to 15 schools in a month. While DEOs (Elementary) were able to visit 1 to 10 schools monthly. Whereas, AEOs could also be able to visit 1 to 15 schools in a month. These actual visits are less than required visits to schools. The officers were also requested to give reasons of not visiting required schools. This was an open ended question. Therefore each reason can be treated as independent. Their responses are presented in the following table.

Table-14
Reasons for less number of visits to schools

S. No	Reasons of less number of schools visit	Frequency	Percentage (%)
1.	Load of work in the office	116	62
2.	Frequent meetings	168	90
3.	Provision of information immediately to the senior officer	109	58
4.	Lack of budget	110	59
5.	Non-availability of Transport	167	89

6.	Lack of facilities	10	05
7.	Law and order situation	11	05
8.	Non-availability of motorcycle with AEOs	35	18

Table-14 indicates that 90 % respondents were of the view that frequent meetings was the basic reason for visiting less number of schools. 89 % respondents told that they had not been able to visit required number of schools due to the non-availability of transport. Whereas 62 % correspondents informed that they had to do a lot of work in the office which was the main reason for not visiting the schools. While 59 % respondents gave their opinion that lack of budget was the basic hurdle. 58 % respondents informed that provision of information immediately to the higher officers was one of the reasons for not visiting the required number of schools.

It was very important that when a supervisor visits the school what are the parameters for monitoring the schools. The open ended question was asked from the respondents, their responses are presented in the following table.

Table-15
Monitoring and Evaluation defined Parameters

S. No	Statements	Frequency	Percentage (%)
1.	Absenteeism of teachers and students	118	63
2.	Physical facilities, sports and games, scouting, and girls guides and shaheen scouts.	115	61
3.	School environment, cleanliness, and	116	62

	maintenance of school premises		
4.	Progress related to last year inspection reports	13	06
5	Needs and requirements of schools.	14	07

Table-15 shows that 63 % respondents were of the view that they used absenteeism of teachers and students as a parameter for monitoring the schools. Whereas 62% respondents informed that they used school environment, cleanliness and maintenance of school premises as parameters for monitoring. 61 % respondents showed their opinion that they defined physical facilities, sports and games, scouting, Girls Guides and Shaheen Scouts as monitoring parameters while visiting schools. However, during field visit proforma for school inspection in Punjab, NWFP and Balochistan, the respondents provided visit forms, which can be seen (Annexures).

Monitoring and supervision has definitely positive impact on the performance of schools. Therefore, the management officers were requested through open-ended questions about impact of their visits in the schools. Their responses are presented in the following table-16.

Table-16
Impact of Monitoring and Evaluation of School System

S. No	Statements	Frequency	Percentage (%)
1.	Activation of staff	113	60
2.	Motivation of staff	115	61
3.	Improve academic performance	128	68
4.	Enhance enrolment rate	111	59

5.	Control teachers absenteeism	114	69
6.	Cleanliness	17	09
7.	General awareness increased	18	09
8.	Regularity of teachers and students	78	41
9.	School Environment improved	111	59

Table-16 indicates that 69 % respondents were of the opinion that teachers' absenteeism was controlled due to monitoring the schools. 68 % respondents were of the view that monitoring and evaluation improved academic performance of the students as well as of the teachers. 61% respondents informed that monitoring and evaluation motivated the school staff. 60% respondents were of the opinion that monitoring activated the staff. 59% respondents were of the view that monitoring and evaluation enhanced enrolment rate and also improved school environment. While 41% responded that monitoring and evaluation made teachers and students regular and punctual, which is positive impact on the academic performance of the students and teachers.

4.14 Problems of Monitoring

The Research team had group discussions with all the officers of the sample districts. The respondents stated the following problems in monitoring the schools.

- Lack of transport.
- Overburden of official work in the office.
- Information is asked again and again.
- Irrelevant information is asked.
- Priorities are changed day to day that is why problems are created.

- Scattered information and time is not given, therefore, accurate information is not given.
- Communication problems.
- Proper planning for academic years is not made.
- No authority with district officers for taking action.
- Power of officers can not be exercised.
- Political influence/interference in school matters.
- Lack of District Management capacity to monitor the school.
- No sufficient budget for monitoring consequently TA/DA is not paid to AEOs for monitoring the schools.
- AEO do not have sub-ordinate staff and other facilities.
- Official vehicle is not provided to DDEO and AEOs.

4.15 Major Causes of Non-Functional Schools Pakistan

The research team of AEPAM conducted interviewed of provincial Education Secretary and their representatives. Furthermore, group discussion was also made with all districts management officers available at the time of field visits. As per collected information the following are the major reasons of non-functional schools in Pakistan.

4.15.1 Non-availability of Teachers

- i. It was observed that non-availability of school teachers is one of the major factors of non-function of primary schools in all the provinces. When this reason was further investigated. The respondents were of the opinion that District

Management was politically forced to transfer teachers according to their choice instead of needs of the department. Resultantly remote areas are deprived of teachers.

ii. Furthermore, in Sindh province non-availability of sanction posts at school level also deteriorated this critical situation. Teachers are recruited at tehsil level instead of creating sanction post at school level. Therefore, after joining teaching profession, teachers politically forced the department to transfer to the nearest school according to their choice.

iii. It was further found that teachers could not be appointed due to merit problem particularly female teachers in rural areas. The residents of urban areas are appointed on political pressure. After joining the teaching profession they force the management to transfer them at the station of their choice.

iv. School is opened on political pressure and Management is forced to provide teachers from available stock in the respective districts. In this way recruitment is not made at time of the establishment of school. Furthermore SNE is still needs to be approved and teacher is transferred from present stock. Therefore, when teacher is transferred from previous school to newly established school consequently shortage of teachers is created.

v. Teachers are retired, posted, left the department and in case of death new recruitment is not made. Resultantly, shortage of teachers is obvious therefore, schools

become non-functional until new recruitment is made.

- vi. Teachers' absenteeism is one of the major reasons of non-functional schools in rural areas across the country. In almost all district Management Officers were of the view that teachers' absenteeism was very common problem. In Punjab province to some extent this has been overcome by the District Monitoring Officers but still a lot of work is needed to be done in this regard. In Muzaffargarh and Bahawalpur districts the district management was of the opinion that in the rural areas teachers' absenteeism is a common problem. Moreover, appointments of the teachers are made usually on political involvement. Teachers are more powerful than the officers of district management. When parents observed teachers absenteeism in the schools they send their children in the private schools.

4.15.2 Illegal Possession on Schools' Buildings

- i. It has been observed during the field visits that local influential people have illegal possession of schools buildings. In Kasur district the research team visited a school which was closed for the last 12 years. Teachers of this school were posted to the nearest elementary school. When, research team investigated the teachers that why they did not report in the closed school. They were of the opinion that local people had not allowed them to teach in the closed school as school building was in the possession of the local influential people.

ii. Similarly in Hyderabad district, research team visited a school which was closed for the last 10 years. In this school new toilet block was built in the last financial year (2007-08). When further information was explored that why toilet block had been provided in the school this could be built in any other. One person, who was available in school's building, pointed out that Nazim had provided this toilet block. In fact this building was illegally occupied by the local influential person. Moreover, in Hyderabad research team also found another school where furniture was outside the building, lady teacher was in a house, whereas, two male teachers were under the tree and in the school building relatives of 'Wadara' were accommodated. When the local people and teachers were requested to provide information that why they were out of school building. The respondents informed the team that due to tribal disputes, the relatives of the 'Wadara' had been migrated and this migrated family was accommodated in the school building by the order of 'Wadara'. Until and unless their shelter was built, teachers would not be allowed to enter in the school.

Furthermore, research team also visited a school which was built in 2000. But soon after the construction of the school building, local tribal leader forced the department to appoint his son as teacher, which could not be done due to merit. Consequently, he did not allow children to attend the school. Resultantly school could not be functionalized till 2009.

4.15.3 Security of Female Teachers

- i. In Kasur, majority of the non-functional schools were girls'. It was reported that female teachers could not travel in remote and hard areas due to security problems. One female teacher wept while explaining an event which was happened with her two years ago.
- ii. In Punjab and Sindh province, it was further observed that in rural area, local influential people come in female school after drinking wine. This is a miserable situation for one female to handle male in the school. Consequently female teachers wanted to be posted in urban areas.

4.15.4 In-appropriate posting of Female Teachers

Transfer and Posting of teachers are made due to political pressure instead of requirements. The EDO (Education), Kasur pointed out that before his posting as EDO there were some schools where more teachers were posted than available students in the school. He tried to rationalize the posting of the teachers and faced a lot of political pressure. This in-appropriate posting is also one of the major causes of non-functional schools.

4.15.5 Migration of population/Housing Society

- i. In the Sheikhupura district, one school was found non-functional, while investigating the causes. Local people and teachers both pointed out that population of WAPDA Colony was migrated, consequently school became non-functional.

Majority of AEOs were of the opinion that

Housing Societies are also one of the causes of non-functional schools because after the establishment of these societies either population is shifted in these societies or due to bridge/distance people are forced to send their children in the nearest schools. Consequently the schools become non-functional due to non-availability of students.

- iii. ADEO of Gaddap Town, Karachi informed that population is migrated due to seasonal problem. Therefore, schools become non-functional for more that 3 to 4 months. During this period teachers are transferred on political pressure and again their posting in the concerned school could not be made. That is why schools become non-functional. In the Sindh province in rural areas only single teacher is provided in primary schools and when this teacher is posted in urban areas. Resultantly the schools in the rural areas become non-functional.
- iv. In AJK during the group discussion the District Management Officers informed that after earthquake population had been migrated from one village to another. Resultantly enrolment of the schools had been decreased and schools become non-functional.

4.15.6 Non-availability of Transport

In district Kasur and Sheikhpura female schools are non-functional because transport is not available early in the morning to the teachers. Resultantly teachers can not reach in the school on the time. Moreover, lack of

monitoring of these schools is also one of the causes of non-functional.

4.15.7 Tehsil-wise SNE

In Sindh Provinces the SNE is approved tehsil-wise therefore, salary of the teacher is not paid school-wise. The management is forced to transfer the teachers on station of their choice

4.15.8 Feasibility Study/School Mapping

Feasibility study of the school is made on the basis of political pressure instead of school mapping. Resultantly schools are not established in appropriate places. Therefore, posting of teachers in these schools has become the problem for the Department. Teachers are posted for the time being, when the government of next political party comes into power teachers are posted to any other station. Naturally schools become non-functional.

4.15.9 Shelter-less Schools

There are many shelter less schools in various districts of Punjab and Sindh province. The accurate data about shelter less schools was not provided to by management of the respective districts. Hence, situation is miserable. In District Kasure, Tehsil Chunia research team visited the Government Girls Primary School, Old Rehmanpura where shelter less school was functioning. This school according to teachers and AEOs, was established in 1979, there were three teachers and more than 300 girls students. While getting information about school building. Teachers were of the opinion that majority of the officers during this period promised with them that building would be provided to this school. But these are only promises. Teachers were completely disappointed

about the behavior of the District Management, because

no body has come to help them for providing the building. This sorry state of affairs indicated that parents after watching this situation send their children to nearest private schools, consequently schools in public sector become non-functional.

The concerned AEOs teachers and local people were of the opinion that their were some other shelter less schools that had become non-functional due to non-availability of building.

4.15.10 Difference in Monthly Salary

In Sindh province , there is difference in monthly salary. In the rural area some allowances are less than urban area. Therefore, teachers force the District Management for their transferring from rural area to urban area. Consequently schools in rural areas become non-functional.

4.15.11 Tribal/religious Disputes

In Hyderabad district tribal dispute is also a cause of non-function of the schools. Due to tribal disputes people migrated from one village to other. Therefore, schools become non-functional. Moreover, one tribe did not allow to send their children to other school, which is located to the nearest of other tribe's location.

4.15.12 Establishment of Schools as Political Bribe

It has been observed that schools are established not considering feasibility study or according to the educational requirements of local people. In the Tharparkar district the EDO (Education) during the interview informed the research team that there was a village where 22 primary schools had been established

whereas, there are some villages where only one school could not be established. In the Tharparkar district Hindu & Muslim populations are living. Therefore educational institutions are established to facilitate the tribes on the basis of political affiliation.

The research team also visited three Tehsils of the Tharparkar district. It was observed that schools had not been established considering the requirement of the local population because some schools are very closed at the distances of 5 minutes walk whereas, some schools are 6 to 10 km away from the local population. The research team tried to get information about the composition of feasibility committee for the establishment of schools. None of the officers of the concerned district was willing to provide this information. They simply said schools are opened on political pressure.

In AJK the management of Muzaffargarh and Bagh districts informed that schools are opened and announced as political bribe without construction of school building. Teachers are posted from the existing stock available in the district. SNE is approved later on and construction of the building is responsibility of works Department with the consent of Finance Department. Budget is usually not provided for the construction of the building. The climate is not appropriate to functionalize the schools in all the seasons in the mountainous scattered areas. Naturally due to non-availability of teachers and building schools become non-functional.

4.15.13 Law and Order Situation

In NWFP law and order situation has created problems for the Education Department. As school buildings have been occupied by paramilitary forces at the boundary area of the FATA.

4.15.14 Establishment of Private Schools

In Muzaffarabad and Bagh districts, Management of both the districts informed during group discussion that private sector provides schools facility in the nearest of home with better physical facilities. Therefore, parents prefer to send their children to the nearest private schools instead of public schools. Consequently enrollment in private sector at elementary level is increasing day by day and primary schools in public sector become non-functional.

FINDINGS, CONCLUSIONS AND RECOMENDATIONS

5.1 Findings

5.1.1 Management structure at Provincial *Level*

On the basis of analysis of data collected through both research instruments i.e. interview and questionnaire. The following findings were found.

1. It was found that the Head of Education Department is Provincial Education Secretary in all the Provinces including AJK and FANA. However, under the supervision of Education Secretary the management structure for school management across provinces has some variations. For example there is a position of Special Secretary in Sindh and NWFP, whereas, Punjab and Balochistan both the provinces do not have this position. As far as the position of Additional Secretary is concerned, this position is available in the four provinces. Hence, this position has been specified with different nomenclature. Such as:

- Additional Secretary (General) is available Punjab, Balochistan and NWFP
- Additional Secretary (Admn) is available in Sindh and Balochistan
- Additional Secretary (Schools) in Sindh
- Additional Secretary (Admn and Schools) in Punjab
- Additional Secretary (Development) in Balochistan Province

■ Additional Secretary (Education Reform) in

Punjab Province

- Additional Secretary (Budget and planning) in Sindh Province
- Additional Secretary (PDF)
- Additional Secretary (A&T) and
- Additional Secretary (C&GA) in Sindh Province.

2. It has also been observed that the positions of DPI school (elementary & secondary) are available in Punjab and AJK whereas, other provinces do not have such positions. As far as the positions of Deputy Secretaries are concerned this position has also different nomenclatures. Such as:

- Deputy Secretary (General) in Punjab, Sindh and Gilgit.
- Deputy Secretary (Admn) is available in Punjab, Sindh and Balochistan.
- Deputy Secretary (Schools) is available in Punjab, Sindh and Balochistan.
- Deputy Secretary (development) is available in Punjab, Sindh and Balochistan.
- Deputy Secretary (Acad & Training) in Punjab and Sindh.
- Deputy Secretary (Higher Education)
- Deputy Secretary (Andolment fund) in Sindh.
- Deputy Secretary (budget and Planning) is available in Punjab and Sindh.
- Deputy Secretary (litigation) in NWFP.
- Deputy Secretaries (Coordinator, Reform and E&D) in Punjab.

3. It was further found that the position of Section Officer is very important position. Different nomenclatures have been assigned to this position. For example in the Punjab province there are 26 Sections Officers whereas, in Sindh 21, in NWFP 4, in Gilgit 2 and AJK also has 2

sanctioned positions of section officers. It was found that in the Punjab province there are 4 positions of Section Officer (General) in Sindh 3, in Balochistan 1, in AJK 1 and Gilgit also have 1 position. Section Officer (Admn) position is available in Punjab and AJK whereas in the other province no such position is available. Similarly, there are some other positions of Section Officers such as (Development), (Academic & Training), (Budget), (Complaint), (Planning), (Coordination), (Litigation), (School Education), (Education Reform) and Assembly Business etc.

5.1.2 Directorate of Schools

1. It was found that in NWFP and Balochistan Directorate of School at Provincial level are still functioning. After devolution plan these the positions of Director in Punjab and Sindh have been abolished. The overall incharge of this Directorate is Director (schools). The Director (schools) has its own organizational structure in NWFP. Director (Schools) is assisted by two Additional Directors, four Deputy Directors and 7 Assistant Directors. All officers of this Directorate have authority to monitor the schools in the province either directly or with the coordination of District Managements.

2. In Balochistan Province Director (Schools) is working to lookafter the affair of the school education. All the Executive District Officers (Education) of the districts are supposed to report Director (Schools). However, Director (Schools) has only authority to forward the report to Education Secretary for decision.

5.1.3 Education Sector Reforms/Parallel Monitoring System

The Provincial Government of Punjab, NWFP and Sindh with collaboration of international Donor Agencies have established Education Sector Reforms Units at



these reforms according to their own requirements. Therefore, no harmony is found in the objectives, structure and implementation strategy of these reforms.

- i) The government of NWFP established Education Sector Reforms Unit in Schools & Literacy Department. The mandate of the ESRU is to design policy for development, planning, research, monitoring and evaluation of schools is also responsibilities of the reforms unit. The Program Officer of ESR in the NWFP has defined monitoring and evaluation parameters for schools.
- ii) The Government of Sindh has established Reform Support Unit in 2006, with the support of the World Bank for revamping the education department. This RSU is headed by Chief Program Manager. Reform Support Unit designed the program to address areas i.e. Improving Fiscal sustainability, Access, Quality and Governance. Although monitoring officers have been appointed in RSU but they are assigned specific tasks from time to time according to the requirements of the department. They are assigned the tasks of distribution of textbooks, monitoring girls' stipend etc. Monitoring of schools is not their job. They monitor and supervise activities, only those assignments at provincial level which are assigned to them at particular time.
- iii) In the Punjab province Chief Minister Monitoring Force (CMMF) was established under PMIU office in Lahore. District Monitoring Officer has been appointed under this program to monitor all the schools of the district. DMO is assisted by Data Processors, Computer Operator and Monitoring & Evaluation Assistants (Ex-service man). Every MEA

is supposed to visit 3 or 4 schools in a day in the area allocated. When MEA is visit to school. A proforma (Annex-IV) is to be filled in the presence of head of institution. MEA is supposed to submit the filled proforma to DMO. Monthly report (soft copy) on CD is sent to Chief Minister Monitoring Force (CMMF), Lahore and PMIU office. In Lahore observations and analysis of the information is made and report is sent to EDO (Education) for implementation. After three month a review fellow up is made on this report in Lahore with the meeting of all EDOs. A proforma for performance evaluation index is prepared for every district which is reviewed by all the concerned EDOs (Education). Simultaneously DMO prepared a summary of the district. This summary is sent to DCO and EDO (Education) for necessary action.

5.1.4 Management Structure at District Level

i) The management structure of District Education Department across districts had some variations. However, the head of District Education Departments is EDO (Education) in all the districts across the country. EDO (Education) is assisted by District Education Officer. Whereas District Education Officer is assisted by Deputy District Education Officer and Assistant Education Officers are supposed to assist DDEOs. DEO (Secondary) is supposed to monitor secondary schools and in some districts DEOs headquarter is also supposed to supervise the secondary schools. In the Education Department the Markaz /Circle is the lowest administrative level created for monitoring schools. AEOs male/female both are responsible to monitor the primary/elementary schools in their respective district.

ii) It was found that there is variation in the number of Officers working under the supervision of Executive

District Officer (Education). As data show in some district

only two District Education Officers are working under the Executive District Officer (Education). Whereas in some district four District Education Officer are working under the supervision of Executive District Officer (Education). The similar variation is found in the other positions which shows that the sanctioned post in the districts are linked with the size of the district. Smaller districts have less number of sanctioned posts as compared to larger districts.

iii) It was further found that in the AJK and FANA, the management structure is different from the other provinces of Pakistan. In FANA District Inspector School is supposed to supervise all the schools at District Level. Similarly Deputy District Inspector School is supposed to supervise school at Tehsil Level and Assistant Education Officer is responsible to supervise school at circle/markaz level. Whereas in AJK, District Education Officer (male & female) are supposed to supervise school at District Level. However, Deputy District Education Officer are supposed to supervise middle and primary schools through Assistant Education Officers.

5.1.5 Resources for Monitoring

i) It was found that sufficient budget is not available for monitoring the performance of District Management Officers and schools in all the provinces and districts. As far as human resources are concerned, it was also found that there was shortage of officers at Directorate level. Due to load of work in the respective offices almost all officers of District Management could not visit their schools as per requirements. District Muzaffarabad has been divided into 6 (Halkas). AEOs are responsible to look after the affairs of primary schools and DDEOs middle schools. Hence, no sufficient human resources were available to monitor the performance of schools.


It was found that physical resources were also not available at provincial and district level. The official vehicles were not available with officers for monitoring the schools at Directorate level in NWFP and Balochistan. Moreover, available vehicles were too old which needs to be repaired frequently and budget is not available. However, sufficient resource are available for monitoring the performance of the districts as well as schools in the province in the reforms units.

5.1.6 Coordination of Activities at District Level

The internal coordination of the activities is pre requisite to get desired output. It was found that 88% of the respondents used personal mobiles for coordinating the activities with their officers. 87% respondents used official telephone for coordinating the activities. 79% respondents informed that they coordinated activities through correspondence (letters). 76% district officers coordinated the activities by arranging monthly or weekly meetings with other officers. 34% respondents coordinated activities through center head teachers and 30% respondents coordinated activities through head teachers of the schools functioning under their supervision.

5.1.7 Means of Communication

Communication of the decisions among officers is to be done through various means. It was also found that 93% respondents used personal mobile as communication channel among the concerned officers. 59% respondents used official telephone as communication channel. 56% respondents arranged monthly meetings. Whereas 39% respondents used circulars as a communication channel. While 37% respondents informed that they used center head teacher for correspondence.



5.1.8 Type of Visit to School and reports

i) There are various types of school visits. The first category of visit to school is plan visit. In this visit head of the institution is usually informed in advance. This is called a detailed visit and a committee is constituted. The committee members visit the school and examine the teachers as well as students attendance and performance, classroom activities, academic performance, cleanliness of the school, environment and availability of physical facilities, record of SME's and Ferogh-e-Taleem Funds.

ii) The school category of visit to school is surprise visit. The purpose of surprise visit is to check only teachers' absenteeism and students attendance. In NWFP monitoring parameters have been defined in the job descriptions of EDO (Education) simultaneously. The program officer of reform units has also developed proforma for school inspection. Similarly in Punjab province DMO and district management both have designed their own inspection proforma. In Balochistan supervision check list has been prepared (Annexures). Hence in Sindh province there are no criteria for surprise visit for monitoring the activities of the school. Whatever the supervisors considered to be checked.

iii) The third kind of visit to school is inquiry visit. In case of conflict or problem in the school, EDO (Education) has authority to appoint Inquiry Officer. Therefore officer who is appointed as Inquiry Officer. After visiting the school inquiry report is prepared and submitted to concerned Officer for necessary action.

iv) It was observed that all the management officers visit schools in their jurisdiction and submit their visits reports. In NWFP and Balochistan, EDO (Education) submit visits reports to Director (Schools) and provincial

Education Secretary. Whereas in Punjab and Sindh province EDO (Education) submit their reports to the provincial Education Secretary. Similarly, DEO submit visit report to the EDO (Education) and DDEO to DEO and AEO submit visit report to DDEO. As per official procedure all the visits reports are submitted to EDO (Education) for necessary action. EDO (Education) in all the districts is responsible either to take necessary action on the reports or get guidance from DCO and provincial Education Secretary.

5.1.9 Monthly Visit to Schools

District management officers are supposed to visit schools. It was found that EDOs and DDEOs (Male/Female) were able to visit 1 to 15 schools in a month. While DEOs were able to visit 1 to 10 schools monthly. Whereas, AEOs could also be able to visit 01 to 15 schools in a month. These actual visits are less than required visits. During field visits management officers were of the opinion that:

- EDOs being head of department can visit any school. He/she has to visit 12 days in a month.
- 15 days field work for DEOs and no limit for school visit.
- DDEOs are supposed to visit 25% schools located in the areas in a month.
- AEO is responsible to visit 100% school in the circle areas in a month.

5.1.10 Causes of Less Visit to Schools

There are many causes of not visiting to school as per official requirements. It was found that 90 % respondents had to attend frequent meetings in their offices. 89% respondents had not been able to visit required number of schools due to the non-availability of

transport. Whereas 62% respondents had to do a lot of

work in the office which was the main reason for not visiting the schools. 59% respondents could not visit to school due to lack of sufficient budget. 58% respondents had to provide information immediately to the higher officers that is why they could not visited the required number of schools.

5.1.11 Problems in Monitoring the Schools

The district management officers were facing the following problems in monitoring the schools.

- i. Lack of transport.
- ii. Overburden of official work in the office.
- iii. Information is asked again and again.
- iv. Irrelevant information is asked.
- v. Priorities are changed day to day that is why problems are created.
- vi. Scattered information and time is not given, therefore, accurate information is not given.
- vii. Communication problems.
- viii. Sufficient time is not given to provide information.
- ix. Proper planning for academic years is not made.
- x. Power of officers can not be exercised.
- xi. Political influence/interference in school matters.
- xii. Lack of District Management capacity to monitor the school.
- xiii. No sufficient budget for monitoring consequently TA/DA is not paid to AEOs for monitoring the schools.
- xiv. AEO do not have sub-ordinate staff and other facilities.
- xv. Official vehicle is not provided to DDEO and AEOs.

5.1.12 Impact of Monitor the School

Monitoring and evaluation has very positive impact on various aspects of schools. As data indicated that in view of 69% respondents teachers' absenteeism was controlled due to monitoring the schools. Whereas 68 % respondents considered that monitoring and evaluation improved academic performance of the students as well as of the teachers. 61% respondents informed that monitoring and evaluation motivated the school staff. 60% respondents were of the opinion that monitoring activated the staff. 59% respondents were of the view that monitoring and evaluation enhanced enrolment rate and also improved school environment. While 41% management officers respondent that monitoring and evaluation made teachers and students regular and punctual, which is a positive impact on the academic performance of the students and teachers.

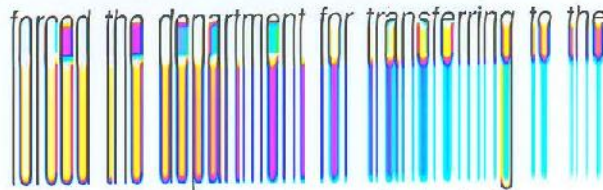
5.1.13 Major Causes of Non-Functional Schools Pakistan

The following are the major reasons of non-functional schools in Pakistan.

1. *Non-availability of Teachers*

It was found that non-availability of school teachers is due to following reasons.

- i) District Management was politically forced to transfer teachers according to their choice instead of needs of the department.
- ii) In Sindh province non-availability of sanction posts at school level also deteriorated this critical situation. Teachers are recruited at tehsil level instead of creating sanction post at school level. Therefore, after joining teaching profession, teachers politically



- nearest school according to their choice.
- iii) It was further found that teachers could not be appointed due to merit problem particularly female teachers in rural areas across the country. The residents of urban areas are appointed on political pressure. After joining the teaching profession they forced the management to transfer them at the station of their choice.
 - iv) School is opened on political pressure and Management is forced to provide teachers from available stock in the respective districts. In this way recruitment is not made at time of the establishment of school. Furthermore SNE is still needs to be approved and teacher is transferred from present stock. Therefore, when teacher is transferred from school to newly established school consequently shortage of teachers is created.
 - v) Teachers are retired, posted, left the department and in case of death new recruitment is not made. Resultantly, shortage of teachers is obvious therefore, schools become non-functional until new recruitment is made.
 - vi) Teachers' absenteeism is common in rural area. When single teacher did not come to school in a longer period, parents send their children to any other school.

2. ***Illegal Possession on Schools' Buildings***

It was found that local influential people have illegal possession of schools' buildings.

3. Security of Female Teachers

Majority of the non-functional schools were girls' which have become non-functional due to security of female teachers. They could not travel in remote and hard areas due to security problems.

4. In-appropriate posting of Female Teachers

Transfer and Posting of teachers are made due to political pressure instead of requirements. This in-appropriate posting is also one of the major causes of non-functional schools.

5. Migration of population/Housing Society

- i. Housing Societies were also one of the causes of non-functional schools because after the establishment of these societies either population is shifted in these societies or due to bridge/distance people are forced to send their children in the nearest schools. Consequently the schools become non-functional due to non-availability of students.
- ii. It was also found that population is migrated due to seasonal problem. Therefore, schools become non-functional for more than 3 to 4 months. During this period teachers are transferred on political pressure and again their posting in the concerned school could not be made. Similarly in AJK after earthquake population had been migrated from one village to another. Resultantly enrolment of the schools had been decreased and schools become non-functional.

6. *Non-availability of Transport*

Transport is not available early in the morning to the female teachers in the rural areas. Resultantly female teachers can not reach in the school on the time. Moreover, lack of monitoring of these schools is also one of the causes of non-functional.

7. *Tehsil-wise SNE*

The SNE is approved tehsil-wise therefore salary of the teacher is not paid school-wise. The management is forced to transfer the teachers on station of their choice instead of official requirements when teachers are transferred they can get salary from other schools. Therefore they get transfer at their choice station. Resultantly in remote areas schools become non-functional.

8. *Feasibility Study/School Mapping*

It was also found that feasibility study of the school is made on the basis of political pressure instead of school mapping. Resultantly schools are not established in appropriate places. Therefore, posting of teachers in these schools has become the problem for the Department. Teachers are posted for the time being, when the government of next political party comes into power teachers are posted to any other station. Naturally schools become non-functional.

9. *Difference in Monthly Salary*

In Sindh province salary is less in rural area as compared to urban area. Some allowances are less in

rural area. Therefore, teachers forced the District Management for their transfer from rural area to urban area. Consequently schools in rural areas become non-functional.

10. Law and Order Situation

In NWFP law and order situation has created problems for the Education Department. As school buildings have been occupied by paramilitary forces at the boundary area of the FATA. Resultantly schools become non-functional

11. Establishment of Private Schools

It was further found that in Muzaffargarh and Bagh private sector provided schools in the nearest of home with better physical facilities. Therefore, parents prefer to send their children to the nearest private schools instead of public schools. In this way due to non-availability of students, schools become non-functional.



Faint, illegible text located below the blue bars.

Faint, illegible text located in the middle section of the page.

Faint, illegible text located in the lower middle section of the page.

Faint, illegible text located in the bottom section of the page.

CONCLUSIONS

On the basis of findings the following conclusions were drawn.

1. It was concluded that Provincial Education Secretary is head of Education Department at Provincial Level. However, the management structure across provinces has some variations. The sanctioned posts have been created with different nomenclatures. It depends on the size of the Provincial Education Department. The bigger province has more sanctioned posts as compared to smaller province. Hence, the responsibilities of all the officers at provincial level are almost same.
2. It was also concluded that in NWFP and Balochistan Directorate of Schools are still functioning. In NWFP Director (Schools) has more power of monitoring and supervisions of the schools as compared to Director (Schools) Balochistan. In Balochistan the function of Director (Schools) is just as post office between Education Secretary and District Management.
3. Parallel monitoring system in the three provinces has been established through Education Sector Reforms. However, the most effective monitoring of school system is functioning in the Punjab Province under the supervision of District Monitoring Officer. Whereas, in Sindh Province Monitoring and Evaluation Officers have been appointed but they are supposed to work at provincial level. On the contrary in NWFP officers in reforms unit have authority to monitor schools. They also have developed monitoring parameters.

4. District Management Structure has also some

variations. However, the head of Education Department at district level is Executive District Officer (Education). He is assisted by District Education Officer. District Education Officer is assisted by Deputy District Education Officer and Assistant Education Officer is supposed to assist by Deputy District Education Officer. In fact Assistant Education Officer is a monitoring officer for elementary and primary schools.

5. Sufficient resources in term of human, physical and financial are not available at the provincial level as well as district level across the country. Budget is available but not according to the requirements of the provinces as well as District Management.

6. Official transport has been provided to the head of department i.e. Director (Schools) and Executive District Officer (Education). But these vehicles are very old and frequent repairing is required but budget is not available. Similarly other subordinates at district level are facing transportation problem in monitoring and supervision of schools. Moreover, in majority of the districts there is shortage of officers for monitoring of schools because Education Department is being expended day by day. Whereas sanctioned posts are not increased with harmony of expansion of Education System.

7. It was concluded that District Management Officers coordinate the activities in their respective district through different means i.e. personal mobiles, official telephone, correspondence (letters), monthly or weekly meetings through center head teachers and through head teachers of the schools functioning under their supervision.

8. It was also concluded that District Management Officers also used different communication channels such as personal mobile, official telephone, monthly meetings,

circulars, center head teachers and correspondence (letters).

9. There are various types of school visits such as:
- i) The first category of visit to school is plan visit. In this visit head of the institution is usually informed in advance. This is called a detailed visit
 - ii) The second category of visit to school is surprise visit. The purpose of surprise visit is to check only teachers' absenteeism and students attendance.
 - iii) The third kind of visit to school is inquiry visit. In case of conflict or problem in the school, EDO (Education) and DEO has authority to appoint Inquiry Officer. Therefore the officer who is appointed Inquiry Officer visits the concerned school and conduct inquiry. The inquiry report is prepared and submitted to concern Officer for necessary action.
 - iv) It was observed that all the management officers visit the schools in their jurisdiction and submit their visits reports. In NWFP and Balochistan, EDO (Education) submit visits reports to Director (Schools) and provincial Education Secretary. Whereas in Punjab and Sindh province EDO (Education) submit their reports to the provincial Education Secretary. Similarly, DEO submit visit report to the EDO (Education) and DDEO to DEO and AEO submit visit report to DDEO. As per official procedure all the visits reports are submitted to EDO (Education) for necessary action. EDO (Education) in all the districts is responsible either to take necessary action on the reports or get guidance from DCO and provincial Education Secretary.

v) It was found that all management officers could not be able to visit their required number of schools, such as EDOs and DDEOs (Male/Female) were able to visit 1 to 15 schools in a month. While DEOs were able to visit 1 to 10 schools monthly. Whereas, AEOs could also be able to visit 01 to 15 schools in a month. These actual visits are less than required visits to schools.

10. There are many causes of less number of visits to schools which include frequent meetings in offices, non-availability of transport, load of work in the offices, lack of sufficient budget and provision information to the higher officers.

11. It was also concluded that parameters for monitoring and evaluation the schools have been defined in NWFP, Punjab and Balochistan at various level. For example in Punjab Province DMO has developed a proforma for monitoring the schools. Similarly District Management Officers have also designed visit proforma. In NWFP Program Manager of ESR Program also designed a proforma for monitoring schools. In Balochistan Province school supervision checklist has been developed but monitoring of schools system is not effective due to the following monitoring problems:

- Lack of transport.
- Overburden of official work in the office.
- Information is asked again and again.
- Irrelevant information is asked.
- Priorities are changed day to day that is why problems are created.
- Scattered information and time is not given, therefore, accurate information is not given.
- Communication problems.

- Sufficient time is not given to provide information.
- Proper planning for academic years is not made.
- Power of officers can not be exercised.
- Political influence/interference in school matters.
- Lack of District Management capacity to monitor the school.
- No sufficient budget for monitoring consequently TA/DA is not paid to AEOs for monitoring the schools.
- AEO do not have sub-ordinate staff and other facilities.
- Official vehicle is not provided to DDEO and AEOs.

12. Monitoring and evaluation has very positive impact on various aspects of schools. Because through monitoring teachers' absenteeism was controlled. Moreover, monitoring and evaluation improved academic performance of the students as well as of the teachers. Furthermore monitoring and evaluation motivated and activated the school staff. In this way, the overall performance of school is improved. But presently, monitoring of school in almost all the districts is not effective. Consequently schools are non functional in the country. Similarly the performance of public schools is deteriorating day by day.

13. There are many causes of non-functional schools in Pakistan. Which includes:

- Non-availability of Teachers
- Illegal Possession on Schools' Buildings
- Security of Female Teachers
- In-appropriate posting of Female Teachers
- Migration of population due to Housing Societies

- Non-availability of Transport
- Tehsil-wise SNE
- Feasibility Study/School Mapping
- Difference in Monthly Salary
- Law and Order Situation
- Establishment of Private Schools

RECOMMENDATIONS

On the basis of conclusions of drawn from findings of the study the following recommendations are made.

1. It is recommended that sufficient resources in term of human, financial and physical may be provided at provincial as well as district levels. Furthermore, specific budget may be allocated for monitoring and evaluation of the performance of district management officers and schools. As far as availability of officers for monitoring the performance of schools is concerned sanctioned posts may be filled at appropriate time. It is further recommended that official transport facility may also be provided to all concerned officers.
2. It is also recommended that instead of establishing parallel monitoring systems through Education Sector Reforms, the district management officers may be given proper facilities for monitoring, supervision and evaluation of schools under their jurisdiction.
3. The district management officers may be provided facilities, such as official telephone/fax for coordinating the activities and budget may also be allocated in all the districts according to the requirements of these facilities.
4. It was found that majority of the officers could not be able to visit schools according to their official requirements due to other assignments in their offices. Therefore, it is, recommended that number of sanctioned posts either may be increased at district level to share work load or new posts of monitoring and evaluation officers may be created at district level.

THE HISTORY OF THE UNITED STATES

The history of the United States is a story of growth and expansion. From a small collection of colonies on the eastern coast, it grew into a vast nation that spanned the continent. The early years were marked by struggle and conflict, but the spirit of independence and self-determination prevailed.

The American Revolution was a turning point in the nation's history. It was a fight for freedom and self-governance that resulted in the birth of a new nation. The Constitution was drafted and signed, establishing a framework for the government that has endured to this day.

The 19th century was a period of rapid growth and change. The westward expansion of the frontier brought new challenges and opportunities. The Civil War was a defining moment in the nation's history, as it fought to preserve the Union and end slavery.

The 20th century has been a time of great progress and achievement. The United States has led the world in many areas, from science and technology to art and culture. It has also faced significant challenges, including the Great Depression and the Vietnam War.

The future of the United States is uncertain, but the values of freedom, democracy, and justice remain its guiding principles. As the nation continues to evolve, it must embrace change and work together to build a better future for all.

BIBLIOGRAPHY

- AIOU. (2004). *Population Education, course code: 584, units 1-8*. Islamabad: Allama Iqbal Open University Press.
- Government of the NWFP. (2003). *Job descriptions for officers of school & literacy department in the districts (Revised Edition)*. Department of Schools and Literacy, NWFP: Department for International Development, British Council.
- Government of Pakistan (2006). *Pakistan Education Statistic 2006-2007*, Academy of Educational Planning and Management, Islamabad.
- Shami, A. P. & Hussain, S. K. (2005). *Development of Education in Pakistan*. - Islamabad: Academy of Educational Planning and Management.
- Shami, A. P. & Hussain, S. K. (2006). *Development of Education in Pakistan*. - Islamabad: Academy of Educational Planning and Management.
- Hussain, K. S. (2009). *Need Assessment and Development of a Model for Managerial Training of Heads of Secondary Schools*. – Islamabad: Allama Iqbal Open University (*Unpublished Ph.D Thesis*).



The following information is provided for your reference. It is intended to be a general overview of the project and is not intended to be a detailed description of the work. The information is provided for your information and is not intended to be a detailed description of the work. The information is provided for your information and is not intended to be a detailed description of the work.

The project is a study of the effects of the proposed development on the surrounding environment. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act.

The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act.

The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act.

The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act. The study will be conducted in accordance with the requirements of the Environmental Impact Assessment Act.

5
0
0
0

INTERVIEW OF PROVINCIAL EDUCATION SECRETARY

Name

Qualification: Academic/Professional

Experience (in years)/Managerial experience as Provincial
Education Secretary

Administrative structure at Provincial level

- i. What are the main responsibilities of Provincial Education Secretary?
- ii. How many officers are working under your supervision?
- iii. Is organizational chart available? Is there a Monitoring and Evaluation Officer?

Management at provincial level

- i. What is mechanism of coordinating the activities among the officers?
- ii. What are the chains of communication?

Resources for Monitoring the Districts

- i. What is the mechanism of monitoring and evaluation in your province?
- ii. How many officers are deputed for monitoring and evaluation at district level?
- iii. Are vehicles are allocated for monitoring the performance by the district officers?
- iv. Do you have financial resources/budget for monitoring the performance of the districts?

District Monitoring Report

- i. Does EDO (Education) submit district monitoring and evaluation report in your office?
- ii. Have you defined Monitoring and Evaluation parameters for your school system?

8. What is the mechanism of monitoring and evaluation the performance of school?

9. How many officers do you have for monitoring the performance of school?

10. Are vehicles available for monitoring the performance of school?

11. Do you have specific budget for monitoring the performance of school?

12. Do subordinate officers submit monitoring and evaluation report of schools in your office?

13. How many schools you are required to be visited in a month?

14. How many schools you are able to visit in a month?

15. If you visit less number of schools than you are actually supposed to, what are the reasons?

16. Have you defined Monitoring and evaluation parameters for your school system?

17. If yes, please describe these parameters

18. What is the impact of monitoring and evaluation of school system?

19. Do you think there may be monitoring and evaluation officer for the controlling the district?

20. Do you have any non-functional school in your district?

1. Yes 2. No

21. If yes, how many? Total number of non-functional schools.

S. No	Level	No. of Schools
1	Primary	
2	Middle	
3	High	

22. Please indicate the exact meaning of "non-functional" in your district.

23. What are the reasons of non-functional schools in your district?

S. No	Statement	Yes	No
1	Non-availability of students		
2	Non-availability of teachers		
3	Transfer of single teacher		
4	Non-availability of Building		
5	Illegal possession of school building		

24. If there are other reasons not listed above, please note.

25. If 'Yes' what steps have taken to improve the working of non-functional schools?

27. Please give your suggestions that how Federal Government can assist the improved mechanism to functionalize these non-functional schools.

Thank you for cooperation

**REFORM UNIT NWFP
INSPECTION PROFORMA (SCHOOL)**

Name of School _____ Date & Time _____

Name of Head of School: _____

1. Staff attendance and vacant posts:

a. Teaching staff:

No. of Teachers (Sanctioned Posts)	Working	Present	Absent	On leave/duty	Vacant posts

Names & Designations
of absent teachers: _____

Detail of vacant posts: _____

b. Non-teaching staff

No. of Non-Teaching Staff (Sanctioned Posts)	Working	Present	Absent	On leave/duty	Vacant posts

Names & Designations
of absent teachers: _____

Detail of vacant posts: _____

2. No. of students: _____ 3. No. of Rooms: _____

4. Free textbooks: _____

5. Stipends: _____

6. Basic facilities:

a. Toilets b. Drinking Water c. Electricity

d. Playground e. B/Wall

7. Library: _____

8. Laboratory: _____

9. Computer Lab: _____

10. Cleanliness:

Parameter	Level of cleanliness		
	Poor	Average	Good
Students			
Building			
Lawns/Playgrounds			

11. SSC result 2007: No. of students appeared _____ Passed _____ %age _____

12. Academic Assessment: _____

13. Co-Curricular: _____

14. PTC: _____

15. Remarks: _____

Inspected by:

Name: _____

Designation: _____

Annex-IV

GOVERNMENT OF THE PUNJAB
Chief Minister's Monitoring Force
Education Department
Proforma for Schools Inspection
 (Only use blue ball pen to fill the form)

EMIS Code: _____ Name of School: _____
 District: _____ Tehsil: _____ Markaz _____ Level: _____ Gender: _____
 PP No. _____ NA No. _____ Mauza: _____ UC Name: _____ UC No. _____
 Name of AEO: _____ Contact No: _____ School Status: Open/Close
 Date of Inspection: _____ Ref No. _____ Form No: _____
 Time of Arrival at School: _____ am/pm
 Name of MEA: _____ Departure time from School: _____ am/pm
 Building under illegal occupation: Yes/No, if Yes, then Whole/Part Since Month
 (mm) _____ Year _____

Head of Institution/School

Name _____ Designation: _____ School Headmaster/Mistress Ph.No. _____

Illegal Fee/Funds

Detail	Kachi	1	2	3	4	5	6	7	8	9	10
Permissible amount to be received per student for FT Fund (in Rs.)											
Amount actually received (in Rs.)											
Reasons for excess charging (if any)											

Staff (Teaching)

Detail	October 2007		Present record		Physically present	On Sanc. Leave	On Official Duty	Un authorized absent	Late Comer
	Sanctioned posts	Filled posts	Sanctioned posts	Filled posts					
Regular									
Contract									

Details of Absent Teaching Staff

CNIC	Full Name	Des.	Regular/ Contract	Days of absence during last calendar month			Days of absence during last one year			Remarks for today (leave/duty/absent/late)
				Leave	Duty	Absent	Leave	Duty	Absent	

Staff (Non-Teaching)

Detail	October 2007		Present record		Physically present	On Sanc. Leave	On Official Duty	Un authorized absent	Late Comer
	Sanctioned posts	Filled posts	Sanctioned posts	Filled posts					
Regular									
Contract									

Details of Absent Non-Teaching Staff

NIC	Full Name	Des.	Regular Contract	Days of absence during last calendar month			Days of absence during last one year			Remarks today (leave/duty/absent/late)
				Leave	Duty	Absent	Leave	Duty	Absent	

Signature of Head of Institution

Initials of MEA

**Government of Balochistan
School Supervision Checklist**

Tehsil & Circle: _____ Name of Head Teacher: _____
 Name of School: _____ Total Students Enrolment
 _____ Girls _____ Boys
 Class-wise Attendance: 1a) ___/___, 1b) ___/___, 2) ___/___, 3) ___/___,
 4) ___/___, 5) ___/___
 Total Students Present: ___ Girls; ___ Boys Name of Teacher (if
 classroom is observed): _____
 Class: _____ Total No. of Students _____ No. of Students Present:
 _____ Girls _____ Boys
 Subject: _____; Topic: _____ Duration: _____
 Observer's Name/Designation: _____ Date of School/Classroom
 Observation: _____

**Rating Scale: Excels (E) Satisfactory (S) Unsatisfactory (U) No
Evidence (N)**

S#	Indicator/Activity	Rating Scale			
		E	S	U	N
1	School Physical Condition and Record				
	Land of school (stamped/donated/mutated/none)				
	No. of rooms for each class/level (seating capacity)				
	Seating arrangement for students, head teacher and staff				
	Lighting/electricity and ventilation in classrooms				
	Updated record of scholarship/rewards for best students and staff				
	Adequacy of school staff and student attendance record				
	Availability of updated school stock register, Log book, Free textbook Distribution				
	School leak p roof roof/tents				
	Accessibility to clean and hygienic drinking water for students and staff				
2	School Management Processes				
	Evidence of head teacher's teaching the classes				
	Evidence of head teachers observations of classroom teaching and feedback to teachers				
	Availability and use of low-cost, no-cost teaching-learning material, books				
	Consistent co-curricular activities/professional days (planning and implementation)				
	Evidence of scheduled school staff meeting(s) with minutes				

	Disaster management plan's availability and practice (quarterly/yearly basis)				
	Availability and division of school syllabus and timetable, and relevancy to the curriculum				
	Status of interpersonal relationship at school (staff, students and community)				
3	Teacher Performance				
	Teacher uses different teaching methods/strategies during the lesson				
	Uses teaching aids during the lesson (visibility, fair sharing, safety)				
	Uses the time allocated for the lesson in an effective manner (its not repetitive or rushed)				
	Involves all student sin classroom activities and encourages interaction among them				
	Uses behaviour management strategies as appropriate and necessary				
	Pays particular attention to the girls/children with special needs or marginalized students				
	Assesses students performance during and at the end of the lesson				
	Gives appropriate attention to students responses and stays focused to the lesson				
	Student's work, inspirational pictures and quotes are displayed				
	Presents content of the lesson in logical sequence				
	Demonstrates good command over the subject matter				
	Selects appropriate content to the topic and class level				
4	Community Mobilization and Participation				
	SMC/PTA or community members meet with teachers to discuss and resolve school management issues (teacher or student absenteeism)				
	Volunteer teacher/services from SMC/PTA or community are available to the school				
	Minutes of monthly meetings of SMC/PTA are written and available				
	Parents/community visit school and contribute for improving teaching-learning process				
5	Development work at school				
	Construction of building, ground, pipeline etc.				
	Progress of school improvement plan				
	Capacity building of school staff				

**DISTRICT GOVERNMENT
INSPECTION REPORT FORM (EDUCATION DEPARTMENT)**

Name of Institution _____
 EMIS Code _____ PP# _____ UC# _____ UC Name _____
 Name of Head of Institution _____ Contact # _____
 Date & Time of Inspection _____

ATTENDANCE OF STAFF

Arrival Time	Departure Time

Category	Sanctioned	Filled	Vacant	Present	Un-Authorized Absent	On Sanctioned Leave	On Official Duty
Teaching							
Non- Teaching							
Total							

**PARTICULARS OF ABSENT STAFF (Un-Authorized
Absence Only)**

Name along with Designation _____

ENROLMENT OF STUDENTS

Class	Kachi	1	2	3	4	5	6	7	8	9	10	11	12
As per enrolment register													
Actually present													
Attendance Gap													

DETAIL OF FREE TEXT BOOKS

Class	Kachi	1	2	3	4	5	6	7	8	9	10	11	12
Total Books Received													
Books Issued													
Balance	Shortage												
	Surplus												



Total Funds Received	Total Expenditure upto date of inspection	Balance available

FAROOGH-E-TALEEM FUND

Opening Balance as on 01.07.2006	Total Funds received during current year	Total Funds available	Expenditure upto date of inspection	Balance available
A	B	A+B=C	D	C-D=E

REMARKS BY INSPECTION OFFICER

- 1) Academic Calendar being followed or not _____
- 2) Discipline _____
- 3) Cleanliness _____
- 4) Condition of Building _____
- 5) Availability of Black Board _____
- 6) No. of observations made by MEA _____
- 7) No. of observations settled _____
- 8) Pendency with nature _____

(INSPECTING OFFICER)
**SIGNATURE OF INSPECTING OFFICER
 ALONG WITH NAME & DESIGNATION**

SIGNATURE OF HEAD OF INSTITUTION