Centre for Peace and Development Initiatives (CPDI) would welcome reproduction and dissemination of the contents of the report with due acknowledgments.

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Following the School Paisa!

Report III – District Jhang
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# Acronyms

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<th>Full Form</th>
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<tr>
<td>AEO</td>
<td>Assistant Education Officer</td>
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<tr>
<td>BAS</td>
<td>Beneficiaries Assessment Survey</td>
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<tr>
<td>BE</td>
<td>Budget Estimate</td>
</tr>
<tr>
<td>CBO</td>
<td>Community Based Organization</td>
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<tr>
<td>CPDI</td>
<td>Centre for Peace and Development Initiative</td>
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<tr>
<td>DEO</td>
<td>District Education Officer</td>
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<tr>
<td>DMO</td>
<td>District Monitoring Officer</td>
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<tr>
<td>EDO</td>
<td>Executive District Officer</td>
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<td>EPF</td>
<td>Education Promotion Fund</td>
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<tr>
<td>FGD</td>
<td>Focus Group Discussion</td>
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<tr>
<td>FTF</td>
<td>Farogh-e-Taleem Fund</td>
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<td>FY</td>
<td>Fiscal Year</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>HHHs</td>
<td>Household Heads</td>
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<tr>
<td>HT</td>
<td>Head Teacher</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<tr>
<td>IT</td>
<td>Information Technology</td>
</tr>
<tr>
<td>Kms</td>
<td>Kilometers</td>
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<tr>
<td>KII</td>
<td>Key Informant Interview</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MEO</td>
<td>Monitoring and Evaluation Officer</td>
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<tr>
<td>MTDF</td>
<td>Medium Term Development Framework</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Government Organization</td>
</tr>
<tr>
<td>PESRP</td>
<td>Punjab Education Sector Reforms Programme</td>
</tr>
<tr>
<td>PETS</td>
<td>Public Expenditure Tracking Survey</td>
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<tr>
<td>PILDAT</td>
<td>Pakistan Institute of Legislative Development and Transparency</td>
</tr>
<tr>
<td>RE</td>
<td>Revised Estimate</td>
</tr>
<tr>
<td>Rs</td>
<td>Rupees</td>
</tr>
<tr>
<td>RTE</td>
<td>Right to Education</td>
</tr>
<tr>
<td>SC</td>
<td>School Council</td>
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<tr>
<td>UC</td>
<td>Union Council</td>
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<tr>
<td>UPE</td>
<td>Universal Primary Education</td>
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The third survey report ‘Following the School Paisa’ is result of the efforts of the entire team. Field enumerators led by the Senior District Coordinator Faisal Manzoor carried out Public Expenditure Tracking Survey, collected data from schools, conducted interviews and acquired copies of the relevant records. Data Consultant Khan Bahadur Sultan compiled the data and generated the analysis. Research Assistant Faiza Kanwal provided valuable support to the Program Manager Raja Shoaib Akbar in compiling the report. Graphic Designer Naveed Ashraf designed the cover page. Executive Director Amer Ejaz provided guidance and support at every step.
Centre for Peace and Development Initiatives

CPDI has worked over the years on issues related to budget. A number of research reports and advocacy initiatives have been launched to make sure that budgets are participatory, need based and also that the budget processes are followed. CPDI has been successfully implementing its transparency and accountability interventions in the selected districts while maintaining amicable relations with the district governments and civil society groups. CPDI believes in accountability, transparency and responsible Governance for upholding the constitutional rights of Citizens of Pakistan. In this regard CPDI is working extensively in Education Sector to ensure Citizens’ Right to Education. As part of this ongoing intervention, CPDI has conducted Public Expenditure Tracking Survey (PETS) after its successful implementation in various countries including India where it was highly successful.
Executive Summary

“Following the School Paisa” is a research study initiated by CPDI under its project “Our Money Our Responsibility” for two districts of Punjab: Jhang and Toba Tek Singh. The purpose of this study is to analyze: budgetary allocations in district Jhang; school condition; satisfaction of beneficiaries with respect to service delivery; track the financial resources received and expended by schools under different heads; identify leakages; determine the implementation status of Article 25-A; and propose set of recommendations accordingly. CPDI intends to create awareness among the society and promote the culture of transparency and accountability in Education sector through this study. This report presents the findings and a set of recommendations, covering the above mentioned aspects, for District Jhang.

When analyzing with respect to School education, District Jhang appears as one of the low performing districts of Punjab. Of the several other reasons, one possible reason could be the low budgetary allocation for school education. Although the current budget for education shows an upward surge over the years, yet the share of non-salary budget allocation has remained well below 3% in every year. The revised non-salary budget in the FY 2011-12 and 2012-13 shows an increase of 87% and 21% respectively. This implies two things: firstly the past trend of leakage in non-salary budget has been improved as the data for recent years shows an over spending against under spending and secondly the rise in revised non-salary budget proves that the government has incurred excess expenditures in education, which could not have been possible with the initial allocated budget indicating a weakness at budget making stage. The government has spent Rs.11970 on each child enrolled in public school and Rs.1902671 on each public school in the FY 2012-13.

PETS conducted in 88 schools including Primary, Middle¹ and Secondary provided valuable data for the successful completion of this report. The overall enrollment has increased by 3.2% in FY 2013-14: where overall enrolment of girls is less than enrolment of the boys, thus indicating gender disparity in the district. The enrolment of girls is highest in Primary schools against that of boys in Secondary schools. The analysis of student’s performance in exams showed that around 37% of the students passed out Grade IX and 76.7% passed out Grade X in FY 2012-13. The performance was much better in Grade V and VIII.

Data relevant to the head teachers (HTs) and teachers informed that about 90% of the HTs and 84% of the teachers held masters degree and the former held experience of 10 years and more. The number of highly qualified male staff members was more than the female staff members. Generally fewer females are highly qualified in the District due to which there occurs a need to appoint teachers from different UCs where qualified teachers are available. PETS supports this fact as the data showed that only 32.4% of the teachers in girls Primary schools were resident of the UC.

An examination of the infrastructure of schools brought light to the fact that classrooms in some sampled schools were in need of some kind of minor or major repair. A number of sampled Primary schools were found deprived of most of the facilities including libraries, science lab, separate toilet for girls, play area, staff rooms, electricity etc. Some Middle schools lacked staff rooms, separate toilets, library and computer labs. However, more than 50% of the sampled Secondary schools had almost all the facilities. Gas was reported as the rarest facility in all sampled schools during PETS. As for the drinking water facility, about 99% of the schools used well or bore holes for the purpose. Moreover, when asked about the provision of text books, 83% of the HTs informed that the text books were received and distributed to the students after May 30 in the education year 2013-14.

The questions about the school councils (SCs) provided interesting results. The HTs informed that SCs existed in all sampled schools and 90% informed that SC meeting were held on monthly basis. Nevertheless, the performance of SCs was not very satisfactory according to the HTs. The SCs did not perform some important functions as regularly as required which included increasing admissions, working for physical improvement, employing teachers on temporary basis or arranging for co-

---

¹ The term Middle Schools and Elementary Schools have been used interchangeably throughout the report. Middle comprises of classes from Grade VI to Grade VIII.
curricular activities. On the whole, SCs of Primary schools were found to be least functional as compared to SCs of Middle and Secondary schools.

While capturing the demand side, PETS revealed that the parents were not very well educated in the district and so were involved in occupations including casual laborer, farming and self owned businesses. The parents very not fully satisfied with the basic and education facilities provided by the schools but around 90-94% expressed contentment with the teacher’s responses towards child’s queries and with the pedagogical methods. About 98% also affirmed that schools provided books to the children. When asked about the existence of SCs, despite the fact that SCs constituted majorly of parents, only 28% respondents knew about existence of SCs in schools where their children went for education. This indicates that the school councils are not functioning properly and have no connection with the community.

To find about the level of compliance with Right to Education (RTE), the data gathered through PETS elucidated that a leakage of 6% was observed in the SC fund transferred to Primary schools. Even the SC fund was mostly received till 3rd quarter of the FY 2013-14. The insufficiency of the budgetary allocations and the SC fund, and the delay in the disbursement of the fund makes the schools generate income from other informal means. The schools generate about 59% of the monetary resources on their own. Approximately 97.7% of the sampled schools collect FTF, constituting about 50.5% of the total income of schools. Even the parents admitted paying Rs. 20 as FTF every month. Hence, the data confirms violation of RTE in District Jhang.

The study concludes with few policy recommendations given after the analysis of the entire dataset. The government should take the matters relevant to the insufficient allocation of and leakages in budget on priority basis. Such policies should be designed that focus on the increased share of education in overall budget, ultimately overcoming the need of raising funds from informal means such as FTF, student fund, admission fee, examination fee etc. the study suggests to build the capacity of the School Councils, improve the infrastructure and to fill the vacant positions of teaching staff in order to improve performance of schools. The study also recommends measures to improve the enrolment of girls. The government should take all necessary measures to implement article 25-A of the constitution.
Introduction and Background

Pakistan being a developing country has to cope with a number of socio-economic issues. For the government to prioritize any one sector out of the various sectors such as energy, health, law and order or education along with others, is not as simple a task as one might think. While looking at the state of affairs, level of growth and development of the advanced economies of the world, one gets an inspiration to follow them on similar patterns of growth, but in consideration of the hard core realities and available scarce resources of one’s own country. The on-going demographic transition, globalization and education revolution has necessitated the formation of an educational system which brings out worthy human asset which is creative, avid and possesses high spirits of economic wellbeing at the same time. Therefore, education should be listed as the foremost priority of the government.

Most of the countries have flourished through investing in education for their population, thus resulting in massive human capital for the country. Pakistan also intends to equip its masses with human capital to drive the economy on the path of development. For the very purpose, the government introduced Right to Education under Article 25-A of the constitution of Pakistan to ensure that every citizen, between 5 to 16 years of age, has access to free and compulsory education. This is a substantial step taken by the government which not only lessens the financial burden on parents and guardians of the school going children, belonging to any class and sect, but also ensures that the children attain quality education at the schools. Not only this, but the government has also announced to abolish the informal fee termed as the Faroogh e Taleem Fund, to remove every possible hindrance in the way of education.

The Millennium development goals (MDGs) 2015, the Pakistan vision 2025 and the 11th five year plan 2013-18, among other similar plans of the government, exhibit that the education sector is now being given due attention along with the other social agendas. The current ruling party in Punjab had declared in its manifesto that it would increase total education budget to 4% in 2018 from a meager 2% of GDP allocated over the last few fiscal years. This is not as sufficiently high an investment as required, as in the past, the National Education Policy (2009) committed to increase education budget 7% as a percentage of GDP (PILDAT 2011). Nevertheless, it can be considered as a first step towards bright future along with the other intended improvements in the education sector such as, achieving 80% universal literacy, 100% enrollment up to Elementary schools, provision of missing facilities, timely provision of free text books, designing of uniform curriculum for all provinces and establishment of computer labs in public high schools etc.

Punjab is the biggest province of Pakistan having a population of approximately 72.5 million, covering an area of 2,05,344 sq. km. It is a hub of various economic, social and political activities thus, very important unit of the federation. It has 36 districts out of which District Jhang and Toba Tek Singh are the focus of our study. In FY 2011-12, Punjab achieved the literacy rate of 60% where, males were 70% literate as compared to 51% of the females. The current literacy rate (population aged 10 years and above) in Punjab, as estimated by PSLM survey 2012-13, is estimated to be 62% which is 2% higher than the literacy rate reported in 2011-12.

While considering particularly the educational aspect of the province, the education budget constitutes only about 6% of the total budget of the Punjab. The remaining budget is divided in other sectors of the province. The education sector budget allocated for the FY 2012-13 was Rs. 67,276 million whereas that allocated for FY 2013-14 is Rs. 74,625 million. The education budget allocation for the current year has exceeded the last year by about 11%. While looking at the actual spending in 2012-13, the budget has been revised by a 27% decline from the actual allocated amount. On one hand the government intends to spend more on the education sector whereas on the other hand, the money intended to be spent on education in the previous year has been diverted to any other sector, leaving
many unresolved problems in education. Though it is necessary to increase the allocation in any sector but this alone is not a sufficient condition that can guarantee its development, until the entire allocated amount is utilized under the intended heads.

The objective of our study is to analyze the conditions at public schools (in concerned districts), the budget allocated at school level and the discrepancies present, if any. The overall budget allocated for school education is Rs. 41,584 million which is 56%, constituting about half of the total education budget of Punjab. The remaining amount is streamed to higher education, special education and other education related expenses. This total sum comprises of Rs. 26,000 million development budget and Rs. 15,584 million current budget. A major part of the budget, around 63%, is given away for the development purposes and a small proportion of 37% is given away to deal with the current expenditures of the school education. The question arises here is that, whether the budget is actually spent the way it was assigned? During the last FY 2012-13, the total revised budget observed a downfall of about 40%, where the development budget was under-utilized by a massive 93% and the current budget was over-utilized by 62%. This again reveals that the budget is not utilized the way it should be, leaving many development purposes unsated.

Centre for Peace and Development Initiatives (CPDI) under its project “Our Money Our Responsibility” is undertaking an admirable effort regarding the “Right to Education Law” in two districts of Punjab: Jhang and Toba Tek Singh. It not only performs the analysis of the budgetary allocation in education sector but, also digs down the supply and demand side information at the grass root level through the Public Expenditure Tracking Survey (PETS) from both; the schools and the households of school going children. This project covers 310 sampled schools in total from both the districts which constitutes about 10% of the entire population (total no. of schools).

This is the second year of the project, which is the replication of the activities performed in the first year. Same schools (310) divided in two phases would be surveyed again this year with relevant households, using the same questionnaire, but through the incorporation of latest Information Technology (IT) tool named as “Smart Phones Based Survey For Data Collection And Activity Monitoring”. This tool is known to be very effective in conducting survey in terms of reduced chances of error and improved efficacy. It serves both the purposes of monitoring field activities along with the creation of direct data base on the server.

The report presents interesting facts and figures through the analysis of Primary and Secondary education specific data and information.
Chapter 1: Research Methodology

This study has been undertaken in two districts: Jhang and Toba Tek Singh, with the purpose of analyzing the status of education sector in terms of budgetary allocations, expenditures incurred, diversion of funds, provision of facilities at school, level of satisfaction of the parents of school going children, and the role played by the School Councils in this regard. The study through generating a meaningful analysis of the demand as well as supply side, by using both the Primary and Secondary sources of data, intends to narrow down the gap between the two sides. This chapter discusses the research objectives, data sample, research analysis framework, data sources and data collection techniques.

1.1 Research Objectives

1. To examine budgetary/financial allocation and its disbursement in the education sector at the level of districts and to identify leakage of allocated funds.
2. To investigate on ground realities and the situation at school level, hence to find answers to the questions given below:
   i. Do schools obtain their funds?
   ii. Do funds reach in time?
   iii. Do schools receive all the allocated funds?
   iv. Do schools spend all funds in full? If yes, then on what?
   v. Do schools generate their own resources?
   vi. Do schools comply with Right to Education?
   vii. Are schools apolitical?
3. To collect information on access to education, quality of education and the level of satisfaction of beneficiaries of education services.
4. To propose an array of recommendations to aid policy makers to sort out problems highlighted in the study.

1.2 Research Sampling

This sample covers about 10% of the entire population i.e. total number of schools in both the districts. About 156 schools in both districts were surveyed in the first phase of year 1 and 154 schools in the second phase of the same year. This is the second year of project, and the entire exercise of the first year would be replicated this year.

We are in the third phase of the project, which includes survey of 67 schools in District Toba Tek Singh and 88 schools in District Jhang. The sample schools were selected by using a two stage stratified random sampling technique, in consideration with the level and type of school. To assess the satisfaction of beneficiaries about service delivery, facilities and performance of the SC, parents of 4 children from each sampled school were interviewed. Given below (Table 1.1) is the sampling of schools in District Toba Tek Singh for the second year survey.

Table 1.1: Sampling of District Jhang- Phase III

<table>
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<tr>
<th>School Level-wise</th>
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<tr>
<td><strong>Level</strong></td>
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<tr>
<td><strong>Total Schools</strong></td>
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5 Respondents for beneficiary assessment survey (BAS) were identified through convenient sampling.
1.3 Research Analysis Framework

A framework was designed to discuss every possible dimension of interest from this survey. The analysis framework is designed for both the Primary and Secondary data. As for the Secondary data, the district budget books were used to extract the education sector budgetary data: both the allocated budget as well as the revised budget. The report analyzes only the non-development data, with its classification into salary and non-salary budget. Other relevant Secondary data was also obtained from various accessible online sources. The framework determined the dimensions of analyzing the budget trends; identify leakages as well as to calculate per unit cost in terms of schools and students. The formula used to identify leakages is given below:

\[
\text{Leakage} = \frac{\text{Capitations Grant Received (RE)} - \text{Intended Capitation grants (BE)}}{\text{Intended Capitation grants (BE)}}
\]

The report further extends to discuss the minute details of the education sector from the information gathered through pre designed survey forms, from both the teachers and the parents. The analysis looks down into the enrollments and pass outs, teacher’s position, availability of various facilities, level of satisfaction, awareness of parents about various child related matters, efficient working of School Councils, average expenditure on a child, source of income of schools, informal fee if any among other dimensions.

The research analysis framework has been further designed to inquire about seven key questions which are related to funds, their timely delivery and usage, generation of funds through other sources, political influence on schools and the compliance with Right to Education (RTE). These questions cover a broader area of analysis and provide interesting information not only through the PETS, but also through Focus group Discussions (FGDs).

1.4 Data Sources

The Primary data has been collected through PETS questionnaires designed for household heads and service providers i.e. the head teachers or senior teachers in absence of head teachers. Key Informant interviews (KII)s for education managers such as the EDOs and DEOs were also designed to gather relevant data from them. FGDs were conducted to reach the ground realities of the education system through discussions with parents, teachers and School Council members. The field team also gathered copies of the records from the schools and offices wherever required.

As for the Secondary data, Punjab budget books and district budget books were used for the analysis of education budgetary data. Other online sources such as the Punjab Millennium development report, School improvement plans, Alif Ailan Pakistan district education rankings etc. were reviewed for additional information.

1.5 Primary Data Collection Technique

The third phase PETS is an improved version of the previous surveys as it uses an advanced Information and Communication Technology (ICT) tool for the collection of Primary data. CPDI for the first time has introduced Smart Phones Based Survey for Data Collection and Activity Monitoring tool, which is an android based application. It is an efficient and effective mode of collecting data from the field, as it not only saves the time and energy of the enumerators but also monitors the field activities effectively. The automatically generated data base keeps a track of the activities and can help to identify missing data if any, through reports that are generated regularly. Hence this ultimately reduces the chances of error and the problem of missing data.
Chapter 2: District Budgetary Analysis

District Jhang is one of the low performing districts of Punjab with respect to the Education, especially School education. Where on one hand Province Punjab has an overall Education score of 79, on the other hand district Jhang has the Education score of 68 which has a lot of room for improvement. The enrolment is relatively high but unfortunately the attainment score is only 50.9 according to the recently published Alif Ailaan Pakistan Education District rankings 2014. As far as the school infrastructure and the other basic school facilities are concerned, the score is much better but still these facilities are not available to all the schools. The Education sector needs financial assistance in the form of budgetary allocations to improve the infrastructure and quality of education in district Jhang.

This chapter discusses the budgetary allocations for education sector in district Jhang. The current budget and its division into salary and non-salary budget have also been analyzed. The chapter ends with the calculation of unit cost per student and unit cost per school, in the district.

2.1 Total Current Budget for Education

The current budget for Education has been shown in the figure 2.1 below which clearly depicts an upward trend in the Budgeted allocation for education since FY 2009-10: where the budget allocated for every fiscal year has been more than the previous year. The revised budget has also shown an upward trend, however there has been an under spending of 6.1% in the FY 2010-11. The data also illustrates the fact that the budget allocated for the FY 2013-14 is only 5.5% higher than that allocated for the previous consecutive year. This increment is lowest as compared to other FYs. The highest increment of about 50% has been observed in the BE of the FY 2010-11.

Figure 2.1: Total Current Budget for Education in District Jhang (Rs. Million)

![Figure 2.1: Total Current Budget for Education in District Jhang (Rs. Million)](image)

2.2 Current Budget: Salary and Non-Salary

Figure 2.2 below shows the distribution of current budget into salary and non-salary budget. Less than 3% of the budget has been allocated for non-salary purposes whereas the remaining of about 98% goes under the salary head. This trend has been followed for years where the non-salary
allocations seem almost nonexistent in the current budget. The highest non-salary budget allocation was made in the FY 2010-11 which amounted to Rs.71.5 million.

On one hand, there has been a leakage of 11.8% and 3.5% in the FY 2009-10 and 2010-11 respectively whereas on the other hand the insufficient non-salary budget has caused an over spending of about 87% and 21% in the FY 2011-12 and 2012-13 respectively. Yet the non-salary budget for the FY 2013-14 has not been sufficiently increased. Alternatively, despite the high allocation of salary budget every year, there has been an overspending in all the years except in the FY 2010-11. This raises a big question mark on the design, allocation and spending of budget, particularly relating to the Education sector.

Figure 2.2: Salary and Non-salary Education Budget for District Jhang (Rs. Million)

<table>
<thead>
<tr>
<th>Year</th>
<th>Salary</th>
<th>Non Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009-10</td>
<td>2113.61</td>
<td>2128.86</td>
</tr>
<tr>
<td>2010-11</td>
<td>3158.00</td>
<td>2963.76</td>
</tr>
<tr>
<td>2011-12</td>
<td>3713.15</td>
<td>3768.03</td>
</tr>
<tr>
<td>2012-13</td>
<td>4416.77</td>
<td>4475.80</td>
</tr>
<tr>
<td>2013-14</td>
<td>50.93</td>
<td>61.56</td>
</tr>
</tbody>
</table>

2.3 Total Current Budget for Primary Education

About 70% of the current budget for Education is allocated for Primary education in district Jhang. This implies that the major chunk is apportioned for the Primary level of education to improve the education quality and get more number of students enrolled at schools. The budget allocated for primary education shows an increasing trend over the years. There has been an under utilization of the primary education budget in the FY 2009-10 and 2010-11, whereas the budget has been over spent in years ahead of FY 2010-11. It can be inferred from the data that although the allocation made for primary education is largest, yet they are deficient according to the requirements. (Table 2.1)

While looking at the salary, non-salary classification, the data is evident of the fact that less than 1% has been allocated for the non-salary expenses of Primary education. This inequitable distribution causes an over utilization of the non-salary budget by huge amount, implying the need of increased non-salary allocations. The salary budget on the other hand also shows over utilization in all years except in the FY 2010-11. The non-salary budget has observed inconsistency over the years where the budget estimate has dropped down by approx 96% in the FY 2011-12 as compared to the preceding year but has increased by about 85% in the FY 2013-14 as compared to the FY 2012-13.
Table 2.1: Current Budget for Primary Education in District Jhang (Rs. Million)

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Salary</td>
<td>1545.08</td>
<td>1545.08</td>
<td>2328.82</td>
<td>2191.48</td>
<td>2737.58</td>
<td>2767.48</td>
<td>3265.56</td>
<td>3306.57</td>
<td>3342.94</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>0.94</td>
<td>0.49</td>
<td>14.12</td>
<td>18.50</td>
<td>0.56</td>
<td>15.45</td>
<td>11.84</td>
<td>15.42</td>
<td>21.88</td>
</tr>
<tr>
<td>total</td>
<td>1546.02</td>
<td>1545.57</td>
<td>2342.94</td>
<td>2209.98</td>
<td>2738.13</td>
<td>2782.93</td>
<td>3277.40</td>
<td>3321.99</td>
<td>3364.82</td>
</tr>
</tbody>
</table>

2.4 Total Current Budget for Secondary and Elementary\(^6\) Education

About 23% of the total current budget is allocated for the Secondary Education which is further segregated into 96%-98% of salary budget and the remaining percentage to non-salary budget. The total secondary education budget shows a rising pattern, but the non-salary part of the budget shows ups and down, falling by about 62% in the FY 2011-12. Nevertheless the salary budget has increased with every passing year. (Table 2.2)

The salary budget has been underutilized by about 4.4% in the FY 2010-11 whereas the non-salary budget has been under utilized by 10.8% in the same year. Overall the budget for secondary education has been over utilized in almost every year.

Table 2.2: Current Budget for Secondary Education in District Jhang (Rs. Million)

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Salary</td>
<td>BE</td>
<td>RE</td>
<td>BE</td>
<td>RE</td>
<td>BE</td>
<td>RE</td>
<td>BE</td>
<td>RE</td>
<td>BE</td>
</tr>
<tr>
<td>473.10</td>
<td>475.50</td>
<td>688.04</td>
<td>657.22</td>
<td>821.40</td>
<td>842.69</td>
<td>956.96</td>
<td>974.62</td>
<td>1078.44</td>
<td></td>
</tr>
<tr>
<td>total</td>
<td>492.46</td>
<td>494.87</td>
<td>714.51</td>
<td>680.83</td>
<td>831.44</td>
<td>855.99</td>
<td>971.31</td>
<td>991.26</td>
<td>1096.42</td>
</tr>
</tbody>
</table>

Figure 2.3 below displays the budget allocated for primary and secondary education out of the total current budget for education in various FYs of concern.

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\(^6\) We have considered the elementary schools attached with the secondary schools for the purpose of budgetary analysis undertaken in this section.
2.5 Unit Cost

The table 2.3 below shows the unit cost incurred per school and per student\(^7\). The unit cost has been calculated for primary public schools and for students enrolled in primary public schools as well as for the sum of three levels of schools and students accordingly. The current budget for primary education and total current budget was used for the purpose.

Overall, Rs 11970 has been spent on each enrolled child’s education in district Jhang in FY 2012-13 whereas Rs 1902670.9 has been spent on each public school of the district. The table also shows the salary, non-salary division of the total sum.

<table>
<thead>
<tr>
<th>2012-13 (RE)</th>
<th>Unit cost per Student (Rs)</th>
<th>Unit cost per School (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary</td>
<td>Overall</td>
</tr>
<tr>
<td>Salary</td>
<td>11716.58</td>
<td>11829.13</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>65.41</td>
<td>141.03</td>
</tr>
<tr>
<td>Total</td>
<td>11781.99</td>
<td>11970.17</td>
</tr>
</tbody>
</table>

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\(^7\) The number of students and number of schools have been extracted from the data obtained from the EDO Education of district Jhang, through KII.
Chapter 3: Service Delivery Assessment

The survey was conducted in 88 schools of District Jhang. The Head teachers of the schools were interviewed regarding the various service related matters at school level. However, the senior teacher was interviewed in absence of the head teacher. This part of the exercise has been very imperative in capturing the supply side of the Education sector. The questionnaire covered various dimensions including enrollment, passed out, availability of teachers, basic facilities, information about the school councils, monitoring and evaluation, as well as the political influence in education sector if any, among others. This chapter presents the results obtained from the PETS conducted at sampled schools.

3.1 Sampled Schools

The sample consisted of 88 schools; school level-wise segregation shows that 59 schools were primary, 19 elementary and 10 secondary. Moreover, care was taken to include all three types of schools namely Boys, Girls and Mixed schools. As shown in the figure 3.1 above, the sample included 27 boys’ schools, 24 girls schools and 37 mixed schools.

3.2 Enrolment and Pass out

The enrolment of boys and girls has shown upward trend in 2013-14 as compared to 2012-13 with almost equal percentage increase for boys and girls enrolment i.e. 3.2%. The overall increase in enrolment also remained 3.2% in the district. (Figure 3.2) While digging deep in the School level and gender parameters; the data reveals that although the enrolment of girls has increased in all grades, but it is less than that of boy’s. Whereas the boys’ enrolment in Elementary classes i.e. grades 6 to 8 has registered a slight decline of 1.2%. (Figure 3.3)
Specifically focusing on enrolment in primary grades we find out that the boys enrolment increased by 4% whereas the increase in girls’ enrolment remained 2.6%. This situation needs immediate attention because the overall number of enrolled girls is already lower than that of boys.

The data shows a decline in pass out percentage (Figures 3.4 & 3.5). In 2012-13 the sampled schools had pass out percentage of 99.5% in grade V and 99% in grade VIII for 2012-13 that declined to 92% in both types of schools in the next year: 2013-14. This decline is significant in girls’ result that went down from 99% to 90% in grade V and from 97% to 81% in grade VIII*. Boys’ result in grade V for the year 2012-13 was 99.75% that remained 94.5% in 2013-14 whereas in grade VIII it showed a slight change from 100% in 2012-13 to 99% in 2013-14.

Overall result in year 2012-13 remained 82%: with boys at 76% and girls at 94% (Figure 3.4). Grade V had 99% results whereas grade VIII recorded 100% for boys and 97% for girls. Girls took lead in grade IX and X with 80% and 82% result respectively as compared to 26% and 78% pass out for boys in the same grades.

*Results of grade IX and X for year 2013-14 were still awaited when the survey was conducted.
The data analysis reveals that despite improvement in enrolment of students in 2013-14 (Figure 3.3) the number of students appearing in examination in the sampled schools has declined in year 2013-14 as compared to year 2012-13. The number of girls appearing in examination has shown a negligible improvement but that of boys has shown a steep downwards trend.

### 3.3 Information about Head teachers

#### 3.3.1 Gender and Residential Status of HTs

Data analysis reveals that there are about 58% female HTs in sampled schools against 42% of male HTs. While looking into the different levels of schools, PETS reveals that there is majority of female HTs in Primary schools as opposed to Middle schools where the male HTs exceed female HTs overall. However, the proportion of male and female HTs is almost 50% in Secondary schools (Figure 3.6).

The distance of the head teacher from their school is also important. The head teachers were asked whether they were residents of the same union council where their school was situated. Majority of the primary school head teachers 59% were residents whereas this percentage dropped to 26% and 22% respectively in case of Elementary and Secondary schools. (Figure 3.7)
3.3.2 Qualification of the Head Teachers
Data shows a mix situation in schools in terms of the qualification of the head teachers overall. But when it is looked upon from the angle of school level the picture becomes clear. Primary schools are the only schools that have 41% of the head teachers with a below bachelor degree contrary to this 71% Elementary and 90% Secondary Schools have head teachers who possess degrees of masters or above (Figure 3.8)

3.3.3 Work Experience of Head Teachers
When asked about the work experience of Primary and Elementary school head teachers, 95% of elementary and 85% of primary head teachers had teaching experience of more than 10 years, 58% of elementary and 44% primary head teachers had been heading educational institutions for more than ten years whereas a significant number of 32% and 27% had experience of less than three years in elementary and primary schools respectively. Interestingly 26% of the head teachers of elementary schools and 41% of primary schools were heading the same institution for more than 10 years. (Figure 3.9 & Figure 3.10)
Same questions when asked from the secondary school head teachers, more than 80% had more than 10 year teaching experience. 50% of them have been at this position for ten years or more. Similarly when asked for how long were they heading the present school, around 70% replied that they were in the current school for less than three years, whereas 20% were heading the same school for more than ten years. (Figure 3.11)

3.4 Information about Teachers

3.4.1 Residential Status of School Teachers

When the research team asked about the residential status of the teachers appointed in the sampled schools the head teachers’ response showed that 65% of the teachers were non-residents of the union council (UC) where school was situated. This number increases to 73% when same question is asked about the girls’ school teachers. Mixed schools where predominantly female teachers teach and majority of students are girls have 35% UC-resident teachers. (Figure 3.12)

Digging deep in data the research team explored that 55% of the primary class teachers in boys schools were resident of the UC, this number dropped to 49% in mixed schools and further to 32% in girls’ schools. Percentage of resident teachers for elementary grades remained from 24% to 29% for all types of schools. 32% of the grade IX-X teachers in boys’ schools are resident whereas this percentage drops drastically to only 7% for girls schools. Overall 37% teachers in boys’ schools, 27% in girls’ schools and 43% in mixed schools are resident of the union council of the school. (Figure 3.13)

3.4.2 Teachers’ Position

The study reveals that the number of allocated as well as filled in position has increased in FY 2013-14 as compared to that in FY 2012-13 in all types of schools and at all grades except in mixed schools. (Figure: 3.14, 3.15)
Comparison of figure 3.14 and 3.15 shows that the allocated positions in boys schools for grade one to five increased by 9% while increase in filled primary posts was mere 2.6%, hence leaving 18% primary posts vacant as compared to 12% in last year. Similarly girls’ schools had 4% increase of allocated positions for primary classes whereas filled posts showed only 3% increase in FY 2013-14, implying that five percent of teaching positions allocated in primary girls’ schools remain vacant. The mixed schools seemed to have remained neglected in terms of allocation of new staff during FY 2013-14. Allocated positions for primary and elementary classes in mixed schools did not change while filled in primary grades positions showed 6% decline.

When asked about the quality of education with respect to the available teaching staff, a set of parents said “The teaching staff is not sufficient which affects the quality of education. There should be at least one teacher for each class. Therefore, more teachers should be appointed.” The teachers also agreed on the insufficiency of teaching staff and said that there were still few unfilled positions for the teachers in schools.

### 3.4.3 Teachers Attendance

The figure 3.16 shows the percentage of presence of teaching staff on the day of visit at the schools. A high percentage (30%) of the elementary class teachers in boys schools were found absent, this figure remain reasonably low (10%) in girls elementary schools. Boys’ primary and mixed elementary schools had 100% of the teaching staff present on the day of the visit. Similarly 90% and 92% teachers were present in girls’ and mixed primary schools respectively. Fourteen percent of girls’ secondary schools teachers were absent on the day of visit in district Jhang while the percentage remained only 4% in case of boys secondary schools.
3.4.4 Qualification of Teachers

Highly qualified teachers can be a good source of creating productive learning environment in the class rooms through improved pedagogical methods and high level of knowledge. The study shows that more than 88% of secondary class teachers in boys’ schools, 79% secondary class teachers in girls’ schools and 86% of the elementary class teachers in the mixed schools hold the masters degree. While looking at the other side of the picture the study reveals that 31% primary & 6% elementary teachers in boys’ schools, 50%, 8% and 7% primary, elementary and secondary teachers in girls schools and 45% primary and 10% elementary teachers in mixed schools held below bachelors degree. (Figure: 3.17, 3.18, 3.19)

The teachers said during an FGD: “The Primary school teachers are not qualified enough to teach the syllabus which also causes dropout of students.”

The SC members also showed dissatisfaction with education system. They proposed: “The government should appoint teachers at Primary level who are at least MSc. qualified and good at English, to build strong base of the students.”

3.5 Facilities at Schools

3.5.1 Condition of Class Rooms

The data collected from the schools clearly shows that more than 70% of the schools have electricity connection in class rooms but this facility is not fully present in all the sampled schools. When asked about the conditions of the class rooms, the head teachers informed that schools needed both major and minor repairs. While analyzing the various types of schools, the data depicts that the mixed schools are majorly in need of repairs and have least electricity connection. Hence the school councils should draw their attention towards mixed schools. (Figure 3.20)
3.5.2 Availability of Basic Facilities

Figure 3.21 shows the available basic facilities at different levels of schools. Primary schools do not have Libraries or Science labs therefore the Head teachers were not asked about these facilities in case of Primary schools. Likewise, the question about separate toilets was not asked for Secondary schools because there were no mixed secondary schools. Most of the Secondary schools except few appeared to be endowed with all the basic facilities. However, the libraries were present only in about 50% of the sampled Secondary schools. The condition of Middle schools was much better than Primary schools in terms of available facilities but none of the facilities was fully present in all sampled schools Middle schools except for functional toilets. Only 10.5% of the Middle schools and 30.5% of the Primary schools had separate toilets for girls. Staff rooms for teachers were also present in less than 17% of the Middle and Primary schools. Play area for the students was also missing in many schools overall.

3.5.3 Drinking Water Facility

Drinking water is one of the basic necessities as the availability of clean drinking water is somewhat connected to the health of the children. The data showed that almost all the sampled schools have well or bore holes. Only about 1.7% of the Primary schools used other sources of water. (Figure 3.22)
3.5.4 Text Books

The government is responsible for the provision of text books to the students enrolled in public schools. The timely provision of books to the students saves their time and ensures on schedule completion of the syllabus during the education year. The survey also included question about the books received and distributed by the school administration in two education years 2012-13 and 2013-14.

![Figure 3.23: Obtainment and Distribution of Books in Education Year 2012-13 and 2013-14](image)

The data shows that about 71.6% of the books were received and distributed till April 15 in the year 2012-13 as against the year 2013-14 where about 83% of the books were received and distributed later than May 30. This implies that the situation has worsened than improving in 2013-14. The head teachers were mostly unaware of the reason of these delays. Most delay was evident in Primary schools and least in Secondary schools (Figure 3.23).

3.6 School Councils

3.6.1 Presence, Composition and Meeting of School Councils

![Figure 3.24: Presence of School Council](image)

![Figure 3.25: Composition of School Council](image)
The data shows that School Councils are present in all the sampled schools (Figure 3.24). It is apparent from the figure 3.24 that SC composition includes about 56% of parents, 28.1% general members and only about 15.9% of teachers. The data shows that the SCs are mostly comprised of parents and general members which means that the beneficiaries have been included in the SCs in majority but more important to see is whether this inclusion is participatory in nature or not. (Figure 3.25)

The SCs are supposed to meet regularly to discuss the matters relevant to school administration management and funding among others. The Head teachers informed that the meetings are generally held on monthly basis, whereas there was a negligible percentage of those HTs who denied that any such meetings were held at all. About 5% respondents said that the meetings were held as per the requirement. (Figure 3.26)

### 3.6.2 Functionality and Satisfaction with SC Performance

The Head Teachers were asked various questions relevant to the functionality of SCs. About 52.5% of the respondents at Primary schools, 78.9% in Middle schools and 90% in Secondary schools informed that SCs were fully functional. The data depicts that the SCs are least active in Primary schools as compared to other school levels. About 5% of head teachers did not know if the SCs were even working or not. (Figure 3.27)

The SCs perform various functions which include monitoring attendance, increasing admissions, physical improvements, temporary employment and arranging for co-curricular activities. Figure 3.28
Following the School Paisa! Report III – District Jhang

of all these functions, the SCs monitor attendance quite frequently: about 60% of SCs monitor attendance on monthly basis. Efforts for co-curricular activities and physical improvement are mostly conducted on yearly basis. In order to increase admissions, some SCs perform on monthly, and quarterly basis while others act six monthly and yearly. Unfortunately, least efforts are made for the temporary employment of the teachers where about 90% of the SCs never made any effort in this regard.

The head teachers were also asked to express their level of satisfaction with the existing SCs. 51% respondents in Primary schools, 68% respondents in Middle schools and 40% respondents of Secondary schools reported satisfaction with their respective SCs. About 40% of the Secondary school respondents were highly satisfied with the SCs. Around 10-30% of the responses were neutral which means they were neither satisfied nor dissatisfied. However, approximately 14% of the Primary school and 5% of Middle school respondents were completely dissatisfied with the SCs (Figure 3.29). Overall, the SCs of Primary schools were least functional and even respondents appeared to be least satisfied with their performance.

During FGDs, the SC members were asked about the functionality of SCs to which the responses from participators of one group were such that: “SCs are functional, they meet monthly, and spend the fund efficiently so leakages do not exist. SCs even make efforts to increase enrolment.” However, the responses from another FGD were contradictory as the members were either unaware about the amount of SC fund, the relevant expenditure heads, leakage in funds, functions of SCs and frequency of performing various functions, or found the performance non satisfactory.

3.7 Monitoring and Evaluation

The PETS has also looked into the monitoring mechanism of the education department. The statistics of the survey show that a number of monitoring visits were made to the schools in District Jhang by various officials including EDO, DEO, AEO, DMO and M&E Assistant among others. According to the data, most of visits were made by the Assistant Education Officer and the M&E Assistants whereas the least number of visits were made by EDO in Boys and Mixed Schools. On an average, these officials collectively made 24 visits in each boys and girls school and 23 visits in each mixed school. (Figure 3.30)
The respondents were also asked to identify the purpose of the visits made by the M&E Officials. These officials mainly visited to observe the facilities, classes and to meet teachers. Comparatively fewer visits were made to meet with Head teachers and teachers. Least attention was paid by the M&E officials in monitoring the activities of school councils as minimum visits were reported by the HTs for this purpose. The M&E officials should give importance to the activities of SCs and keep a close check on their performance for the better performance of SCs. (Figure 3.31)
Chapter 4: Citizens’ Voice

This chapter of the report captures the demand side of the system which comprises of the students as direct beneficiaries and parents as the indirect beneficiaries. Four parents\(^9\) of the students enrolled in each of the sampled school were selected to test their level of awareness with the education institution relevant to their child, observe their level of satisfaction with the existing system and their concerns (captured through FGDs) relating the child’s education, their own financial impediments and any other similar issues.

4.1 Information about Parents

4.1.1 Level of Education

The survey was conducted with 357 households (HHs) in district Jhang. There were about 94% of the male house hold heads (HHHs) and only about 5% of the female HHHs. The data presented the fact that females are mostly uneducated in the district where about 55% of the female HHHs were illiterate as opposed to 30% of the male HHHs. Roughly 51% of the male heads were educated up to Secondary level, 11% up to Intermediate, Bachelors or Masters degree. On the contrary, 36% of the females were educated till secondary level. (Figure 4.1)

4.1.2 Employment Status of Household Heads

The figure 4.2 clearly shows that most of the Household Heads (HHHs) in the district were self-employed, worked as casual laborers or were involved in farming. A small percentage of HHHs were either government employees, private employees, worked in manufacturing or any other sector. The occupations of the HHHs compliment their level of education where a very small percentage overall was found to be well qualified in the district. This also compliments their ability to invest in the future of their children especially to provide them quality education.

\(^9\) Parents were selected through convenient sampling technique.
4.2 Information about Children

The data shows that about 12% of the children in rural areas and 8.7% children in urban areas are not being sent to schools. The data provides the evidence that there are still many children who are out of school and need to be enrolled into the schools to meet the target of 100% Universal Primary Education (UPE). The data also depicts that most of the children are being sent to public schools. The high enrolment in public schools increases the responsibility of the government to improve the quality of education in addition to providing for the missing facilities.

Data is also evident that comparatively less percentage of girls are going to schools generally and in rural areas particularly; this is sheer discrimination and needs attention of the government.

During discussion about girls’ education, the parents expressed in an FGD:

“We all want to educate our girls and we send them to schools but some Middle and High schools for girls are situated at a distance of 6-7 km, making it difficult for the girls to continue after Primary, hence depriving them from obtaining high level of Education.” The teachers also endorsed this statement during FGDs conducted with them.

4.3 Availability of and Satisfaction with the Facilities at Schools

4.3.1 Basic School Facilities

Figure 4.5 clearly shows the percentage availability of basic facilities at schools. Most of the sampled schools have schools are facilitated with the basic needs but unfortunately a number of schools do not have furniture for students, water in wash rooms and play areas. Moreover 99% of the schools in the
district face the unavailability of gas and 31% do not have electricity.

The households were then asked to share their level of satisfaction with the available basic facilities (Figure 4.6). The parents generally seemed satisfied with the available facilities. A small percentage also reported high satisfaction whereas about 70% HHHs expressed their satisfaction. The respondents were found unsatisfied with the facility of wash rooms at schools.

### 4.3.3 Education Facilities

The respondents were also inquired about the availability and satisfaction with the education facilities at schools. Almost all the HHHs confirmed the availability of black boards and teaching staff, but the existence of sports equipment and computer labs and libraries were confirmed by 9.2%, 28.1% and 58% respectively. When asked about their level of satisfaction as a next step, the respondents affirmed that they were mostly satisfied with the available education facilities and only less than 10% showed dissatisfaction overall. (Figure 4.7, 4.8)

### 4.3.4 Provision of Text Books

The surveyors also inquired about the provision of text books to the students where about 98% of the parents affirmed that the children were provided with the text books and even 96% were also satisfied with it. The HHHs even informed that books were provided with in the first week of April this year. However, only 2% of the parents denied the provision of books. This analysis shows that generally books are provided to almost all of the enrolled children in schools by the district government.
4.3.5 Availability of Chowkidar
Watchman or Chowkidars are appointed in schools for the security of the building, school equipment, teachers and most importantly for the students. The survey explains the fact that about 48% of the schools do not have chowkidars as reported by the household heads / parents. (Figure 4.9)

4.3.6 Parent’s Satisfaction
The HHHs were mostly found to be satisfied with the attention paid by teachers towards the queries of their children, the methods used by teachers to teach students as well as with the administration of the school. The parents were less satisfied with the administration of Primary schools. Almost 10% of the parents seemed dissatisfied with school administration overall. (Figure 4.10)

When asked about the satisfaction with the performance of teachers, some of the parents said “We are very much satisfied with the quality of education and teacher’s attention towards children at schools. Even our children provide good results without taking any extra tuition.”

4.4 Who Accompanies Child to School
It is a common trend in the district that students commute in small groups to the schools. Generally Primary schools are located within a close vicinity due to which less than 10% HHHs told that family members accompany the children to schools. However, the case is different for Middle and Secondary schools where about 20% and 30% of the respondents informed that family members accompany children in Middle and Secondary schools respectively. Overall, about 16% of the children commute on their own to schools. (Figure 4.11)
During FGDs, parents said:

“The Middle and High schools for girls are situated at a distance of about 6-7 km. Those parents who can afford, arrange rickshaws for the girls, while boys walk to schools in groups, but others do not send the girls to schools.”

4.5 Information about School Council

The survey was conducted with 356 HHHs in district Jhang. Among the various other questions, the respondents were also inquired about the School councils to analyze the level of awareness of parents and their satisfaction its performance. Only 28.7% of the respondents confirmed the presence of SCs in the sampled schools. About 20.8% informed that they were invited for the SC meetings. When asked about the functionality of SCs, about 19% of the HHHs said that SCs were fully functional. However, only 15.7% of the respondents were confident that the SCs were performing good or excellent.

When asked about the School Councils, few respondents said: “We know about School councils as an announcement about SCs was made in the mosque and the members were elected after that.” Generally parents other than SC members were mostly unaware of its existence and informed: “Neither have we known about the existence of SCs, nor did we hear any announcements about SCs and their formation.”

When asked about the SC fund, a male parent said “Despite being a member of SC for the past three years, I do not know about SC funding and the amount of fund”

Summarily, the data explains the high level of ignorance of the parents with respect to the existence of SCs because the data from service delivery confirmed the existence of SC in every sampled school. The parents cannot be blamed completely for this ignorance because this ignorance can also be attributed to the inefficiency of the SCs that do not inform and involve parents in their routine matters. Therefore, dire need is felt for SCs to involve community in the matters of school to improve their functions and performance (Figure 4.12).

4.6 Out of Pocket Expenditure

The table 4.1 below has been constructed using the figures provided by the HHHS during survey. It shows the expenditures borne by the parents regarding school going children. Different respondents bear different types of expenses. All the respondents did not agree on paying all types of expenses listed in the survey. However, 97.4% of the HHHS assured of paying Rs. 20 as FTF every month and 95.2% said that they pay on average Rs 323 as books / stationery cost for each child as and when required.
The schools also collect student fund and maintenance funds randomly. In addition to it, parents also have to pay onetime admission fee and school leaving fee averaging Rs 64 and Rs 117 respectively. The people in district Jhang, especially those who sent their children to public schools cannot afford to pay all of the above mentioned expenses. It also gets difficult to pay Rs 20 every month due to the poor financial conditions of the sole bread earners. This informal fee is also a reason of drop outs from the schools as reported by some of the HTs.

*The parents said during an FGD: “Generally the children of poor are enrolled in public schools. We are hand to mouth with poverty and cannot bear education expenses in public schools.”*

*The teachers from Government Girls’ Model school said during FGDs: “It is difficult for the parents to pay even Rs. 20 every month. They cannot afford to buy notebooks and uniforms. The teachers buy uniform for the girls as their personal contribution which has increased enrolment of girls in the current year.”*

<table>
<thead>
<tr>
<th>Type</th>
<th>Frequency</th>
<th>Rural</th>
<th>Urban</th>
<th>Overall</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Admission Fee</strong></td>
<td>Once</td>
<td>18.4</td>
<td>12.7</td>
<td>17.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>60</td>
<td>96</td>
<td>64</td>
</tr>
<tr>
<td><strong>Monthly Fee FTF</strong></td>
<td>Monthly</td>
<td>95.2</td>
<td>100</td>
<td>97.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>20</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td><strong>Examination Fee</strong></td>
<td>Annually</td>
<td>46.1</td>
<td>47.6</td>
<td>46.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>33</td>
<td>94</td>
<td>44</td>
</tr>
<tr>
<td><strong>Books/ Note books/ Stationery Cost</strong></td>
<td>Random</td>
<td>93.9</td>
<td>100</td>
<td>95.2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>315</td>
<td>360</td>
<td>323</td>
</tr>
<tr>
<td><strong>Maintenance Fund</strong></td>
<td>Random</td>
<td>5.1</td>
<td>6.3</td>
<td>5.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>138</td>
<td>166</td>
<td>144</td>
</tr>
<tr>
<td><strong>School Leaving Fee</strong></td>
<td>Once</td>
<td>17.0</td>
<td>20.6</td>
<td>17.6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>123</td>
<td>95</td>
<td>117</td>
</tr>
<tr>
<td><strong>Student Fund</strong></td>
<td>Random</td>
<td>39.8</td>
<td>39.7</td>
<td>39.8</td>
</tr>
<tr>
<td></td>
<td></td>
<td>98</td>
<td>112</td>
<td>100</td>
</tr>
</tbody>
</table>

The Article 25A of the constitution of Pakistan gives the right of free and compulsory education to all children between 5-16 years of age. According to this article of the constitution of Pakistan, the collection of any form of fee from the students is prohibited in public schools. Nevertheless, the recently passed ordinance “Punjab Free and Compulsory Education Bill 2014” in May this year has also raised the issue of informal fee. The section III of the Ordinance has clearly explained FTF as a voluntary contribution by those who can and want to pay some contribution. Collection of monthly fee and other types of funds and fees is a clear violation of the provisions of the constitution as well as the newly constituted law.
Chapter 5: School Analysis

This Chapter includes the answers to the seven most important questions asked during the survey. These questions include generation of funds, receipt of funds, spending of the funds, compliance with the right to education and the political influence in schools, if any. The head teachers, teachers (in absence of HTs) and SC members were interviewed for the purpose. The enumerators gathered the cash book records from all the sampled schools and worked out the relevant figures from the complete records. The analysis is given as follows:

5.1 Do Schools get their Funds?

Generally the funds for schools come in three forms: i) School Council Funds\textsuperscript{10}, ii) Special Development Grants\textsuperscript{11} and iii) Administrative Budget\textsuperscript{12}. The funds that are deposited in the school accounts include school council funds and salary budget. The administrative budget is allocated for the secondary schools. The SC fund is used to meet the recurrent expenditures at the schools whereas the development grants are utilized for the expenditures relating the furniture, infrastructure etc.

The SC funds are issued to the Primary and Elementary schools without being entitled to Secondary schools. These funds are transferred to district government in the form of Block allocations, which are further deposited in the respective bank accounts of SCs. The survey conducted at schools included various question relating the SC funds along with other funds transferred to the SCs and schools. The cash book records proved fruitful in calculating the actual amount of received funds.

The table 5.1 below shows that 88% of the HTs at Primary schools confirmed that they received SC funds in the FY 2012-13, where 7 schools did not receive such fund in given year. On the other hand, 95% of the Elementary schools confirmed the receiving of SC funds. As for the Administrative budget, according to the HTs, all the sampled Secondary schools received the administrative budget.

<table>
<thead>
<tr>
<th>Types of Funds Received by Schools</th>
<th>Primary</th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC Fund</td>
<td>Yes 52</td>
<td>No 7</td>
<td>Yes 18</td>
</tr>
<tr>
<td>Administrative budget</td>
<td>Not Entitled</td>
<td>10</td>
<td>0</td>
</tr>
</tbody>
</table>

5.2 Do Funds Reach on Time?

The SC Fund is given to different schools in different quarters rather than giving it to them during the start of the year. The table below shows that in the FY 2012-13, 21 Primary schools received SC fund in first quarter but about 29 schools received in last two quarters of the year. Similarly, 7 Middle schools received funds in first half of the FY whereas the remaining 11 sampled schools received in

\textsuperscript{10} The primary and elementary schools are entitled to receive Rs: 20,000/- and Rs: 50,000/- respectively as per the directions of the School Education Department, Government of the Punjab. Grant-in-aid to school councils have been allocated every year and disbursed through the newly created Special Drawing Account jointly operated by Executive District Education Officer and District Monitoring Officer.

\textsuperscript{11} Since the granting of right to education of every child in the province after the passing of historic 18\textsuperscript{th} amendment, the provincial government has emphasized on meeting the infrastructure needs of the schools in Punjab. Every year, a handsome amount for 36 districts has been allocated for provision of missing facilities. A road map has also been developed by the provincial government under the Punjab Education Sector Reforms Program (PERSP) which envisions fulfillment of missing facilities by the end of 2015.

\textsuperscript{12} The district budget also allocates a sum for administrative expenditure for secondary schools. This budget is not transferred in the school account; rather the schools claim the amount from accounts office as against actual utility bills etc.
the second half. The survey also included similar information for the FY 2013-14. The table below clearly depicts that except for 1 Primary school, none of the schools: both Primary and Middle, received the SC Funds in the first two quarters.

The delay in the transfer of SC funds to schools, ultimately delays the tasks to be performed with that particular fund. Very few numbers of schools receive the funds at the start of the year, thus depriving the SCs of the fund required for various school expenditures.

### Table 5.2: Delivery of Funds to Schools

<table>
<thead>
<tr>
<th>School Level</th>
<th>FY 2012-2013</th>
<th>FY 2013-2014</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Q1</td>
<td>Q2</td>
</tr>
<tr>
<td>Middle</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Primary</td>
<td>21</td>
<td>2</td>
</tr>
<tr>
<td>Grand Total</td>
<td>27</td>
<td>3</td>
</tr>
</tbody>
</table>

Note: The survey was held during April 2014 therefore figures in Q4 for FY 2013-14 only shows the funds received till the mid of April 2014

### 5.3 Do Schools get all the Funds?

Every Primary school is entitled to receive Rs. 20000 as the SC fund every year, whereas the Elementary schools are entitled for Rs. 50000 per school per year. There were 59 Primary schools and 19 Elementary schools in our sample. The information gathered from the cash books has been displayed in figure 4.13. The SC fund transferred to Primary schools has observed a leakage of about 6% in the FY 2012-13, where the received amount falls short of Rs 70000 as compared to the entitled amount shown in the graph. Perversely, the SC fund transferred in Elementary schools in the same year exceeds by 42% which is quite a huge difference.

There can be a possibility that some of the SC fund amount entitled to the Primary schools has been diverted to Elementary schools but no such evidence has been gathered or probed into during the PETS.

### 5.4 Do Schools spend all the Funds? If yes, on what?

While scrutinizing the cash books, the data reveals the fact that the sampled schools spend actually more than the allocated funds. This expenditure includes the recurrent cost of the schools like administrative expenditure, repair and maintenance of building and furniture, utility bills, provision of learning material and salary of additional staff (if required).
Following the School Paisa! Report III – District Jhang

Figure 5.2 is a clear illustration of the various expenditure heads where the schools spend the money pooled from different sources. Primary and Elementary schools spend about 70% and 50% of their resources on the maintenance of building and infrastructure. The Secondary schools on the other hand, spend most of the share on the administration relating expenses. Overall, the schools spend least amount of money on learning material, on payment of salaries of the additional staff or on the repair and purchase of the furniture.

The table 5.3 below shows the average incurred cost at each level of school against each expenditure head. On average, every Middle school spends Rs. 97044 per annum; every Primary school spends Rs. 23695 whereas a Secondary school spends Rs. 504088 respectively. The table below also explains the average expenditure of all schools under different heads, such as admin, maintenance, staff salary, furniture etc. The highest expenditure is incurred on maintenance of building largely.

Table 5.3: Average Expenditure of Schools against Different Heads

<table>
<thead>
<tr>
<th>School Level</th>
<th>Admin</th>
<th>Maintenance</th>
<th>Staff Salary</th>
<th>Learning Material</th>
<th>Furniture</th>
<th>Total Spending</th>
</tr>
</thead>
<tbody>
<tr>
<td>Middle</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Amount</td>
<td>716806</td>
<td>914096</td>
<td>3250</td>
<td>79678</td>
<td>130000</td>
<td>1843830</td>
</tr>
<tr>
<td>Total School</td>
<td>19</td>
<td>18</td>
<td>1</td>
<td>8</td>
<td>1</td>
<td>19</td>
</tr>
<tr>
<td>Average</td>
<td>37727</td>
<td>50783</td>
<td>3250</td>
<td>9960</td>
<td>130000</td>
<td>97044</td>
</tr>
<tr>
<td>Primary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Amount</td>
<td>397288</td>
<td>972408</td>
<td>24282</td>
<td></td>
<td>4000</td>
<td>1397978</td>
</tr>
<tr>
<td>Total School</td>
<td>57</td>
<td>45</td>
<td>7</td>
<td>1</td>
<td>59</td>
<td></td>
</tr>
<tr>
<td>Average</td>
<td>6970</td>
<td>21609</td>
<td>3469</td>
<td>4000</td>
<td>23695</td>
<td></td>
</tr>
<tr>
<td>Secondary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Amount</td>
<td>2703070</td>
<td>1867032</td>
<td>2000</td>
<td>28773</td>
<td>440000</td>
<td>5040875</td>
</tr>
<tr>
<td>Total School</td>
<td>10</td>
<td>9</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Average</td>
<td>270307</td>
<td>207448</td>
<td>2000</td>
<td>9591</td>
<td>220000</td>
<td>504088</td>
</tr>
<tr>
<td>Overall</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Amount</td>
<td>3817164</td>
<td>3753536</td>
<td>5250</td>
<td>132733</td>
<td>574000</td>
<td>8282683</td>
</tr>
<tr>
<td>Total School</td>
<td>86</td>
<td>72</td>
<td>18</td>
<td></td>
<td>4</td>
<td>88</td>
</tr>
<tr>
<td>Average</td>
<td>44386</td>
<td>52132</td>
<td>2625</td>
<td>7374</td>
<td>143500</td>
<td>94121</td>
</tr>
</tbody>
</table>

5.5 Do Schools Generate Funds?

As discussed already that the allocated education budget for the district does not meet the entire needs of the schools. Therefore, the schools have to generate some financial resources through diverse means as per their necessities. During PETS, the data skimmed through the cash book proves the fact that the schools generate about 59% of the financial resources on their own. Most of all, the Secondary schools are indulged in this fund generation activity due to the insufficient allocated resources. (Figure 5.3)
When asked about the SC fund during FGDs, the teachers said: “The SC fund is insufficient and the high schools are completely deprived of it.”

The sources through which these funds are collected mainly include Farogh e Taleem Fund (FTF) along with other miscellaneous sources. Moreover, the allocated resources include Administrative Budget and School Council Fund. Figure 5.4 provides the percentage division of funds from the above listed sources. The Primary and Elementary schools are not entitled to Administrative Budget whereas the Secondary schools are not entitled to SC Funds. FTF is the biggest source of finances for the school after the allocated budget. Overall, about 50% of the money is attributed to FTF, 28% to SC fund, 13% to administrative budget and a meager 8.7% to other sources in that order.

An effort has been made to analyze the data in a different way. The data was used to figure out the number of schools that utilize various means of financing at all levels overall. Figure 5.5 illustrates that about 98% of the sampled schools raise money through FTF, 39% use other sources such as bank profits, sale of wood of trees planted within the premises of schools, voluntary donations by any philanthropists etc.

79.5% schools overall receive SC funds where the Secondary schools are deprived of such funds and even all of the sampled schools did not receive the entitled money in the last fiscal year. Only 11.4% schools of the total sampled schools receive obtain administrative budgets excluding Primary and Elementary schools.

The entire information shared above has confirmed it time and again that the schools do not receive sufficient monetary fund which leaves them with no other option than to raise money through various informal sources. The District government should consider this dilemma faced by the school system in District Jhang and not only revise the budget allocations for the coming FY but also take serious action against the schools that collect FTF.
from the students.

5.6 Compliance with RTE

Article 25-A, a part of the historic 18th constitutional amendment, is itself a landmark achievement. Now education is a recognised fundamental right that state is responsible to protect, promote and practice. According to the article “the State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law”. Hence, the burden of this responsibility lies on the shoulders of the state to ensure complete compliance to children’s “Right to Education” (RTE). Now, as a result of abolition of concurrent list, each province is responsible to ensure implementation of Article 25-A.

For implementation of RTE in Punjab the most recent and important development is “Punjab Free and Compulsory Education Ordinance 2014”, promulgated in May this year and expected to be vetted by provincial assembly in the coming months. Moreover number of measures have been taken to reform the education sector for instance the increase in the education budget, formation of education commission, education committees, monitoring cell and task forces. But still, there is a need to make concrete efforts to ensure complete adherence and implementation of Article 25-A. The survey shows that owing to overcrowded schools, students are forced to sit in open places. Moreover, the enrolment rate remains low, infrastructure facilities are incomplete like availability of drinking water, clean-functioning toilets, library, play grounds and equipment and boundary walls etc. are not up to the mark. This scenario is certainly not in accordance with what Article 25-A stipulates i.e. “Right to Education” (RTE).

The cash books of the sampled schools explicitly underline the fact that almost all the schools collect FTF from the students regularly. Each student pays Rs. 20 as FTF also termed as “Education Promotion Fund” every month. This FTF violates the Right to Education law where the schools are prohibited to charge any form of formal or informal fee from the students enrolled in Public schools. Even the recently presented Education Ordinance 2014 strictly considers FTF as a voluntary contribution rather than a compulsory and regular source of income for the schools. The data shows violation of the law by saddling the parents (of students enrolled in Public schools) by imposing FTF, student fund, magazine fund etc.

The promulgation of new law is a step towards right direction. The law not only acknowledges the RTE but also explicitly declares that no student or parent shall be liable to pay any fee or charged for education. The law also imposes penalties upon those who do not abide by its provisions. Passage of such a law is a giant leap forward but there is lot more required to be done for its complete implementation in letter and spirit.

5.7 Are Schools Apolitical?

There are various factors that affect the performance and quality of education at schools. Financial problems are not the only hindrance; rather the political intervention in the matters of schools is also a very serious hurdle in the educational sector. The surveys conducted at schools also inquired the HTs regarding the political interventions faced by them. As a matter of fact, only about 5% of HTs in the sampled schools reported some sort of political intervention in various matters that include appointment of the teachers, transfer of teachers, academic results or any kind of misuse of the school building. When the HTs were asked to report the frequency of such incidents, 25% of the respondents said incidents occurred once while same percentage of respondents said the incidents occurred twice, whereas 50% of them reported more frequent occurrences.
Although the reported incidents are negligible, yet the district government officials should seriously look into this matter for the complete eradication of political influence from the schools and overall education system. This would not only add to the better performance of the schools but also help to strengthen the school administration.
Chapter 6: Conclusion and Recommendations

Article 25-A of the constitution of Pakistan is of great significance in imparting free and compulsory education to the children in Pakistan. The only voluntary contribution of the parents in the education of their child is the Farogh-e-Taleem fund. The findings of the PETS depict that the actual practice is quite different from the ideal situation. About 97.4% of the parents pay a sum of Rs. 20 every month as an informal fee charged by the school administration in the garb of FTF. This fund is being collected regularly by about 97% of the sampled school according to PETS. Not only this, but there are other forms of fee that are charged to the parents in different time frames which include admission fee, examination fee, school leaving fee, student fund, and magazine fund etc. This implies violation of Right to Education (RTE) in District Jhang, requiring serious attention of the public officials.

Further probing into the realities, the study highlighted that one of the various causes of charging an informal fee is the insufficient budgetary allocation for Education in the district. The school council fund and the administrative budget are found insufficient to meet the operational needs of the schools, thus leaving no other option for the schools than charging informal fee. Moreover, the limited monetary resources are not entirely being spent under the intended head of education sector; rather the data also depicts a leakage in the monetary resources. The situation has improved in the budgetary allocations of the FY 2011-12 and 2012-13 as there is overspending rather than leakage as observed in previous years, yet leakage has been evident in the SC fund transferred to the Primary schools. The cash book records show a leakage of about 6% in the Primary school SC fund during the FY 2012-13: where the received amount falls short of Rs 70000 as compared to the entitled amount.

Owing to the scarcity of resources and the existing leakage, the condition of school infrastructure is not as much satisfactory as it ought to be. Gas is the rarest facility among all other facilities and many schools lack water in wash rooms, playgrounds, library, computer labs and separate toilet for girls in case of mixed schools. Even staff rooms exist in very few Primary and Elementary schools. On the whole, the data from PETS depicts that the condition of Secondary schools is quite better in comparison to Primary and Middle schools where only 76% Primary schools have boundary walls. Summarily, none of the sampled schools is fully furnished with all the basic and education facilities and there is a lot of room for improvement in the public schools, especially in terms of provision of missing facilities.

Government is not only responsible for the provision of free education and facilities but also to provide free text books to all the enrolled students. The data depicts that about 72% of the head teachers affirmed that the books were received and distributed to the students till April 15 in the year 2012-13, whereas the situation worsened in the following year where about 83% of the books were received and distributed later than May 30. However almost all the parents informed that the books were received in the first week of April in the current education year 2014-15; this confirms improvement in the provision of books on part of the government.

When talking about the performance of the students in examination of Grade V, VIII, IX and X, the performance is comparatively better in Primary and Middle level. The data reveals that the HTs are highly experienced and approximately 90% of the HTs and 84% of teachers (on average) in Secondary schools are highly qualified. Despite these qualities, the performance of the students was found to be very poor. Only around 37% of the students passed out grade IX in FY 2012-13, and about 76.7% passed Grade X in the same year. One possible reason would be the obsolete pedagogical methods practiced by the teachers at schools. Although the parents might not be well aware of the ground realities at schools, yet they expressed satisfaction about the teaching methods
used in their child’s school. If the parents are given the benefit of the doubt, then the possible reasons of low performance of students could be: 1) either low teacher’s attendance in schools as according to the PETS on an average 90.7% of the teachers in both girls and boys’ schools were present on the day of survey 2) or the low learning abilities of the students of high grades.\footnote{Owing to the limitation of the study, this aspect has not been further probed and leaves room for further research of this aspect.}

The questions about the School Councils brought us to the conclusion that although parents and general public are members of the SCs, yet only 28.7% of them knew about the existence of SCs. In other words, it wouldn’t be wrong to conclude that parents other than the SC members were unaware of these councils and their functions. On the other hand, the findings also prove that the SCs are not performing various assigned functions regularly and actively, especially those relating to increasing enrollments. Hence, the HTs seemed least satisfied with the performance of SCs in Primary schools.

PETS revealed that the schools were visited by various officials at different frequencies and most of the visits were made by the M&E Assistant against the least number of visits by the EDOs. The M&E assistant on average made 9 visits to each sampled school for various purposes. The least considered purpose was to meet the SC members, which might be a reason of their low performance. Even the HTs reported few incidences of political interference at schools which need to be completely abolished too. Summarily, it would not be wrong to say that the poor condition of schools can somewhat be attributed to the low performance of the SCs particularly in Primary schools, shortage of monetary resources, leakages and lack of proper monitoring of the SCs among others.

**Recommendations**

The study has identified a number of challenges in the Education Sector and presents following policy recommendations to bridge these gaps:

a) The schools should abolish the culture of charging any kind of informal fee to the students to ensure complete implementation of Article 25-A. The conversion of ‘Punjab free and compulsory education ordinance 2014’ in the form of a law would be first step towards it. The provincial government should formulate such Education policies that strictly abide by the law and run Education campaigns to improve enrollment in schools. The monitoring team should have a well-defined agenda and set of responsibilities to keep a close eye on the financial record keeping, facilities, enrolments and vacancies at school in addition to keeping a track of the activities of the School councils on regular basis.

b) The government should make sure participation of citizens while designing the budget and should increase allocation for the operating budget in line with MTDF recommendations i.e. at least 12% of total current budget, because the minimal nature of non-salary budget is not sufficient in correspondence to operational expenses of the education sector.

c) For compliance with the constitutional right (RTE), it is essential to prioritize education budget. The government should take measures to stop leakage of funds allocated for education sector. An appropriate step in this direction can be a legal cover to the education budget allocations. An addition of a clause in the free and compulsory education law by the Government that ensures education sector receives all its allocated resources on first priority and over all scarcity of resources does not affect the schedule of payments to the education sector would serve the purpose.

d) Government should chalk out a comprehensive and continuous capacity building plan for the school council members to enhance their administrative and financial management skills for the effective functioning of SCs. Steps should be taken to ensure community participation in the management of the schools.
e) The government should continue its drive for provision of missing facilities and filling vacant posts during next year as well and should give first priority to the Primary schools.

f) The education of girls is equally important as that of boys; relatively low enrolment of girls suggests that the local education authorities must run a continuous enrolment campaign for the girls, especially in the rural areas.

The implementation of the above mentioned recommendations can be made possible by the participatory engagement of all the stakeholders including School Councils, NGOs, CBOs, education activists, electronic and print media along with the government itself.
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