Following the School Paisa!
Report III - District Toba Tek Singh

“Our Money Our Responsibility”
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!

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# Acronyms

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<th>Description</th>
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<tr>
<td>AEO</td>
<td>Assistant Education Officer</td>
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<tr>
<td>BE</td>
<td>Budget Estimate</td>
</tr>
<tr>
<td>CPDI</td>
<td>Centre for Peace and Development Initiative</td>
</tr>
<tr>
<td>DEO</td>
<td>District Education Officer</td>
</tr>
<tr>
<td>EDO</td>
<td>Executive District Officer</td>
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<tr>
<td>EPF</td>
<td>Education Promotion Fund</td>
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<tr>
<td>FGD</td>
<td>Focus Group Discussion</td>
</tr>
<tr>
<td>FTF</td>
<td>Farogh-e-Taleem Fund</td>
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<tr>
<td>FY</td>
<td>Fiscal Year</td>
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<td>HHHs</td>
<td>Household Heads</td>
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<tr>
<td>HT</td>
<td>Head Teacher</td>
</tr>
<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>
</tr>
<tr>
<td>KII</td>
<td>Key Informant Interview</td>
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<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>MEO</td>
<td>Monitoring and Evaluation Officer</td>
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<tr>
<td>MTDF</td>
<td>Medium Term Development Framework</td>
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<tr>
<td>PESRP</td>
<td>Punjab Education Sector Reforms Programme</td>
</tr>
<tr>
<td>PETS</td>
<td>Public Expenditure Tracking Survey</td>
</tr>
<tr>
<td>PILDAT</td>
<td>Pakistan Institute of Legislative Development and Transparency</td>
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<tr>
<td>RE</td>
<td>Revised Estimate</td>
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<tr>
<td>RTE</td>
<td>Right to Education</td>
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<tr>
<td>SC</td>
<td>School Council</td>
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<tr>
<td>UC</td>
<td>Union Council</td>
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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 Toba Tek Singh; 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.

The current budget for education has experienced an increase of 11% in the FY 2013-14 as compared to that of the last year. Revised current budget remained Rs. 3,823 million in FY 2012-13 as compared to Rs. 3,101 million in the last FY 2011-12. Although the non-salary budget has remained 1% or less since 2010-11, yet there has been an increase of 8.95% in the allocated non-salary budget of the FY 2013-14 as compared to that in FY 2011-12. The non-salary budget should be at least 12% of the total current budget as stipulated in the Medium Term Development Framework (MTDF), but the trends record a violation of MTDF that leaves no option to the school administration but to charge the students with informal fee every month.

The findings of the survey, conducted in 67 sampled schools of District Toba Tek Singh, highlight the ground realities of Education sector. The sample comprised of 52.2% of Primary schools, 29.9% of Elementary schools and 17.9% of Secondary schools. The overall enrollment has increased by about 6% in FY 2013-14 along with an improvement in the percentage of passed out students as compared to the last year. The investigation regarding school facilities ended with the conclusion that the Secondary schools are equipped with most of the basic and education facilities, but many of the Primary and Elementary schools are deprived of many facilities including furniture for teachers and students, drinking water, wash rooms, sports equipment, computer labs etc. The facility of gas is rare in all schools, and is almost non-existent in all the sampled Primary schools. The parents are generally unaware of the existence of School Councils and their functions. Parents also admitted that they have to bear out of pocket expenditures for admission fee, examination fee, maintenance fund, stationery cost, student fund, school leaving fee etc.

Moreover, owing to the poor condition of school infrastructure, missing facilities and other financial needs of the institution along with scarce budgetary allocations, self-generation of resources by the school administration becomes necessary. The study also revealed that due to the insufficient educational funds by the government, the schools generate more than 50% of the resources on their own. About 99% of the sampled schools generate 50% of their total income from Farogh-e-Taleem Fund (FTF). The public schools charge Rs 20 per child, per month as the Education Promotion Fund or more commonly known as FTF.

The analysis of the budgetary data shows leakage of 38% and 2% in the non-salary budget for the FY 2009-10 and 2011-12 respectively. The leakage in the budget can be attributed either to the least priority given to the school related expenses, or to the diversion of funds to other sectors or other heads within the education sector. While looking into the disbursement of School Council Fund to Primary and elementary schools during FY 2012-13, the data revealed that the SC fund was received in all but one primary school, hence a leakage of 2.86% was observed. Interestingly, the data from cash books depicted that those Primary schools that received SC fund, received 25.6% in excess of the entitled sum. Furthermore all sampled elementary schools received the SC fund but according to the cash books data, total received SC fund by the sampled elementary schools fell 0.04% short of total entitled fund, implying a leakage of 0.04 % during FY 2012-13. Moreover 85% of sampled schools received this SC fund as late as in the 3rd quarter of the fiscal year.

The study also highlighted occasional incidences of political influence in schools which also need to be considered by the concerned officials. The facts and figures also confirm that, in terms of providing free and compulsory education to all children aged 5-16, the education department is clearly not conforming to “Right to Education” as stipulated in article 25A of the constitution of Pakistan.
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 resources 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

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1 Pakistan Muslim League (N)- National Agenda for real change- Manifesto 2013
2 Right to Free and Compulsory Education in Pakistan- Enforcement of Article 25-A of the Constitution of Pakistan (June 2011)
3Pakistan Millennium Development Goals Report 2013
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 Elementary 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 89 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 is the sampling of schools in District Toba Tek Singh for the second year survey.

<table>
<thead>
<tr>
<th>School Level-wise</th>
<th>Elementary</th>
<th>Primary</th>
<th>Secondary</th>
<th>Total Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Schools</td>
<td>20</td>
<td>35</td>
<td>12</td>
<td>67</td>
</tr>
</tbody>
</table>

4 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) 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. It is an efficient and effective mode of collecting data from the field; 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, through regularly generated reports, can help to identify missing data, if any. Hence this ultimately reduces the chances of error and the problem of missing data.
Chapter 2: District Budgetary Analysis

District Toba Tek Singh, situated in the center of Punjab, is one of the 36 districts of Punjab. It is a better performing district with respect to provision of education, particularly school education. The district has been ranked number 3 in Punjab with respect to the student attendance, functioning of facilities, and presence of teachers among other criteria. The schools in the district are equipped with most of the basic facilities such as electricity, water, boundary wall, toilets etc., where 90% of the schools have satisfactory building conditions. The provision of these facilities requires monetary allocations to the district education sector, through various formal and informal means.

This chapter discusses the budgetary allocations for education sector in district Toba Tek Singh. The current budget and its division into salary and non-salary budget have also been analyzed. The chapter concludes 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 is important to meet the non-development expenditures of any sector. District Toba Tek Singh has observed an upward surge in the current budget allocations of education sector. The figure (2.1) below displays both: the budget and revised estimates of the current budget since FY 2009-10. Rs. 3,823 million have been spent in FY 2012-13 as compared to Rs. 3,101 million spent in the last FY 2011-12. When compared to the respective preceding year, the current budget of: FY 2010-11 increased by 46%, FY 2011-12 increased by 15.7%, FY 2012-13 increased by 22.57% and FY 2013-14 increased by 11%.

Figure 2.1: Total Current Budget for Education in District Toba Tek Singh (Rs. Million)

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</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1,784.19</td>
<td>1,892.40</td>
<td>2,606.49</td>
<td>2,582.45</td>
<td>3,017.28</td>
<td>3,101.08</td>
<td>3,698.29</td>
<td>3,827.55</td>
<td>4,089.30</td>
</tr>
</tbody>
</table>

5 District Ranking 1st Quarter 2013-14, Punjab Education Sector Reform Programme (PESRP)
6 Alif Ailaan Pakistan District Education Rankings 2014
7 Author’s definition: Formal means include the budgetary allocations from the government directly whereas informal means include all kinds of donations, charities from various NGOs and INGOs etc.
2.2 Current Budget: Salary and Non-Salary

The current budget is further classified into salary and non-salary budget. The salary budget is spent to pay the salaries of the teachers, head teachers and other officials. Whereas the non-salary budget is used to meet the day to day miscellaneous expenses which include repair and maintenance among other petty expenditures. There is no surprise that in district Toba Tek Singh, more than 95% of the budget is allocated to the salaries, leaving an insufficient amount for the other expenditure heads (see figure 2.2).

The salary budget shows upward trend whereas the non-salary budget does not follow any set pattern (see figure 2.3). A rise and fall situation has been observed in the past few years. A sum of Rs. 24.73 million has been allocated as the non-salary budget against Rs. 4,064 million as salary budget in the FY 2013-14. While comparing the budget and revised estimate of the non-salary budget, we come across the fact that there has been a leakage of 38% in FY 2009-10 and 2% in FY 2011-12 whereas there has been over utilization of 14% and 87% in FY 2010-11 and 2012-13 respectively. The increased revised estimate in few years indicates that when the money allocated by the start of the year falls short, then additional budget is used to serve the purpose. Although the government provides funding when required, yet the officials seem to be inefficient in anticipating the expenditures despite its meager share of less than 5%. This discrepancy should be overcome by the government officials when allocating budget for the next fiscal year.
2.3 Total Current Budget for Primary Education

The total current budget for Primary education shows a positive trend, where the allocated budget every year exceeds the budget allocated in the previous year. While looking into the salary and non-salary budget allocation in the district, we come across the fact that every year the share of non-salary budget is a small proportion of the year’s budget for example the non-salary budget estimate in FY 2013-14 is less than one percent as compared to total current budget. Although the salary budget has shown a rising trend yet it has been over utilized in every year whereas the non-salary budget has been utilized in excess in some years and underutilized in the others. A sum of Rs. 12.5 million has been utilized under non-salary budget in FY 2012-13 as against the meager Rs. 0.66 million allocated, which is about 1787% greater than the allocated budget.

The gender classification shows that the budget allocated for girls Primary education has always remained greater than that allocated for boys’ Primary education, both following a positive trend. The female education is being considered equally important as the male education for the economic wellbeing, therefore comparatively more funds are allocated for the purpose. Despite the fact that more than 50% of the allocations are girls specific, the net enrollment rate for girls is 6% less than the net enrollment rate for boys. Therefore, for the optimum use of allocated resources for girls’ education, the government needs to formulate policies to increase the girls’ enrolment rate as well as to improve the retention rate.

Table 2.1: Current Budget for Primary Education in District Toba Tek Singh (Rs. Million)

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<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Salary</td>
<td>1178.84</td>
<td>1285.31</td>
<td>1783.68</td>
<td>1813.53</td>
<td>2097.80</td>
<td>2118.15</td>
<td>2524.25</td>
<td>2609.77</td>
<td>2776.06</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>34.75</td>
<td>9.08</td>
<td>1.00</td>
<td>5.61</td>
<td>0.64</td>
<td>0.66</td>
<td>12.48</td>
<td>0.36</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1213.60</td>
<td>1294.39</td>
<td>1784.68</td>
<td>1819.14</td>
<td>2098.86</td>
<td>2118.80</td>
<td>2524.91</td>
<td>2622.25</td>
<td>2776.42</td>
</tr>
</tbody>
</table>
Table 2.2: Gender-wise %age Division of Current Budget for Primary Education in District Toba Tek Singh (Rs. Million)

<table>
<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</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>Salary</td>
<td>95.76</td>
<td>98.69</td>
<td>99.88</td>
<td>99.45</td>
<td>99.90</td>
<td>99.94</td>
<td>99.94</td>
<td>99.31</td>
<td>99.97</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>4.24</td>
<td>1.31</td>
<td>0.12</td>
<td>0.55</td>
<td>0.10</td>
<td>0.06</td>
<td>0.06</td>
<td>0.69</td>
<td>0.03</td>
</tr>
<tr>
<td>Girls</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>Non-Salary</td>
<td>3.27</td>
<td>0.17</td>
<td>0.04</td>
<td>0.26</td>
<td>0.04</td>
<td>0.03</td>
<td>0.01</td>
<td>0.42</td>
<td>0.01</td>
</tr>
</tbody>
</table>

Figure 2.4: Gender-wise Trend of Current Budgetary allocation for Primary Education (Rs. Million)

2.4 Total Current Budget for Elementary and Secondary Education

We also scrutinized the budget allocations and spending for Secondary education. Less than 5% has been ever allocated for the non-salary budget in different years. The salary budget has been underutilized by 7% in FY 2010-11 but over utilized in other years. Likewise the non-salary budget has been under-utilized by 3% and 7% in FY 2010-11 and FY 2011-12 but it has been excessively over utilized by 70% in FY 2012-13, hence showing need of increased non-salary budget allocations.
Table 2.3: Current Budget for Secondary Education in District Toba Tek Singh (Rs. Million)

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Salary</td>
<td>509.97</td>
<td>514.05</td>
<td>727.17</td>
<td>673.72</td>
<td>800.93</td>
<td>866.72</td>
<td>1071.55</td>
<td>1093.25</td>
<td>1197.82</td>
</tr>
<tr>
<td>Total</td>
<td>524.35</td>
<td>530.64</td>
<td>740.40</td>
<td>686.55</td>
<td>812.87</td>
<td>877.83</td>
<td>1082.20</td>
<td>1111.40</td>
<td>1211.56</td>
</tr>
</tbody>
</table>

On the whole, the budgetary data depicts that the salary budget takes away the major portion of the total current education budget in the district as opposed to the non-salary budget. On the other hand, the overutilization of non-salary budget is indicative of the fact that it requires more funds to meet the requirements. This deficiency does not appear to be overcome in the budget allocated for the FY 2013-14: although the total non-salary budget allocated is higher than the last year’s allocation, yet falls below the revised estimate of the same FY 2012-13.

2.5 Unit Cost

An effort was made to calculate the unit cost the government had to bear on each child enrolled in public schools and unit cost incurred on every public school in the district. The table 2.4 below shows the salary, non-salary classification as well as the unit cost calculation at both: Primary level and overall.

The government spent about Rs 14141.58 on each school going child in the FY 2012-13, whereas Rs 3.2 million was spent on each public school in the district during the same year. Although the government is spending budget on the education sector and its beneficiaries, yet the quality of education, infrastructure and administration etc. is not as satisfactory as it ought to be. Hence the government needs to redesign the obsolete policies, and implement new policies along with increasing the budgetary allocations.

Table 2.4: Unit cost per student, per school for the FY 2012-13

<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>14802.67</td>
<td>13985.39</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>70.76</td>
<td>156.19</td>
</tr>
<tr>
<td>Total</td>
<td>14873.43</td>
<td>14141.58</td>
</tr>
</tbody>
</table>

8 For calculation of unit cost, the number of schools and the number of enrolled students has been taken from the data collected through Key Informant Interviews with Education managers in the district.
Chapter 3: Service Delivery Assessment

District Toba Tek Singh has 67% net enrollment rate for girls and 71% for the boys in Primary schools. According to a recently launched report by Alif Ailaan, more than 80% of the schools have electricity, water and boundary wall. Given the precise information about the district in various studies, this study intends to probe into various possible dimensions in detail. Therefore, the survey was conducted in 67 schools of District Toba Tek Singh.

The Head teachers of the schools were interviewed regarding the various service related matters at school level. However, the senior or junior teacher was interviewed in absence of the head teacher or senior teacher respectively. 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 students, 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

According to the sample size, 67 schools were surveyed in District Toba Tek Singh. The sample comprised of Primary, Elementary as well as Secondary schools: where the biggest chunk consisted of Primary schools. 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.

3.2 Enrollment and Pass Outs

The overall enrollment has been increased in the education year 2013-14 as compared to that in 2012-13 (figure 3.2). While looking into the gender wise enrollment, we can clearly observe that the enrollment of the girls has increased but remained less than the enrollment of boys, hence showing gender disparity in the district where fewer girls are being sent to the schools.

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9Alif Ailaan Pakistan District Education Rankings 2014
The students who have passed out exams in both the years have remained less than those who have appeared (figure 3.3). About 83% of the students have passed out in 2013-14 against the 79% in 2012-13. Approximately 93% of the girls have passed out as compared to 76% of the boys in 2013-14.

The students appeared in Grade V have increased over the year whereas the passed out students have shown a downfall: where 85% of the boys and girls each have passed in 2013-14 against about 96% passed out in the previous year. The boys appeared in Grade VIII exams have decreased in 2013-14 whereas the girls appeared have increased. However, the pass out rate for boys has dropped down to about 70% from 95% in 2012-13 while the performance of girls has remained consistent at around 98.6% over the years. About 64% of the girls have passed out Grade IX-X exams in 2012-13 against 62% boys in the same year. Overall, the girls have been improving academically, as compared to the boys. (figure 3.4)

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10 The data of appeared and passed out students for Grade IX-X has been taken only for 2012-13 as the result for the year 2013-14 was awaited at the time survey was conducted.
3.3 Information about the Head Teachers

3.3.1 Gender and Residential Status of HTs
To access the residential status of the head teachers (HTs), research team interviewed all the HTs of sampled schools. Both male and female respondents were almost equal in number in this case (figure 3.5). Majority of the Head Teachers in girls and mixed schools were resident of the same union council where the school was situated, whereas most of the male head teachers were non-resident in Boys schools (figure 3.6).
3.3.2 Qualification of HTs

When inquired about their qualification, the study came across the fact that majority of the head teachers in Elementary (90%) and almost all the teachers in Secondary schools held at-least masters degree, whereas the head teachers in Primary schools were a mix of those holding masters degree (51%), bachelors degree (29%), where 20% of the total HTs were qualified below bachelors too (figure 3.7). The highly qualified Head teachers at schools imply that they have more ability to head the school effectively and to improve the quality of education at different school levels.

3.3.3 Work Experience of HTs

The head teachers were also asked about their total work experience, experience as head teacher and also about their service as head teacher in the particular sampled school. Most of the head teachers at Primary schools (83%), Elementary schools (65%) and Secondary schools (83%) had high work experience of 10 years or more. However, 60% of the head teachers at Primary schools, 30% in Elementary schools and about 50% at Secondary schools have been serving in the same school for less than 3 years. While looking at the Secondary schools, the data depicts that there is not a single head teacher who has been serving in the sampled school for 10 or more years (figure 3.8).

This implies that the designation of the HT has not been occupied by the same people for years; rather the HTs have been recruited according to the requirement over time. Overall, it has also been observed that vast majority of the head teachers are educated enough as well as experienced enough to manage the school affairs.
3.4 Information about Teachers

3.4.1 Residential Status of Teachers
Being a non-resident of the union council, both male and female teachers have to travel every day to reach the schools which consumes their time and energy that is actually required more at schools. Figure 3.9 and 3.10 below show the percentage of resident teachers out of the total filled in teacher’s positions in 2013-14. It is particularly difficult for the females to travel out of the UC who do not own any personal mode of conveyance and cannot work outside the UC due to multiple personal and social reasons.

3.4.2 Teachers’ Positions
The posts for teachers in all three types of schools have not been filled fully in both the education years 2012-13 and 2013-14 except for teachers’ position for grade VI-VIII in mixed schools. (figure 3.11, figure 3.12)
3.4.3 Teacher’s Presence

The study also attempted to find out the percentage attendance of the teachers at schools on the day of survey. Figure 3.13 displays that only teachers of grade IX-X at girls’ school were fully present whereas some of the teachers in all types of schools were absent from the school. The students bear the cost of teacher’s absenteeism in form of their wasted time, delayed completion of syllabus as well as irregularity in student attendance as well.

3.4.4 Qualification of Teachers

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 survey also included questions regarding the qualification of the teachers. The data presented quite affirmative result where most of the teachers teaching Secondary classes (including Boys and Girls) hold masters degree and few hold bachelors degree, hence ensuring their capability of teaching high level classes. (figures 3.14, 3.15, 3.16)

3.5 Facilities at Schools

3.5.1 Condition of Class Rooms

Class rooms should provide a productive atmosphere for student’s learning. The study shows that few class rooms in sampled schools require some major and minor repairs but most of the class rooms were in better conditions. Almost all of the class rooms have electricity connection which is very essential facility in schools. (figure 3.17)
3.5.2 Availability of Basic Facilities

The survey also included questions regarding the availability of some basic facilities at schools. The availability of library and science lab was not asked in primary schools. More or less all the schools have functional toilets, boundary walls and electricity. Separate toilets for girls and staff rooms are rarely found in Primary schools, where the other facilities are available in more than half of the sampled schools. Library, Science labs, Separate toilet for girls and staff rooms are the rare facilities in Elementary schools. Nevertheless, the Secondary schools are endowed with most of the facilities.11 (figure 3.18)

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11 The question related to Separate Toilets was asked only in Mixed Schools, where some of the Primary and Elementary Schools fall in the mixed school category but the Secondary schools are separate for both boys and girls.
3.5.3 Drinking Water Facility

The facility of drinking water is available in all schools where sources of water vary. The schools use water tanks, piped water, well/bore holes and other sources of water. Most of the schools use well/bore holes as a commonly used source of drinking water. (Figure 3.19)

3.5.4 Text Books

Text books that are received and distributed aptly by the start of new classes not only save the time of the students but can also be a reason of syllabus completion in due course. All the sampled Primary schools have received and distributed books till April 15 (of the respective year) in both the educational years. In case of Middle and Secondary schools, some delay has been observed in both the years but the situation has improved in the education year 2013-14, where the percentage of schools that have received and distributed books till April 15 has increased (figure 3.20). The situation further improved in April 2014 when 97% of the Head Teachers confirmed the distribution of books till 15th of the said month.
3.6 School Councils

3.6.1 Presence, Composition and Meetings of School Councils

School councils exist in all the schools that have been surveyed (figure 3.21). The major chunk (44%-55%) of the SCs comprises of parents, about 30%-35% are the general members, and the smallest portion (13%-20%) is occupied by the teachers (figure 3.22). Furthermore, the Head teachers act as the chairperson of all the SCs in the surveyed schools.

When inquired about the frequency of SC meetings, the data showed that most of the SC meetings are held on monthly basis; about 15% SCs of Elementary schools hold meetings on weekly basis. A very small number of SCs at Primary schools reported that they either never arrange any meetings, or meet whenever required. (figure 3.23)
More than 90% of the Head Teachers said that the school council was functional (figure 3.24), despite the fact that there were quite few SCs that performed various functions on weekly (9.6%), monthly (21.6%) or even on quarterly basis (7.8%). On an average, about 40% of the SCs never performed any of their entitled functions. (figure 3.25)

Despite the situation mentioned above there are examples where SCs are trying to make efforts for improvement: During one of the FGDs, an SC member from 388 JB told that they conducted an awareness walk under an enrolment campaign at village level which proved very helpful in increasing enrolment of students in the schools.

In consideration with the frequency of the activities performed by SC, the HTs were asked to express the level of satisfaction with the performance of SC. About 54.4% respondents on average said they were satisfied, there were few about 19% overall who were highly satisfied, about 2.5% (5% at middle school) showed dissatisfaction whereas below 30% shared neutral opinion. The HTs appeared satisfied by and large. (figure 3.26)

3.7 Monitoring and Evaluation
The survey included questions about the visits, made by various officials in general and also by the M&E officials in particular, to the schools in the FY 2012-13. These officials include EDO Education, DEO, AEO, MEO, and Assistant M&E along with others. Almost all of the outside officials made visits to each type of school where the M&E Assistant made visits to almost all the schools which implies that the school activities have been monitored closely during the year (figure 3.27). Moreover, these officials on
average made 33 visits in each boy’s school, 40 visits in each girl’s school, and 34 visits in each mixed school respectively.

Figure 3.28 depicts that the M&E officials made 9 visits on average to each sampled school in the district. The M&E Officers fulfilled all the purpose of visits in most of the schools, but the least visits were made to meet the SC members in all surveyed schools.
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. The study selected 4 parents12 of the students enrolled in each of the sampled school to inquire them in terms of their level of awareness with the education institution relevant to their child, 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

While interviewing 268 respondents, the survey gathered the fact that 98% of the HHHs were males and only 2% were females. This fact supports the cultural norms where the males are the bread earners of the family generally.

The survey tried to capture the level of education of HHHs. About 22.1% of the male heads were illiterate, while the remaining 78% were educated at different levels. The highest percentage comprised of Secondary passed males. Of the 5 female HHHs, 2 were illiterate while each of the other 3 educated was literate, had attended secondary school or held masters degree respectively. (figure 4.1)

4.1.2 Employment Status of Household Head

Figure 4.2 displays the occupation of various HHHs. The graph clearly shows that about 32.1% of the HHHs are involved in farming, 25.7% are self-employed and 16.8% are casual laborer. The remaining 25% are government employees, private employees or have any other occupation.

Owing to the low level of education of HHHs, where most of them are either illiterate or educated till secondary level, the HHHs are involved in laborious occupations. Therefore, they do not have very sound financial conditions to invest in their child’s education and bright future.

12 Parents were selected through convenient sampling technique.
4.2 Information about Children

The respondents were asked to provide the information regarding their total number of children between the age of five and sixteen, school going children and those being sent to private schools. This effort was made to see if parents were sending all their children to schools and also to know whether they prefer sending children to public or private schools. Figure 4.3 & 4.4 presents the analysis with rural urban segregation. The sample contained only 7 urban schools and 28 respondents respectively, where the remaining respondents belonged to the rural area. The data confirms that 88.7% boys and 87.5% girls go to schools in rural areas whereas this percentage rises to 98.1% and 97.6% respectively in urban areas. These figures clearly show that even the families that are sending their children to schools have not been able to educate all of their children, especially in villages. Furthermore about 8.6% parents in urban area and 7.7% in rural area send their children to private schools; proving that vast majority of population depends on the education facilities provided by the government. Hence there is dire need to increase the enrolment as well as quality of facilities in government schools.

4.3 Availability of & satisfaction with Facilities at Schools

4.3.1 Basic School Facilities

The parents were asked about the availability of basic school facilities (figure 4.5) and the level of their satisfaction with respect to those facilities (figure 4.6). Majority of the parents agreed on the availability of almost all the basic facilities except for gas, which is rarely available in schools according to the parents. When asked about their level of satisfaction, less than 12% of the parents showed dissatisfaction with the basic facilities, whereas less than 2% were highly satisfied. All the remaining respondents expressed different levels of satisfaction. The parents had least satisfaction in case of availability of furniture for the students.
4.3.3 Education Facilities

Parents were asked about the availability and satisfaction with the facilities related to child’s education such as teaching staff, computer lab, library, sports equipment, and black boards (figure 4.7, 4.8).
The facility of computer lab, library, and sports equipment is not available in all the sampled Primary schools as reported by the parents\(^\text{13}\). However the teaching staff\(^\text{14}\) and black boards are present in almost 95% of the schools. On an average, about 3% of the parents appeared to be dissatisfied with the available education facilities whereas the remaining respondents showed satisfaction at different levels. Less than 5% were highly satisfied with any of the education facility. The parents seemed least satisfied with the available number of teaching staff.

### 4.3.4 Provision of Text Books

Parents were asked about the provision of books to their children. About 99% of the parents confirmed that the schools provide text books to their children. Moreover 98% of the parents said that the books had already been provided for the current education year.\(^\text{15}\) These responses imply that the parents are not only concerned, but are also aware about responsibility of the government to provide free books to their children. Secondly it also implies that free books are being provided to all enrolled children.

### 4.3.5 Availability of facilities at Different School Levels

Figure 4.9 displays what parents say about availability of facilities and staff at different levels of schools.

![Figure 4.9: facilities Available at Different School Levels](image)

During FGDs with the parents, the following points were raised by them regarding the various facilities at schools.

1. One of the parents in 308 JB Gojra said that their boy’s school is located on the main road but there is no boundary wall. This has resulted in two cases of accidents with the students. He further said that now teachers have to stand at the boundaries during break time to watch over the children.

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\(^\text{13}\) Most of the sampled schools were Primary schools where the libraries and computer labs are non-existent generally. All the parents were asked about these facilities irrespective of the child’s enrollment in Primary, Elementary or Secondary school. The response of parents on the availability of these facilities shows their awareness with the facilities that are being provided at their child’s school.

\(^\text{14}\) This indicates that either parents are unaware of the presence of teachers at schools or there are some issues of teachers’ absenteeism.

\(^\text{15}\) This response of parents also coincides with the result of the School survey where 98% of the books had been received and distributed for the current education year in schools over all.
2. Parents in Ghulam Muhammad Abad Kamalia said their child’s school has enough teaching staff, but it needs rooms and boundary wall.

3. Female Parents in 322 JB said facility of books is not enough alone. Govt. should also provide stationery for all and uniform for most poor students. Even parents in Ghulam Muhammad Abad said Govt. should provide facilities like Danish schools in all the districts.

4. Almost all the participants suggested that same curriculum should be followed in all public schools nationally and it should be in the National language too.

4.3.6 Availability of Chowkidar

About 54% of the parents said there is chowkidar (security guard) in the school, 44% denied and 2% were unaware of chowkidar’s availability at schools (Figure 4.10)

![Figure 4.10: Availability of Chowkidar](image)

4.3.7 Parent’s Satisfaction

The parents also disclosed their satisfaction regarding teacher’s attention towards child’s queries, teaching methods and with the school administration. Parents of children who attended Secondary school were 100% satisfied, those of Elementary schools were about 95% satisfied but the parents of those who were in Primary schools were least satisfied (88%) as compared to the other two levels of schools. (figure 4.11)

This entails that the Primary schools need to improve provision of quality services as expected by the beneficiaries. The Primary schools need both physical improvements (in terms of facilities and infrastructure) as well as educational improvements (quality of teaching staff, teaching methods etc.).
4.4 Who Accompanies Child to School

There is a small percentage of parents who informed that any family member accompanies children to school. Owing to thinly spread Secondary schools, the percentage of children accompanied by family members is relatively high. Overall, majority of the parents have acknowledged that the children in all levels of school mostly commute alone or in groups. (figure 4.12)

*During an FGD, teachers in GGHS 379 JB said that the students, who walk to school from nearby village within a radius of 3 km, feel tired when they reach schools. Consequently, these students do not participate actively in the class activities. Therefore, the government should provide transport facility in such distant schools, especially for girls.*

4.5 Information about School Council

A total of 268 respondents/parents were surveyed. Out of these, only 23% of the parents were aware of the presence of the SC, 18% informed that they were the members of SC and only these 18% were invited for the SC meetings. About 17% of the parents accepted that the SC was fully functional and only 12% rated the SC performance as good or excellent. (figure 4.13)

*During FGD with parents, most of the parents admitted their unawareness with the existence of the SCs. The general SC members suggested that teachers should build a strong relationship with the parents and community members to encourage participation of parents in matters relevant to school education.*

This pyramid (figure 4.13) shows that although the parents should be well informed about the SCs, yet they are ignorant about the existence of SC by and large. This might be one of the reasons that only few parents are highly satisfied with performance of the education institutions. The parents, being unaware of any such mechanism, do not raise issues and devise solutions in SC meetings. Hence, the SCs are not serving the purpose for which those have been formed.
4.6 Out of Pocket Expenditure

Article 25-A of the constitution of Pakistan gives the right of free and compulsory education to all children between 5-16 years of age. In other words, the parents are set free from any kind of financial burden in support of their child’s education. While considering this initiative of the government, the report tried to probe into the practical implementation of the article at the grass root level. (Table 4.1)

<table>
<thead>
<tr>
<th>Type</th>
<th>Frequency</th>
<th>Frequency</th>
<th>Rural</th>
<th>Urban</th>
<th>Overall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Admission Fee</td>
<td>Once</td>
<td>Yes (%)</td>
<td>8.8</td>
<td>14.3</td>
<td>9.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>104.5</td>
<td>107.5</td>
<td>105</td>
</tr>
<tr>
<td>Monthly Fee FTF</td>
<td>Monthly</td>
<td>Yes (%)</td>
<td>99.6</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>20</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>Examination Fee</td>
<td>Annually</td>
<td>Yes (%)</td>
<td>26.7</td>
<td>7.1</td>
<td>24.6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>39.2</td>
<td>27.5</td>
<td>38.8</td>
</tr>
<tr>
<td>Books/Note books/Stationary Cost</td>
<td>Random</td>
<td>Yes (%)</td>
<td>99.6</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>666.1</td>
<td>800</td>
<td>677.6</td>
</tr>
<tr>
<td>Maintenance Fund</td>
<td>Random</td>
<td>Yes (%)</td>
<td>8.4</td>
<td>3.6</td>
<td>7.9</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>17.7</td>
<td>10</td>
<td>17.3</td>
</tr>
<tr>
<td>School Leaving Fee</td>
<td>Once</td>
<td>Yes (%)</td>
<td>17.6</td>
<td>10.7</td>
<td>16.9</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>97.1</td>
<td>150</td>
<td>100.7</td>
</tr>
<tr>
<td>Student Fund</td>
<td>Random</td>
<td>Yes (%)</td>
<td>5.9</td>
<td>3.7</td>
<td>5.7</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average Cost (Rs)</td>
<td>72.9</td>
<td>100</td>
<td>74.7</td>
</tr>
</tbody>
</table>

The parents pay different types of fee to the school under various heads. The table above displays that almost all of the parents pay Rs 20 on average as the monthly fee to the schools which is a clear violation of the Article 25-A. Not only this, but some of the parents reported that they also pay admission fee, examination fee, school leaving fee, maintenance fund, and student fund. On an average, a parent has to bear Rs 678 for purchase of books, note books/ stationary for each of his child as and when required.¹⁶

Some of the parents are hand to mouth and cannot even afford to pay Rs 20 monthly. Moreover, in an average family size of 7 members¹⁷, the sum of Rs 20 becomes a multiple of the number of school going children, hence encumbering the parents with a due lump sum amount every month. Therefore, the government needs to look into this matter where the system is operating against the provisions of the constitution, thus creating hindrances in the path of education of the masses.

¹⁶ These averages are based purely on the information provided by the parents who were surveyed. The amount has been averaged for the convenience of the reader. It is significant to note that these figures were provided by parents in the first month of the education year.

¹⁷ Calculated from the data collected through Beneficiary Assessment Survey
Chapter 5: School Analysis

This Chapter deals with the availability of monetary resources at school level, expenditure of schools, and government’s efforts to implement the RTE. The team has interviewed head teachers, senior teacher and school council members to assess the situation on ground. The most difficult part of the survey was to audit the cash books and FTF registers of 67 sampled schools. The team put in all the efforts to get the copies of the above mentioned financial record from all the sampled schools and perform critical analysis of income and expenditure of the schools.

5.1 Do Schools Get their Funds?

District government allocates resources for schools in its annual budget; the salary and development budget are directly executed by the government whereas some resources are left at the disposal of schools. These funds are normally for the recurrent expenditure of the school; though in some rare cases special grants also pour in for construction of a room or two, building the boundary wall or purchase of furniture. There are three types of funds which are allocated to schools; including, a) School Council Funds\(^{18}\), b) Special Development Grants\(^{19}\) c) Administrative Budget\(^{20}\).

School council fund is transferred to the school councils on yearly bases. The funds are transferred to district government as block fund, which are then transferred to the bank accounts of SCs. The education department provided a list of SCs to the research team but it did not indicate the number of SCs, which received the entitled funds from district government. However, the number of SCs, which received their entitled funds, was revealed by the cash book data of the respective schools.

The analysis of the cash books shows that during FY 2012-13 all the sampled Primary schools but one received the School Council fund whereas none of the Elementary schools missed the fund. Similarly administrative budget for all the sampled Secondary schools was provided in the budget books that these schools claimed form the accounts department against their expenditure on utilities and other recurrent expenditure. (table 5.1)

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Primary</th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools Received SC Fund</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>34</td>
<td>1</td>
<td>20</td>
</tr>
<tr>
<td>Administrative budget</td>
<td>Not Entitled</td>
<td></td>
<td>12</td>
</tr>
</tbody>
</table>

\(^{18}\)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.

\(^{19}\)Since the granting of right to education of every child in the province after the passing of historic 18th amendment, the provincial government has emphasized on meeting the infrastructure needs of the schools in Punjab. Every year, a handsome amount for 36 districts is 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.

\(^{20}\)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.
5.2 Do Funds Reach on Time?

To ascertain whether the allocated resources reach the schools in time, the school heads were asked questions relating to timeline of the transfer of these funds. The table below shows when the schools receive the School Council Fund according to the cash books. (Table 5.2)

<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>3</td>
<td>17</td>
</tr>
<tr>
<td>Primary</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Grand Total</td>
<td>7</td>
<td>1</td>
</tr>
</tbody>
</table>

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

It is evident from the data extracted from cash books that most of the schools receive the SC Fund in third quarter of the fiscal year, depriving schools of the opportunity to plan their expenditure at the start of the year.

5.3 Do Schools get all the funds?

PETS, while assessing whether the schools were able to receive funds, also tried to find out if the schools received all the allocated funds or was there any leakage in transfer of funds? The study reveals that the transfer of school council fund for FY 2012-13, though delayed, has overall been more than 100% in case of the Primary schools and remained above 99% in case of Elementary schools. (figure 5.1)

According to the data revealed in cash books, the Primary schools, overall, received 25% additional resources, showing government’s commitment to bridge the gap between financial resources and required facilities. On other hand, one out of 35 sampled Primary schools did not receive the SC fund during the same year hence showing a leakage of 2.86% in case of Primary school SC fund.

Whereas 100% sampled Elementary schools received 99.96% of the allocated amount; showing negligible 0.04% leakage in SC fund for Elementary schools.

5.4 Do Schools Spend All the Funds, if Yes on What?

Audit of the school cash books reveals that schools spend actually more than the allocated funds. This expenditure mainly consists of 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). The figure below shows different expenditure heads that schools spend money on.
The data gives a clear picture of how schools spend their money. Overall 44% goes to maintenance of building, 42% to administrative cost, 10% to repair and purchase of furniture, 3% to learning material and 1% to salary of additional staff by schools. A closer look depicts dissimilarities in the spending patterns, for instance primary and elementary schools spend majorly of funds (58%) on repair and maintenance of building whereas Secondary schools spend major chunk on administrative cost. Spending on furniture remains between 7% and 13% at all levels and learning material between 2% and 4%. Primary schools spend 3.5% of their resources on hiring additional staff as compared to Elementary and Secondary schools that spend 1% of their resources on additional staff.

Calculation of average expenditure under different heads gives a different dimension to the study. The self-explanatory table 5.3 below shows the average spending of schools as mentioned in the cash books.

**Table 5.3 Average Expenditure of schools against different heads**

<table>
<thead>
<tr>
<th>Schools</th>
<th>Average Spending</th>
<th>Admin</th>
<th>Maintenance</th>
<th>Staff</th>
<th>Learning Material</th>
<th>Furniture</th>
<th>Total Spending</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>Total amount</td>
<td>456562</td>
<td>868516</td>
<td>54240</td>
<td>30298</td>
<td>103927</td>
<td>1513543</td>
</tr>
<tr>
<td></td>
<td>Total school</td>
<td>35</td>
<td>31</td>
<td>7</td>
<td>21</td>
<td>19</td>
<td>35</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>13045</td>
<td>28017</td>
<td>7748</td>
<td>1443</td>
<td>5470</td>
<td>43244</td>
</tr>
<tr>
<td>Elementary</td>
<td>Total amount</td>
<td>618383</td>
<td>1184088</td>
<td>15500</td>
<td>85709</td>
<td>151936</td>
<td>2055616</td>
</tr>
<tr>
<td></td>
<td>Total school</td>
<td>20</td>
<td>20</td>
<td>2</td>
<td>16</td>
<td>13</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>30919</td>
<td>59204</td>
<td>7750</td>
<td>5357</td>
<td>11687</td>
<td>102781</td>
</tr>
<tr>
<td>Secondary</td>
<td>Total amount</td>
<td>2326883</td>
<td>1476344</td>
<td>32000</td>
<td>95059</td>
<td>580180</td>
<td>4510466</td>
</tr>
<tr>
<td></td>
<td>Total school</td>
<td>12</td>
<td>12</td>
<td>2</td>
<td>9</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>193907</td>
<td>123029</td>
<td>16000</td>
<td>10562</td>
<td>72522.5</td>
<td>375872</td>
</tr>
<tr>
<td>Overall</td>
<td>Total amount</td>
<td>3401828</td>
<td>3528948</td>
<td>101740</td>
<td>211066</td>
<td>836043</td>
<td>8079625</td>
</tr>
<tr>
<td></td>
<td>Total school</td>
<td>67</td>
<td>63</td>
<td>11</td>
<td>46</td>
<td>40</td>
<td>67</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>50773.5</td>
<td>56015</td>
<td>9249</td>
<td>4588</td>
<td>20901</td>
<td>120592</td>
</tr>
</tbody>
</table>
5.5 Do Schools Generate Funds

The discussion above depicts that the allocated resources do not match with the expenditure of the schools: the schools have to look for additional resources. Before we ascertain what are the main sources of schools’ income, it is pertinent to see how much do the schools generate on their own. (Figure 5.3)

With an overall average of 67%, different levels of schools generate more than 50% of their total income from their own sources. (figure 5.3)

The figure 5.4 below envisages the tale of fund collection under different heads. Overall FTF is the major contributor in resources of schools with 51% share. During FGDs, most of the teachers informed that the allocated funds are insufficient to meet schools expenditures and FTF supports them to meet the school needs. But at the same time, SC members and parents insisted on the abolition of FTF.

Major earning source in Primary schools is SC fund with 43% share whereas FTF remains major source with 49% and 55% contribution in resources of Elementary and Secondary schools respectively.
While having an overview of resources being tabbed (figure 5.5) we come to know that almost all of the sampled schools, 99% collect FTF whereas 81% also receive SC fund, only exclusion for SC fund being Secondary schools. Collection of resources from miscellaneous heads has been mentioned as “other income” that stands as a source of income for 75% schools. Additionally 18% of schools, mainly Secondary level schools, receive administrative budget mentioned in the budget books of the district government.

The tabel 5.4 (below) gives a comprehensive picture of how much funds are allocated to the sampled schools under different heads, how much they receive against these heads and how much the schools generate themselves.

<table>
<thead>
<tr>
<th>School Level</th>
<th>Primary</th>
<th>Middle</th>
<th>Secondary</th>
<th>Total</th>
<th>Total Entitled</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Received / Entitled</td>
<td>Received / Collected</td>
<td>Entitled</td>
<td>Received / Collected</td>
<td>Entitled</td>
</tr>
<tr>
<td>Faroogh-e-Taleem</td>
<td>868737</td>
<td>0</td>
<td>1048811</td>
<td>0</td>
<td>2585625</td>
</tr>
<tr>
<td>Administrative budget</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1080534</td>
</tr>
<tr>
<td>School Council Fund</td>
<td>879814</td>
<td>880000</td>
<td>999628</td>
<td>1000000</td>
<td>0</td>
</tr>
<tr>
<td>Other income</td>
<td>302289</td>
<td>0</td>
<td>78713</td>
<td>0</td>
<td>1022185</td>
</tr>
<tr>
<td>Total</td>
<td>2050840</td>
<td>880000</td>
<td>2127152</td>
<td>1000000</td>
<td>4688344</td>
</tr>
<tr>
<td>%age of total received funds against entitled [r/e x100]</td>
<td>233%</td>
<td>213%</td>
<td>446%</td>
<td>302.50%</td>
<td></td>
</tr>
<tr>
<td>Funds generated by schools (Received - Entitled)</td>
<td>1170840</td>
<td>1127152</td>
<td>3637344</td>
<td>5935336</td>
<td></td>
</tr>
<tr>
<td>%age of generated funds against total received [g/r x 100]</td>
<td>57%</td>
<td>53%</td>
<td>78%</td>
<td>67%</td>
<td></td>
</tr>
</tbody>
</table>

### 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 childrens’ “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 like availability of drinking water, clean and functioning toilets, library, play grounds, sports equipment and boundary walls etc are missing and those that are available 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 survey data reveals that school administrations charge monthly fee from students under the garb of “Education Promotion Fund” and generate a significant part of their total resources. Hence, charging fee from students on monthly basis constitutes stark violation of students’ constitutional right. In light of Article 25-A, the responsibility of financing of schooling lies on the shoulders of state, which is shifting it to the citizens. In some cases, charging of amount as small as Rs. 20 can end up depriving children from their right to education.

During an FGD with teachers in GGES 660/1, Head Teacher said that the people in that area are very poor. Even if school needs some monetary help, people are unable to contribute anything.

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 charges for education. The law also imposes penalties upon those who do not abide by the law. Passage of subordinate legislation for implementation of RTE is welcomed with optimism that government will take appropriate steps for implementation of the law in letter and spirit.

5.7 Are Schools a-political?

Religion, culture, economy, climate, politics and many more; there can be a number of factors that can influence education. To measure political influence, the survey has used direct technique by asking the head teachers if they had faced any political influence or were they aware of any political influence on the education department. About 97% of the Head Teachers denied any incidence of political influence at schools (figure 5.6). Of the remaining 3% who affirmed the political influence, half reported that such instances happened once and the remaining half reported more often occurrences (figure 5.7).
The HTs were also asked to share any observation related to political influence in education department generally. Six cases (9%) were reported where 3 (4.5%) were related to the appointment of teachers at schools and for the remaining 3, one case each (1.5%) was related to transfer of teachers, disciplinary actions and to the academic results, in the same way (figure 5.8).

*It was revealed during FGD with the teachers that three rooms at GBE school are occupied by DDEO office. The school is furnished, yet students of three class rooms have to sit without shelter.*

![Figure 5.8 Political Influence over Education Department](image-url)
Chapter 6: Conclusion and Recommendations

6.1 Conclusions

Following the School Pisa report III conducted for the purpose of analyzing various aspects of Education sector relating to budgetary allocation and disbursements, service delivery and beneficiaries’ satisfaction, provides insight into education sector performance in District Toba Tek Singh. Review of the district education budget and school cash books, interviews of the district education managers, head teachers and the parents, FGDs with the teachers, SC members and the parents have provided quite reliable data for this report. After analysis of the data the research study has reached to following conclusions:

Budget allocated by the government is the main source of financing for any sector of the economy; this study has probed into this matter in detail. The share of the non-salary budget has remained below five percent of the total current education budget over the years as against the 12% allocation suggested by MTDF. The funds allocated to government schools to run their day to day affairs are also insufficient in comparison with actual annual expenditure of the schools. This study not only reveals insufficiency of resources but also affirms the delays in the disbursement of the allocated funds. This situation forces the schools to generate funds from their own sources including charging informal fee from students. The informal fee includes FTF, admission fee, examination fee, student fund, maintenance fund and school leaving fee etc. Where more than 50% of the resources for recurrent expenditure are generated by the schools, FTF has been found as the major source of their earning. This trend is completely against Article 25-A of the Constitution of Pakistan.

In addition to the insufficient budget allocation, delayed delivery of funds is also an obstacle for schools to ensure purposeful spending of these resources during a fiscal year. It was also witnessed that most of the sampled schools in Toba Tek Singh district receive their SC funds in 3rd quarter of the financial year, making it tough for school administrations and their respective School Councils to prioritize the expenditures. The situation gets further worse when the meager financial resources do not fully reach the schools as per the allocations. The study has also tracked leakage in the non-salary budget as well as in the SC fund allocations to the schools. A leakage of 2.86% in the SC fund of Primary schools and a negligible leakage of 0.04% in the SC fund of Elementary schools during the FY 2012-13 has been witnessed. As far as the non-salary budget is concerned, the revised budget presents an over spending of resources for the same FY with varying trends of leakage and over spending in the other comparative years.

The study also discusses the various aspects of service delivery in detail. The overall enrollment in the education year 2013-14 has increased by 6.17% as compared to the last year where the number of boys who have entered school has surpassed the number of the enrolled girls in the same year. The girls have performed better as compared to the boys where 93% of the girls passed the exams in the year 2013-14 against 76% of the boys. Most of the HTs in all three levels of school hold masters degree and few hold bachelors degree. However 51% of the teachers at Girls Primary schools are qualified below Bachelors. The allocated posts for the teachers decreased to 1.4% whereas an analysis of the filled-in posts shows that about 91.5% seats were found filled in 2013-14 as against 93% in last year. This shows that there are more vacant seats in the recent year as compared to the last year. The data also revealed that only 88% of the teachers were present in Elementary schools on the day of survey, whereas more than 90% teachers were present at Primary and Secondary schools.

As far as the condition of class rooms is concerned, the HTs informed that there are about 14% schools on average that require major repair and 22.9% schools on average that need minor repair. Almost 95.6% of the class rooms in all sampled schools had electricity connection. The secondary schools were found much better in terms of available facilities as compared to the Primary and Elementary schools. Library, Science lab, Gas, Staff room for teachers, Separate toilet for girls, and play areas were the rarely available facilities at schools, as notified by the HTs. However the parents informed that the schools were also deprived of gas facility and sports equipment for the students in addition to the other missing facilities highlighted by the HTs. Besides all the missing facilities, the parents and the HTs both agreed that the
text books had been received and distributed to more than 97% of the students this year by mid of April, and the parents seemed quite satisfied with the teaching methods, teacher’s attention towards child’s queries and school administration in Elementary and Secondary schools as compared to the Primary schools.

As far as the School Councils (SCs) are concerned, only about 23% of the parents were aware of the presence of the SCs. Interestingly, most of the parents who were aware, knew it because 80% of them were its members. Moreover the SCs were performing the entitled responsibilities less frequently than required. According to the information provided by head teachers: 30% SCs never monitored attendance of the teachers; 24% never made efforts to increase the admissions of students; 26% never worked for any physical improvement of the school and 48% never tried to organize co-curricular activities in the schools. Despite the fact that data shows low level of SC performance, 74% of the HTs expressed some level of satisfaction with the performance of the SCs, may be because head teachers themselves were chair persons of the School Councils.

The survey also revealed the fact that various officials made a number of visits to the sampled schools during the year. The M&E assistant and the M&E Officers made maximum visits in all the schools, thus looking into different matters of school such as: meeting with the HTs, teachers, observation of classes, facilities and to check the school records.

The survey also probed into presence of any political influence in the affairs of education sector as it was witnessed that schools are not completely apolitical. As far as resource allocation and overall performance is concerned, political influence can have serious impact on public education sector. Fortunately, a very small number of incidences of political influence have been experienced and reported by the HTs. Overall, there is a very low level of political influence in any kind of administrative or other matters of the school.

6.2 Recommendations

To keep pace with the changing needs of time, education sector must undergo regular reforms. In the current situation, as results of PETS suggest there is need to bring reforms in budgeting, overall functionality and management of the education sector. The concerned authorities should look into this matter at the earliest. Based on the findings of the survey, following recommendations are put forward:

a) The provincial and district governments should stop the violation of article 25-A of the constitution by putting an end on charging of any kind of formal or informal fee at schools. After passing of ‘Punjab free and compulsory education ordinance 2014, the government should make sure that students are not charged and the “voluntary” fund allowed in the law must remain voluntary. District governments must issue orders to the schools to strictly abide by the law and the monitoring teams, already working in the field, must also check this aspect during their visits to schools in future. The monitoring team should also track the disbursement and leakages in SC funds as revealed by the cash books.

b) The provincial and district government should bring non-salary budget allocation 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) It is essential to prioritize education budget to comply with the constitutional rights; 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. Government should amend the free and compulsory education law to add a clause 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.

d) The school councils established for betterment of the schools have been found lacking the initiative according to the findings of the report. 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 hence ensuring the community participation in the management of the schools.

e) Though government has been working on provision of missing facilities but the data reveals that the primary schools have remained somewhat neglected, even in the case of vacant positions of the teaching staff. It is recommended that 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 rate 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.
Following the School Paisa! Report III – District Toba Tek Singh

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