Following the School Paisa!

Report IV - District Jhang

“Our Money Our Responsibility”
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Acronyms

AEO Assistant Education Officer
BAS Beneficiary’s Assessment Survey
BE Budget Estimate
CBO Community-Based Organization
CPDI Centre for Peace and Development Initiative
DEO District Education Officer
DMO District Monitoring Officer
EDO Executive District Officer
EDO F&P EDO Finance and Planning
FGD Focus Group Discussion
FTF Farogh-e-Taleem Fund
FY Fiscal Year
GDP Gross Domestic Product
HH Household
HHHs Household Heads
HT Head Teacher
ICT Information and Communication Technology
IT Information Technology
KII Key Informant Interview
M & E Monitoring and Evaluation
MDGs Millennium Development Goals
MTDF Medium Term Development Framework
NGO Non-Government Organization
NSB Non-Salary Budget
PETS Public Expenditure Tracking Survey
PILDAT Pakistan Institute of Legislative Development and Transparency
PKR Pakistani Rupee
PSLM Pakistan Social & Living Standards Measurement
RE Revised Estimate
RTE Right to Education
SC School Council
UC Union Council
UNICEF United Nations International Children’s Emergency Fund
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CPDI and Budget Reforms

Budget reform has stayed a hallmark endeavor of CPDI since the past many years. CPDI has worked over the years on issues related to budget. A number of research reports have been launched and advocacy initiatives undertaken to ensure that budget processes are followed, budgets are participatory and need based. 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 a part of this ongoing intervention, CPDI has conducted Public Expenditure Tracking Survey (PETS\textsuperscript{1}), after its successful implementation in various countries, including India, where it was highly successful.

\textsuperscript{1} PETS is a tool aimed at monitoring how much of public resources reach intended target groups and at diagnosing problems in service delivery so as to identify bottlenecks in program implementation and to generate information that will improve government decision-making process. It examines the manner, quantity and timing of release of resources to different levels of government, particularly the units responsible for the delivery of services and resources reaching beneficiaries.

Executive Summary

The research study “Following the School Paisa” is an extensive study conducted by Centre for Peace and Development Initiatives (CPDI) in collaboration with Ilm Ideas in district Jhang. District Jhang is one of the low performing districts of Punjab in terms of education and has a primary net enrolment rate of 52% for girls and 58% for the boys. Based on the education score, the district has been ranked at number forty four at national level and twenty two at provincial level\(^2\). Given this poor ranking the current study aims to analyze the state of education in District Jhang; capturing both the demand and supply side of the education system. Public Expenditure Tracking Survey (PETS) has been used as a research tool for this purpose, which provides an effective means of investigating the ground realities by incorporating every possible dimension pertinent to education.

The study covers various dimensions, which include tracking budgetary allocation and leakages, looking for the available facilities and the level of satisfaction of parents, the level of awareness of the parents, the income and expenditure of the schools, information about the school councils, monitoring and evaluation mechanism, and income and expenditure patterns of schools among others. The highlights of the findings of the study are shared as follows.

The non-salary budget shows an upward surge with no leakage in the last three years, but the share remains less than 2% of the total current budget in the current FY 2014-15. About 69-73% of the current budget is allocated for primary education and 21-23% for secondary education; however the share of non-salary budget in primary and secondary education falls below 1% and 4% respectively. The primary schools are entitled to PKR 20,000 each and elementary schools are entitled to PKR 50,000 each per annum. The data however illustrates a leakage of 22.2% in the school council funds allocated to elementary schools during the FY 2013-14. The insufficient non-salary and SC fund allocation combined with the leakages in the allocated funds leaves no other option for the schools, but to generate funds on its own. The parents reported paying PKR 20 per month per child to the schools as Farogh-e-Taleem fund (FTF). The study shows that about 57.5% funds are self-generated by the schools and Farogh-e-Taleem fund constitutes about 36.6% of the total income of the schools. About 97% of the parents informed of paying the FTF every month.

The study further revealed that the enrolment has increased from 14,812 students in 2012-13 to 14,970 students in 2013-14. Moreover the percentage of students who passed the exams has increased from 86.25% 2012-13 to 87.45% in 2013-14. The remaining 12.55% of students did not manage to pass the exams, which can be attributed to two major reasons. First issue is the teachers not having undergraduate degrees leading to the lack the capacity to impart quality education. The data shows that 40% primary school teachers, 23.8% elementary school teachers, and 12.7% secondary school teachers have undergraduate degrees. Secondly, the unpunctuality and irregularity of teachers in the schools can cause delay in completion of syllabus, thereby increasing the burden on other staff members as well, as the data shows that teachers’ attendance was less than 100% in all types of schools.

\(^2\) Alif Ailaan Education Ranking 2014: District Profile
An analysis of the availability of facilities at schools revealed that some of the classrooms in sampled schools were in need of minor and major repairs, about 8.4% class rooms in boys’ schools and 6.2% class rooms in girls’ schools did not have electricity connections. Around 94.3% schools did not have libraries and science labs, 30.7% lacked functional toilets, only 15% primary schools had separate toilet for girls, 52.3% did not have enough space for students, 26.1% had no boundary walls, 76.1% lacked play areas, 80.7% lacked staff rooms, 22.7% did not have electricity connection, none of the schools had gas connection and about 93.2% schools used well/ bore hole as source of drinking water in the sampled schools. Despite the reported high number of schools lacking the basic facilities, around 97.7% schools had distributed text books to the students till April 15 in 2013-14.

The study also shed light on the existence of school councils, their performance and level of awareness of the parents with the presence of SCs. The results brought us to the conclusion that although the SCs existed in all sampled schools and 75% of the HTs think they are functional, yet 58% SCs never monitored attendance, 42% SCs did not make efforts to increase admissions, 83% SCs never arranged for co-curricular activities, 46% SCs never made efforts to bring physical improvements and 89.7% SCs never arranged teachers on a temporary basis at times of need. On the other hand, only 17.3% of the parents knew about the presence of SCs, 15.1% were the members of the SCs, 13.9% were invited for SC meetings, 11.6% believed SCs were functional and 7.7% found the SC performance good or excellent. This implies that a very small percentage of SCs are actually performing the assigned functions and very small percentages of parents are actually aware of the presence of SCs in the district.

Last but not the least the study brought us to the fact that although the public schools should regularly be visited by the public officials, the EDO education and DEO and DMO made very few, if any, visits to the schools and about 98.9% schools were visited by the M&E assistants. In 97.7% schools the M&E officials checked the school records among others while only 3.4% of them met the SC members. This implies that the monitoring mechanism is focusing more on the accountability of the school staff but gives least priority to the performance of the school councils. The study also brought us to the fact that the culture of political interference is almost non-existent in district Jhang where about 98.9% HTs denied any kind of political interference in their schools.

The findings of the study signify the need of serious attention by the government in not only bringing physical improvement in schools and providing for better facilities, but also to train the teachers, and school council members for their positive role in increasing the literacy rate of the district and in boosting the quality of education. The research study concludes with providing a set of recommendations for bringing improvement in the education system of District Jhang. The district government should make sure that the students are not charged for education hence avoiding the violation of the Punjab Free and Compulsory Education Act 2014 as well as Article 25-A of the constitution. The NSB should be increased up to 12% of the total current education budget as recommended in the MTDF and the education department should build its strength for the efficient utilization of the monetary resources. The funds should be provided timely to the schools to ensure smooth functionality of the
education institutes. Moreover, there is a serious need to build the capacity of the SC members to improve the performance of school councils. The government should make efforts to provide missing facilities and in filling the vacant teachers’ positions, especially in primary schools. Last but not the least; the girls’ education should be promoted by running education campaigns to increase their enrollment in the schools, these campaigns need to be specially focused in rural areas.
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 realities and scarcity of resources of one’s own country. The ongoing 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 for 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 valuable 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 socio-economic 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 rate, 100% enrollment up to Elementary school level, 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 205,344 sq. km. It is a hub of various economic, social and political activities, thus, very important unit of the federation. Punjab 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

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3 Pakistan Muslim League (N)- National Agenda for real change- Manifesto 2013
4 Right to Free and Compulsory Education in Pakistan- Enforcement of Article 25-A of the Constitution of Pakistan (June 2011)
females\textsuperscript{5}. 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 has remained between 4-7\% of the total budget of the Punjab in recent years. The remaining budget is divided in other sectors of the province. The education sector budget allocated for the FY 2012-13 was PKR 67,276 million, whereas that allocated for FY 2013-14 remained PKR 74,625 million. The education budget allocation for the year 2013-14 has exceeded the last year by 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 other sectors, 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 also utilized under the intended heads.

The objective of our study is to analyze the condition of 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 PKR 41,584 million, which is 56\% of the total education budget of Punjab. The remaining amount is streamed to higher education, special education and other education related expenses. The question that arises here is that, whether the budget is actually spent the way it was assigned? During the FY 2012-13, the total revised budget observed a downfall of around 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 unsettled.

Centre for Peace and Development Initiatives (CPDI) under its project “Our Money Our Responsibility” is focusing its effort regarding the right to education in two districts of Punjab: Jhang and Toba Tek Singh. CPDI is not only performing the analysis of the budgetary allocation in education sector, but is also examining the supply and demand side information at the grassroots 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 constitues about 10\% of the total number of schools.

This is the second year of the project, in which PETS surveys were repeated for comparison with the baseline. Latest Information Technology (IT) tool smart phone based survey for data collection and activity monitoring has been utilized for conducting survey with much reduced chances of error and improved efficacy. It serves both the purposes of monitoring field activities along with the creation of direct database on the server.

The report presents interesting facts and figures through the analysis of primary, elementary and secondary education specific data and information.

\textsuperscript{5}Pakistan Millennium Development Goals Report 2013
Chapter 1: Research Objectives and 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 (SCs) 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, 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 the project, and the entire exercise of the first year would be replicated this year.

We are in the last phase of the project, which includes survey of 88 schools in District Jhang and 66 schools in District Toba Tek Singh. 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 Jhang for the last phase of the second year of the project.

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6 Respondents for beneficiary assessment survey (BAS) were identified through convenient sampling.
1.3 Research Analysis Framework

Research 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 for 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:

$$\text{Capitations Grant Received (RE)} - \text{Intended Capitation grants (BE)}$$

$$\text{Intended Capitation grants (BE)}$$

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 (KIIs) 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, provincial 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

Like the third PETS an advanced Information and Communication Technology (ICT) tool has been used for the collection of primary data in this last phase of PETS. CPDI employed the smartphones based survey for data collection and activity monitoring. 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 with enhanced efficacy. The automatically generated database keeps a track of the activities and 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 Budget Analysis

The government allocates a certain sum of money out of the total budget for education in every district. The total education budget is comprised of current and development budget. The current budget is used to incur the regular expenditures such as paying monthly salaries, repair and maintenance of building, classrooms, furniture, etc. whereas the development budget is used for the construction of classrooms, buildings, grounds, setting up science and computer labs etc. It is apparent that the schools are primarily concerned with the allocation and disbursement of current budget for the smooth working of educational institutes. Therefore, this chapter focuses on the allocation of current budget in the district, share of primary and secondary education in total current education budget with the division into Salary and non-Salary heads. The chapter concludes with the calculation of unit cost incurred by the government for each student and each public school in a particular year.

2.1 Total Current Budget for Education

The current budget for education shows a rising trend where the budget allocated in FY 2014-15 is 34.62% higher than that allocated in the FY 2011-12 and about 6.7% higher than the FY 2013-14. Figure 2.1 displays both the budget and the revised estimates for 2009-10. The highest rise in the budget allocation of 49.7% was observed in the FY 2010-11 against the lowest rise of 5.6% observed in FY 2013-14 respectively. The comparison between the budget estimate and revised estimate of a year shows that the revised estimate exceeds the budget estimate by 4.4%, 2.1% and 1.6% in the FY 2009-10, 2011-12, and 2012-13 respectively, whereas the revised budget is 6.1% and 5% less than the budgeted amount in FY 2010-11 and 2013-14 correspondingly.

Figure 2.1: Total Current Budget for Education in District Jhang (PKR in Millions)

<table>
<thead>
<tr>
<th>Year</th>
<th>BE</th>
<th>RE</th>
<th>BE</th>
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<td>2009-10</td>
<td>2357.03</td>
<td>2251.40</td>
<td>3229.59</td>
<td>3032.83</td>
<td>3737.21</td>
<td>3614.52</td>
<td>4467.70</td>
<td>4413.21</td>
<td>4716.87</td>
<td>4590.97</td>
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<tr>
<td>2012-13</td>
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<td></td>
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<tr>
<td>2014-15</td>
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<td></td>
<td></td>
<td>5031.10</td>
</tr>
</tbody>
</table>

7 Statistics mentioned henceforth are provided in two decimal places while the calculations presented in the report are based upon numerics that go up to six to eight decimal places.
2.2 Current Budget: Salary and Non-Salary

The current budget is composed of salary and non-salary budget. The salary budget is used to pay for the salaries whereas the non-salary budget is used to pay for the recurrent expenditures at schools. Figure 2.2 below shows the division of current budget into salary and non-salary allocation. The government allocates less than 3% for the non-salary expenditure while the remaining 97% goes to the salary budget. The non-salary budget has shown a mixed trend of rise and fall in the budgetary allocations, but there has been an upward surge since FY 2011-12, whereas the salary budget has been increasing since FY 2009-10. Although the non-salary budget has been increased up to PKR 69.82 million in FY 2014-15 from PKR 23.99 million in the FY 2011-12, constituting an increase of about 191%, yet the non-salary constitutes only about 1.4% of the total current budget of the current FY.

![Figure 2.2: Salary and Non-Salary division of Current Education Budget (PKR in Millions)](chart)

In an effort to track the leakages in the non-salary budget, the difference between the budget and revised estimate have been analyzed for all the years. The data shows that there has been a leakage of 11.9% and 3.5% in FY 2009-10 and 2010-11 in the non-salary budget but the years following these shows a reversed trend. The revised estimates are 87.2%, 20.9% and 23.7% higher than the budget estimates of non-salary budget in the FY 2011-12, 2012-13 and 2013-14 respectively.

2.3 Total Current Budget for Primary Education

The current budget for primary education shows a rise over the years but the budget has not increased at an increasing rate rather the percentage increase varied over the years. The budget for current FY is 32.3% greater than that allocated in the FY 2011-12 and 7.6% greater as compared to the previous FY. While analyzing the data in detail, the study comes across the fact that the non-salary budget for primary education has shown as decline of 95% in the FY 2014-15 as compared to the previous year. The salary budget, however, shows a rising trend. (Table 2.1)
The data further depicts that about 99% of the current budget for primary education is allocated for the salary head whereas 1% and less is being allocated for the non-salary head. Unfortunately, the budgetary allocations in 2014-15 depict that almost 100% of the budget has been allocated under the salary head with an insignificant amount left for the non-salary head. However, the revised estimates of the non-salary budget demonstrates an overutilization of 31%, 2683%, 30.2%, and 24.8% in the FY 2010-11, 2011-12, 2012-13 and 2013-14 respectively.

### 2.4 Total Current Budget for Secondary Education

The current budget for secondary education shows a rising trend as shown in table 2.2 below. The current budget is 36.5% greater than the budget in 2011-12, and 3.5% greater than the budget of 2013-14 respectively. While looking into the salary non-salary division of the budget, table 2.2 shows that the salary budget for secondary education comprises 96-99% of the total current budget against a small share of non-salary, constituting about 1-4%. Furthermore, in an effort to identify leakages in the non-salary budget, the data depicts a leakage of 10.8% in 2010-11 and an overutilization of 32.5%, 15.9%, and 28.9% in 2011-12, 2012-13 and 2013-14 respectively. This implies that there has been no leakage in the recent years.

The figure 2.3 below shows primary and secondary education budgets as share of total current budget. Around 68-73% of the current budget is allocated for the primary education whereas 21-23% is allocated for the secondary education. This implies that owing to higher number of schools the primary schools receive maximum allocation of the budget as compared to elementary and secondary schools.
2.5 Unit Cost

The unit cost per student and per school has also been calculated by the research team by using the district budget statistics provided in the start of this chapter and the enrolment and school statistics provided by the EDO in key informant interview. During the year 2013-14, total 294,365 students went to 1664 schools in the district, while 210885 students out of the total were enrolled in 1326 primary schools. Table 2.3 (below) tells the story of the unit cost; during FY 2013-14 the government spent PKR 15,285 on each primary school student in district Jhang out of which only PKR 129 was spent on non-salary expenditure. Whereas an average of PKR 2,430,963 was spent on each primary school with a meager average of PKR 20,587 as non-salary expenditure during FY 2013-14.

Table 2.3: Unit Cost per Student and per School in District Jhang

<table>
<thead>
<tr>
<th>2013-14 (RE)</th>
<th>Unit cost per Student (PKR)</th>
<th>Unit cost per School (PKR)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary Overall</td>
<td>Primary Overall</td>
</tr>
<tr>
<td>Salary</td>
<td>15,155.9 14,945.1</td>
<td>2,410,376.3 2643,827.5</td>
</tr>
<tr>
<td>Non-Salary</td>
<td>129.4 277.3</td>
<td>20,586.7 49,061.3</td>
</tr>
<tr>
<td>Total</td>
<td>15,285.4 15,222.5</td>
<td>2,430,963.0 2,692,888.8</td>
</tr>
</tbody>
</table>
Chapter 3: Service Delivery Assessment

A service delivery assessment survey under PETS has been conducted in 88 schools of district Jhang to analyze the supply side of the education sector. The detailed questionnaire covers the important heads such as information about head teachers, teachers, students, school facilities, school councils, monitoring and evaluation etc. The HTs in every sampled school were interviewed. However, the teachers were also interviewed as a substitute in absence of HTs.

3.1 Sampled Schools

The PETS conducted in district Jhang consisted of eighty eight schools in total where there were 68.2% primary schools, 20.5% elementary schools and 11.4% secondary schools as shown in figure 3.1 below. The figure also shows the percentage share of schools with respect to the type, where there were 19.3% boys’ schools, 31.8% girls schools and 48.9% mixed schools respectively.

3.2 Information about the Head Teachers

3.2.1 Gender and Residential Status of Head Teachers

As the sampled schools comprised boys, girls and mixed schools, therefore the survey was conducted with both the male and female head teachers at the sampled schools. Figure 3.2 below shows that overall there were more female HTs than the male HTs. There were 67%
female HTs in primary schools, 50% female HTs in elementary schools and 70% female HTs in secondary schools respectively. The rest were the male HTs as shown in the diagram below.

Moreover, the HTs were asked about their residential status. Figure 3.2 below shows that only 42% of the HTs were residents of the respective union council (UC) against 58% HTs who were non-residents. The figure also presents school level wise residential status where most of the HTs at elementary and secondary schools are non-residents against those of primary schools.

3.2.2 Level of Education of Head Teachers

The education level of the HTs is very important to ensure that they are educated enough to run the educational institutes in an efficient manner, thus ensuring improved quality of education. The HTs at elementary and secondary schools mostly held masters’ degrees and above, followed by a few holding bachelors’ degrees. However, only about 30% of the HTs of primary schools held masters’ degree, 21.7% held bachelors’ degree and the remaining 48.3% were qualified below bachelors. Figure 3.4 displays the fact that there exists a significant percentage of HTs who are under qualified for the post of HT and this matter needs to be considered by the respective government officials.
3.2.3 Work Experience of Head Teachers

Being well educated is a necessary condition to be a HT, but it is not a sufficient condition as experience is also required along with good qualification to run an educational institution. Therefore the HTs were asked to share their years for total work experience, their experience as HTs and experience as HTs in the sampled school (Figure: 3.5, 3.6 and 3.7).

About 77% HTs had work experience of ten years and more against the 9% having less than 3 years of experience. When asked about their experience as HT, about 56% had been serving as HT for ten years and more whereas only 46.6% of them had been serving in the same school for over ten years. The figures presented above also show the experience of HTs at different school levels.

3.3 Information about Teachers

3.3.1 Residential Status of Teachers

Teachers are the most important element in schools as they actually educate the masses. Punctuality education and experience of teachers are the basic traits of any teacher, irrespective of the level where he/she is teaching. Being a resident of a far flung area means that the teachers have to bear the travelling cost and invest time everyday which can negatively affect the punctuality of the teacher and that of the students ultimately. Therefore, the residential status of teachers is important information that was also made the part of the survey.

Figure 3.8 below shows that about 36.8% teachers in boys’ schools, 34.1% teachers in girls’ schools and 52% teachers in mixed schools are residents of the respective union councils.
This implies the fact that majority of the teachers belong to the UCs other than those where they teach.

3.3.2 Teacher’s Position

The survey also inquired about the number of announced teaching positions and those filled against the allocations in two years 2012-13 and 2013-4 as shown below in figure 3.9 and 3.10 respectively. The data shows that 536 teaching positions were filled in 2012-13 against 580 seats available, whereas 516 seats were filled in 2013-14 against 579 seats available. Overall the vacant seats increased up to 10.8% in 2013-14 against 7.6% in the last year.
During an FGD with the teachers, the participants expressed: *The teaching staff is insufficient at schools. The teachers should be appointed for particular subjects as teachers for some subjects are not available in schools which increase the burden on the existing staff members.* The SC members also said the same.

### 3.3.3 Teacher’s Attendance

The attendance percentage of teachers has a significant impact on the attendance of the students as more punctual teachers can better ensure the punctuality of students. The survey inquired about the teachers present in the sampled schools at the day of survey. The figure 3.11 below shows that about 95.4% teachers were present in boys’ schools, 93.1% in Girls’ schools and 92% in mixed schools. Only the mixed elementary schools had 100% attendance where all others had missing teachers as depicted by the data.
3.3.4 Level of Education of Teachers

The survey also included questions about the level of education of the teachers. Figure 3.12 below shows the level of education of teachers at different levels and types of schools. Majority of the teachers in elementary and secondary schools, that is around 53% teachers, held masters’ degree against 40% of teachers of primary school that possess qualification below bachelors. Overall most of the teachers of primary schools are not very highly qualified. Likewise, while looking at different types of schools, data shows that 63% male teachers hold masters’ degree against 44% female teachers. The teachers of mixed schools have a mixed education level where about 36.6% hold masters’ degree, 27.5% hold bachelors’ degree and 36% are educated below bachelors’ level. The teachers appointed for secondary schools should be at least bachelors to ensure that they can teach the syllabus of higher classes to the students as dexterously as required.

![Figure 3.12: Teachers’ Education in Different Levels and Types of Schools](image)

3.4 Enrolment and Pass Outs

3.4.1 Student Enrolment

The figure 3.13 below shows the number of students who were enrolled in the sampled schools in two years: 2012-13 and 2013-14. The data shows that the number of girls enrolled in schools is far greater than the number of boys enrolled in both the years. While comparing the enrolment of boys and girls in two years, we come across the fact that the boys’ enrolment has decreased slightly by 0.25% whereas the girls’ enrolment has increased by 2.2%. Overall the enrolment in 2013-14 has increased by 1.06% as compared to the last year. During FGDs the teachers said that the enrolment is quite better and the dropouts have reduced.
3.4.2 Appeared v/s passed out Students

The survey also included questions about the number of students in grade V, VIII, IX and X, who appeared in exams and passed the exams in 2012-13 and 2013-14 - as shown in figure 3.14 and 3.15 respectively. The figures show that the number of students who passed the exams remained less for all grades than those who appeared for the exams in both years. More boys appeared in exams of grade V as compare to girls, whereas the number of girls appearing for grade VIII, IX and X were more than the number of boys in both years with an exception in grade IX exams in 2013-14. This shows that although the number of girls appearing in exams of elementary and secondary level is less, however, it is more than the number of boys.
While comparing both the years, the data shows that the number of students who appeared for exams of grade V, VIII and X have declined in 2013-14 as compared to the last year but those appearing in grade IX has increased in 2013-14 as shown in the figures above.

3.5 Facilities at Schools

3.5.1 Condition of Class Rooms

The class rooms should provide the children with an environment that ought to improve their learning curve. The survey also inquired the HTs about the condition of the classrooms. The data provided by the HTs shows that about 92% class rooms in Boys’ schools, 94% class rooms in Girls’ schools and 62.3% class rooms in mixed schools have electricity connection which implies that a number of class rooms in sampled schools are still deprived of the electricity connection. The class rooms in mixed schools were in need of repairs much more than rooms in other schools where 20.2% rooms needed major repairs and 36.8% needed minor repairs. (Figure 3.16)
3.5.2 Availability of Basic Facilities

The provision of basic facilities in public schools is the responsibility of the state and it can be held accountable in absence of these facilities. Therefore, the survey also inquired about the basic facilities present at sampled schools. Figure 3.17 below shows the percentage of available facilities which include library, science lab, functional toilet, separate toilet for girls, student space, boundary wall, play are, staff room and electricity. Electricity is available in all sampled secondary schools, 94.4% elementary schools and 71.7% primary schools respectively. The primary schools lack a lot of facilities which include separate toilet for girls, play area, staff room, student space etc. Very few elementary schools on the other hand have libraries. Science labs and separate toilets for girls are almost non-existent altogether. The other facilities are available in some but not all of the sampled elementary schools. The condition of secondary schools is much improved as compared to primary and elementary schools, yet there is a need of providing basic facilities to the schools that are lacking these facilities to ensure a healthy learning environment.

![Figure 3.17: Facilities at Schools](image)

3.5.3 Drinking Water Facility

Availability of clean drinking water is another basic necessity at schools. When asked about the sources of drinking water, about 93.2% of the HTs informed that well and bore holes are commonly used sources of drinking water at schools. However, 2.3% of the HTs also informed of using piped water and other sources of water for children to drink in schools. (Figure 3.18)
3.5.4 Availability of Text Books

Like other basic facilities that are provided by the government, text books are the most important of all facilities. The timely provision of books not only saves the time of the students but also ensures in time completion of the syllabus. Figure 3.19 shows that books were received and distributed till 15th April in about 98.3% primary schools, 88.9% elementary schools, and 70% secondary schools. Maximum delay in the provision of books was observed in secondary schools.

Likewise, figure 3.20 shows that the situation has improved quite a lot in 2013-14 as compared to the previous year where now 98.3% primary schools, 100% elementary schools and 90% secondary schools received books and distributed them to the students till 15th April of the respective education year. Overall, 97.7% schools provided books till 15th April against 93.2% that provided books within the same time duration last year.
3.6 School Councils

3.6.1 Presence, Composition and Meetings of School Councils

School councils play an important role in the smooth functioning of schools. The data shows that SCs existed in all the sampled schools as shown in figure 3.21 below. When asked about the composition of SCs, the HTs also shared that the SCs comprised 56.3% parents, 14.7% teachers and 29% general members (Figure 3.22). The HTs themselves were the chairpersons of all the SCs except for one SC where the chairperson was a general member.

The SC members, during FGDs, mentioned: *Generally the active, educated and popular people are made the members of the SCs to ensure their participation in the matters relevant to schools.*

The HTs were further asked to share the frequency of the meetings of the SCs, the data in figure 3.23 shows that about 92% of the SCs hold meetings on monthly basis, 3.4% hold them on quarterly basis and 4.6% never hold any such meetings. Generally, about 10% of the
secondary schools never held any SC meeting against 5.6% elementary schools and 3.4% primary schools respectively.

![Figure 3.23: Frequency of SC Meetings](image)

3.6.2 Functionality and Satisfaction with SC Performance

The HTs were asked about the functionality of SCs. Where on one hand all the HTs in elementary and secondary school affirmed that the SCs were fully functional, on the other hand, about 36.7% HTs in primary schools considered them to be non-functional (Figure 3.24). An effort was made to find out their level of satisfaction with the performance of SC. About 58% of the HTs were neutral in opinion, that is, neither satisfied nor dissatisfied, 32% were satisfied, 5% were highly satisfied and 6% were not at all satisfied. The highest level of dissatisfaction was seen in responses of Primary school HTs. (Figure 3.25)

When discussed about the satisfaction with the SC performance in an FGD, the teachers said: *The School Councils are performing satisfactorily and there is no apparent corruption in the functioning of the SCs.*

![Figure 3.24: Functionality of SCs](image)  ![Figure 3.25: Satisfaction with SCs](image)

SCs are meant to perform certain functions which include: monitoring attendance, increasing admissions, bringing physical infrastructural improvement, hiring teachers temporarily when required and arranging for the co-curricular activities. The HTs were asked to share the
frequency with which SCs performed these functions. To our surprise, about 42% to 90% HTs informed that SCs never performed these functions. Approximately 28.4% HTs said that attendance was monitored on monthly basis, 40.9% and 34.5% said that efforts to increase admissions and bring physical improvement in schools respectively were made on yearly basis. A small percentage of HTs also informed of performing these functions on quarterly and six-monthly basis. (Figure 3.26)

Figure 3.26: Frequency of Functions Performed by SCs

During an FGD with the SC members, they said: The SCs are functional. The school council members meet with the parents whose children do not come to school regularly and try to convince them to send the children to schools. They further said: The SCs run enrolment campaigns and encourage the parents to get the out of school children enrolled in schools which has actually resulted in increased enrolment in the schools.

3.7 Monitoring and Evaluation

PETS also looked into the mechanism of monitoring and evaluation of the schools. The HTs were asked to share the fact about visits made by various government officials in schools including EDO, DEO, AEO, DMO, M&E assistant and others. Figure 3.27 below shows the percentage schools visited by these officials. Almost all the public officials visited some of the sampled schools where least visits were made in primary schools and most visits were made to secondary schools. About 5% primary schools were visited by EDO and DMO each and 10% secondary schools were visited by the AEO. Almost all the schools were visited by the M&E assistants.
The most important of all the visits are the ones made by M&E officials. Therefore, the HTs were asked to share the number of schools visited by M&E officials for some particular purposes which include: meeting with HTs, teachers and SC members, observing classes, facilities and for checking of the school records. Figure 3.28 below shows that about 98% schools were visited by these officials to check the school records, and 97% to observe the classes. Minimum schools were visited to meet the SC members of primary schools. About 60-63% visits were made to meet the HTs, teachers and to observe facilities.

While looking at the bars representing elementary schools, the data shows that almost all the schools were visited for the above said purposes but least visits were made to meet the SC members. Likewise, while analyzing the data about secondary schools, we come across the fact that around 70-90% of the schools were visited by the M&E officials for various purposes but none of the schools was visited to meet the SC members. The overall trend depicted that the least number of schools were visited to meet the SC members and most schools were visited for the checking of school records.
Chapter 4: Citizen’s Voice

After capturing the supply side of the education system, the next step was to analyze the demand side of the system to gauge the level of awareness of the parents regarding their child’s educational institute, their knowledge about respective school councils, their attention towards the child’s education, their level of satisfaction with the school facilities, and the expenditures incurred by them in educating their children. This information has been gathered using the PETS-Beneficiaries Assessment Survey (BAS), by interviewing the parents of four children from each sampled school the findings of the survey have been shared below.

4.1 Information about Parent

4.1.1 Level of Education

The Beneficiaries Assessment Survey (BAS) was conducted with 352 household heads in the district. About 95% of the HHHS were males and 5% were females. The respondents were asked to share the level of education of HHHS. Around 62.5% of the female HHHS were illiterate, 18.7% were primary pass and 12.5% were Elementary pass. The highest level of education attained by females was till elementary school. The male HHHS on the other hand were more educated in comparison to the females. About 33% were illiterate against 67% remaining HHHS who were educated at various levels as shown in figure 4.1 below.

![Figure 4.1: Level of Education of Household Heads](image)

4.1.2 Employment Status of Household Heads

When asked about the occupation of the HHHS, the data collected from the respondents showed that overall 31.8% HHHS were self-employed, 29% were engaged in farming, 27% were casual laborers, 6% were government employees, and 4.5% worked in private enterprises. Figure 4.2 below presents the gender wise segregation of the employment status of HHHS.
4.2 School Going Children, Gender Perspective

The respondents were asked to share the number of children in the sampled house who were between 5 to 16 years of age. They were further asked about the number of school going children. The table 4.1 below presents the fact that where overall 86.8% male children are going to schools, 13.2% children are still out of school. Likewise, overall 83% female children are going to school while 17% of them are still out of school. The percentage of out of school female children is greater than the percentage of out of school male children, which highlights the gender disparity prevailing in the district.

During the FGDs, almost all the participants said: People do not get their kids enrolled in schools due to poverty. On one hand, boys who can earn for the family are usually dropped out from the schools and the education of girls on the other hand, suffers due to the social issues, overall resulting in increasing the out of school children.

This table presents an eye opener to the education authorities: the enrolment campaigns are showing improvement in the enrolment rates that is also verified in the schools data presented in the last chapter while the actual situation shows that still 15% children are out of schools. This also shows that the higher enrolment rate of girls presented in the last chapter is still not enough to bring the girls at par with the boys. A lot more efforts are required to achieve the goal of sending all the out of school children to the schools.

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>School Going</td>
<td>Between 5-16 years age</td>
<td>Between 5-16 years age</td>
<td>Between 5-16 years age</td>
</tr>
<tr>
<td></td>
<td>515</td>
<td>447</td>
<td>547</td>
</tr>
<tr>
<td>Percentage →</td>
<td>86.8 %</td>
<td>-</td>
<td>83 %</td>
</tr>
</tbody>
</table>
4.3 Facilities at Schools

4.3.1 Availability of Facilities at Schools

The respondents were asked about the availability of various basic and education facilities at schools. Figure 4.3 below shows that more than 90% of respondents agreed on the availability of school building, furniture for teachers, drinking water, and washrooms. About 60-90% agreed on the availability of boundary walls, furniture for students, electricity and playgrounds. The only facility that seemed to be non-existent, as informed by the respondents, was the gas facility. The schools are deprived of gas connections as informed by the parents.

![Figure 4.3: Availability of Basic Facilities at Schools](image)

When asked about the education facilities, almost all the parents responded in an affirmative with regard to the availability of teaching staff, black boards and textbooks. However, less than 30% of them said that their child’s school had computer lab, libraries and sports equipment as shown in figure 4.4 below.

![Figure 4.4: Availability of Education Facilities](image)

4.3.2 Satisfaction with Available Facilities at Schools

When asked about the level of their satisfaction with the basic facilities available at schools, the parents were mostly satisfied; some were partially satisfied and very few very highly
satisfied. About 4-20% of the parents were dissatisfied with the available basic facilities, where 19.3% respondents were dissatisfied with the available furniture for students, 17.4% were dissatisfied with washrooms in schools and 10.3% expressed dissatisfaction with the available drinking water in schools. (Figure 4.5)

The respondents also shared their level of satisfaction with the available education facilities. The satisfaction was highest with the available facilities such as black boards, text books, teaching staff, followed by computer lab, library and sports equipment. About 15% of the parents were dissatisfied with the equipment for sports available at schools and 7.4% were not satisfied with the libraries made in schools. (Figure 4.6)
4.3.3 Availability of Chowkidar

Chowkidars\(^8\) are also found on-duty at a few public schools. The parents were asked about the availability of chowkidar in their child’s school. In response to this question, about 42% of the parents said that their child’s school had a chowkidar, about 56.8% denied the presence of chowkidar, whereas 1.1% did not know if chowkidar was present in the school or not. (Figure 4.7)

![Figure 4.7: Presence of Chowkidar at Schools](image)

During FGD, the SC members talked about the absence of chowkidar in schools and said: *There should be chowkidars in schools, particularly in primary schools.*

4.3.4 Parent’s Satisfaction

There are other factors that require consideration while we gauge the satisfaction of parents, such as the way teachers teach the students, the way they respond to the queries of the students, the effectiveness of the school administration etc is of great significance in improving quality of education. When the parents were asked to express their level of satisfaction in these aspects, about 92% of the parents were satisfied with the school administration and attention paid by teachers towards the queries of the children. About 91% parents also expressed satisfaction with the teaching methods used by the teachers. The satisfaction was highest in elementary schools, followed by primary and secondary schools. (Figure 4.8)

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\(^8\) Guard/watchman
During FGD with the parents, they said: \textit{We are generally satisfied with the education imparted in schools but satisfaction with teachers of primary schools is somewhat lower than that of other school levels.}

\section*{4.4 Who Accompanies Child to School}

The primary schools are generally large in number and located in close vicinity as compared to elementary and secondary schools. The students generally commute in groups or walk alone to schools that are close to their homes, whereas someone from the family accompanies the child to school in case the schools are located far from the residence of the children. Therefore, parents were asked to share how students go to school generally. The data collected from the parents shows that around 10\% of the students are accompanied by family members, 60.5\% move in groups and 29.3\% go to schools on their own. (Figure 4.9)
During an FGD, the teachers said: *Secondary schools are rare and situated at a distance of 15-20 km. commuting alone to the schools is particularly problematic for the girls. Therefore, the government should establish elementary and secondary schools in every union council.*

### 4.5 Information about School Council

School councils are an important part of the schools, as these councils are designed for the purpose of performing some specific functions therein. Parents are important part of the SCs and the composition of SCs generally contains a significant share of parent participation. The parents were asked if they knew about the existence of SCs, meetings of SCs, functionality of SCs and performance of SCs. Unfortunately, only 17.3% of the respondents knew about the existence of SCs and 15% of the total respondents were members of the SCs. Only about 13.9% of the parents were invited for the SC meetings and only 11.6% of the respondents believed that SCs were functional. Moreover, when asked about the performance of SCs, around 7.7% of the parents said that SCs were performing good or excellent. (Figure 4.10)

The figure below clearly depicts high level of ignorance of the parents with the existence of SCs. The ignorance of the parents can be attributed to the inactiveness of the SCs that do not take any steps to create awareness among the people regarding the presence, functions and functionality of school councils.

![Figure 4.10: Parents Information about School Council](image)

### 4.6 Out of Pocket Expenditure

The BAS also included questions regarding the various education expenditures borne by the parents for the education of their children at various time intervals. Table 4.2 below shows that the parents in district Jhang have to bear different expenditures which include admission fee, examination fee, stationery cost, maintenance fund, school leaving fee, student fund, magazine fund and last but not the least monthly fee. About 98% of the parents informed of paying PKR 406 on average as a randomly occurred stationery expense. Similarly, about 97% of the parents said that they pay PKR 20 as a monthly fee to the schools. A small percentage of parents also informed of paying other forms of expenses as already mentioned above.
The information provided in the table shows that although 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, yet the parents still have to bear some expenses out of their pockets which is troublesome for those who have low earnings and a large family size. The government should look into this matter in detail and try to release the burden of extra education expenditure off the shoulders of the parents. The Farogh-e-Taleem fund charged as a monthly fee is a voluntary fund and should be made voluntary rather than compulsorily charging it on regular basis.

During FGD with the parents, they said: *We have to pay twenty rupees every month for each child as the school fee but the schools do not charge us regularly for any other expenditure.*

<table>
<thead>
<tr>
<th>Table 4.2: Out of Pocket Expenditure</th>
</tr>
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<tbody>
<tr>
<td><strong>Frequency</strong></td>
</tr>
<tr>
<td>Admission Fee</td>
</tr>
<tr>
<td></td>
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<tr>
<td>Monthly Fee FTF</td>
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<tr>
<td></td>
</tr>
<tr>
<td>Examination Fee</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Books/ Note Books/ Stationery Cost</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Maintenance Fund</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>School Leaving Fee</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Student Fund</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Magazine Fund</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>
Chapter 5: School Analysis

After capturing the demand and supply side of the education system, the next step was to find answers to the seven very important question regarding the income sources and expenditure patterns of the sampled schools, the level of compliance with RTE and level of political influence if any in the schools. Provided below are the answers to these questions in light of the data collected from the school cash books and from the survey conducted in schools. The findings are also supported by responses from the Focus group discussions where possible.

5.1 Do Schools get their funds?

The schools have mainly three sources of Income: 1) School council fund 2) Special development grants 3) Administrative budget. The primary and elementary schools get SC funds whereas the secondary schools are entitled to administrative budget. The development grants are used to finance the major expenses, which include expenditure on infrastructure, furniture etc. whereas the SC fund is used to finance the recurrent expenses of schools. Each Primary school is entitled to PKR 20,000 and each elementary school is entitled to PKR 50,000 per year.

The survey included questions about the obtainment of SC funds and administrative budget by the schools. The data in table 5.1 below has been collected from the school cash books and shows that two primary schools and one elementary school did not receive the SC fund. Rest of the sampled schools received the respective funds as shown in the table below.

Table 5.1: SC Fund and Administrative Budget Received by Schools - FY 2013-14

<table>
<thead>
<tr>
<th>Types of Funds Received by Schools</th>
<th>Primary</th>
<th>Yes</th>
<th>No</th>
<th>Elementary</th>
<th>Yes</th>
<th>No</th>
<th>Secondary</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative Budget</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>100%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School Council Fund</td>
<td>96.7%</td>
<td>3.3%</td>
<td></td>
<td>94.4%</td>
<td>5.6%</td>
<td></td>
<td>Not Entitled</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5.2 Do funds reach on time?

The timely provision of funds to the schools is very important to ensure that schools can spend the money when and where required rather than observing delay in the execution of small tasks. The HTs were asked to identify the quarter when the funds were received in two years 2012-13 and 2013-14, and their responses have been shown in table 5.2 below.

Table 5.2: Delivery of Funds to Schools

<table>
<thead>
<tr>
<th>School Level</th>
<th>2012-13</th>
<th>2013-14</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Q1</td>
<td>8.7</td>
<td>7.1</td>
</tr>
<tr>
<td>Q2</td>
<td>17.4</td>
<td>-</td>
</tr>
<tr>
<td>Q3</td>
<td>52.2</td>
<td>60.7</td>
</tr>
<tr>
<td>Q4</td>
<td>21.7</td>
<td>32.1</td>
</tr>
<tr>
<td>Elementary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Q1</td>
<td>5.9</td>
<td>-</td>
</tr>
<tr>
<td>Q2</td>
<td></td>
<td>76.5</td>
</tr>
<tr>
<td>Q3</td>
<td>17.6</td>
<td>80</td>
</tr>
<tr>
<td>Q4</td>
<td></td>
<td>20</td>
</tr>
<tr>
<td>Overall</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Q1</td>
<td>7.9</td>
<td>5.6</td>
</tr>
<tr>
<td>Q2</td>
<td>12.7</td>
<td>-</td>
</tr>
<tr>
<td>Q3</td>
<td>58.7</td>
<td>64.8</td>
</tr>
<tr>
<td>Q4</td>
<td>20.6</td>
<td>29.6</td>
</tr>
</tbody>
</table>

The data shows that the schools mostly received funds in the third quarter in both the years. The percentage of schools receiving funds in third quarter further increased from 58.7% to 64.8% while percentage of schools receiving funds in the first quarter decreased from 7.9% to 5.6% in 2013-14 as compared to last year. Moreover, 29.6% schools received funds in the fourth quarter in 2013-14 against 20.6% schools receiving funds in 2012-13. (Table 5.2). This
delay in provision of resources hinders the schools from planning the expenditures according to their needs. The schools already have meager resources to run their day to day affairs such a delay can even prevent the provision of required materials / items to smoothly run the operations of the schools.

5.3 Do Schools get all the funds?

Delivery of SC fund to the schools has shown flexibilities and mismatches over the years. The data shows that during the FY 2013-14 primary schools in district Jhang were entitled to receive PKR 1,360,000 while the cash book record shows that these schools received PKR 1,480,000. This implies that the primary schools received 8.8% more than the allocated SC fund. Elementary schools received 5.9% less amount in SC fund the same year. An overall calculation of the SC fund entitlement and its disbursement shows that during FY 2013-14 schools received 3% in excess of the entitled SC fund (figure 5.1). It has been observed in the data that the SC funds are sometimes given less or more than the entitled amount; the access amount, most of the times, is the pending amount from the previous year. The excess disbursement to some schools can be a reason of deprivation of funds to other schools. The district government should look into this matter and ensure that every school receives the entitled amount.

Figure 5.1: Receipt of SC Funds by Schools - FY 2013-14

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

The funds collected by the schools are used to meet various expenses that include: administrative cost, building maintenance cost, salaries of additional staff, learning material, and repair and purchase of furniture etc. The cash books were checked in detail to find out which of these expenditure heads are mainly financed by the school funds. Figure 5.2 below shows that schools spent 42% of the funds on administrative expenses, 38.7% on the maintenance of building, and 17.6% on the repair and purchase of furniture respectively. An
insignificant share of the fund goes for the payment of the salaries of additional staff and for the purchase of learning material.

Figure 5.2: Expenditure Patterns at Different Levels of Schools

Moreover, an effort has been made to find out the average amount spent by each school for the above stated expenditure heads. A school on average spends PKR 32,808.2 on administrative expenses, PKR 37,050.84 on building maintenance, PKR 13,833.3 on salary of additional staff (where required), PKR 3,711.25 on purchase of learning material, and PKR 84,208.4 on the repair and purchase of furniture as shown in table 5.3 below.

Table 5.3: Average Expenditure of Schools against Different Heads

<table>
<thead>
<tr>
<th>Expenditure Type</th>
<th>Total amount</th>
<th>Admin Expenses</th>
<th>Building Maintenance</th>
<th>Staff Salary</th>
<th>Learning Material</th>
<th>Furniture: Repair &amp; Purchase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>Total school</td>
<td>59</td>
<td>1061803</td>
<td>41500</td>
<td>54295</td>
<td>82800</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>12309.25</td>
<td>22120.9</td>
<td>13833.33</td>
<td>3878.214</td>
<td>10350</td>
</tr>
<tr>
<td>Elementary</td>
<td>Total school</td>
<td>17</td>
<td>1043675</td>
<td>-</td>
<td>1455</td>
<td>350000</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>42068.12</td>
<td>69578.33</td>
<td>1455</td>
<td>175000</td>
<td></td>
</tr>
<tr>
<td>Secondar</td>
<td>Total school</td>
<td>10</td>
<td>488081</td>
<td>-</td>
<td>3630</td>
<td>746118</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>138010.1</td>
<td>69725.86</td>
<td>-</td>
<td>3630</td>
<td>186529.5</td>
</tr>
<tr>
<td>Overall</td>
<td>Total school</td>
<td>86</td>
<td>2593559</td>
<td>41500</td>
<td>59380</td>
<td>1178918</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>2821505</td>
<td>70</td>
<td>3</td>
<td>16</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>Overall</td>
<td>2821505</td>
<td>70</td>
<td>3</td>
<td>16</td>
<td>14</td>
</tr>
</tbody>
</table>

5.5 Do Schools generate funds?

The SC funds and Administrative budget allocated to schools is not sufficient to meet their expenses. Therefore the schools are left with no other choice than to generate funds on their own. Figure 5.3 shows that about 57.5% of the funds are generated by schools on their own and less than 50%, that is 43% of the total funds are those allocated to the schools. The most
prominent sources of income for schools include SC fund, administrative budget, and Farogh-e-Taleem fund along with income from other miscellaneous sources. Figure 5.4 below shows that schools generate 36.6% of the overall income from FTF, 31.9% from SC fund, 10.7% from Administrative budget and 20.8% from other sources. The diagram also depicts that primary and elementary schools do not get administrative budget as secondary schools do not get SC fund.

During an FGD with the teachers, they expressed: *The school budget allocated by the district government is insufficient to meet the needs of the schools. Therefore the schools are left with no other option than to generate Farogh-e-Taleem fund to meet the day to day school needs.*

The study, furthermore, tried to analyze the percentage of schools that tap income from various sources. Figure 5.5 below shows that about 97.7% schools generate income from FTF, 80% generate from the SC fund, 10.2% generate from the administrative budget and 42% generate from other sources which include profit earned on bank deposits, earnings from sale of trees planted in schools, donations by the philanthropists etc.
5.6 Compliance with RTE

After the 18th constitutional amendment, free and compulsory education up to the age of sixteen is now a fundamental right of every child in Pakistan. According to article 25-A of the constitution; “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, responsibility to ensure compliance with children’s “Right to Education” (RTE) rests with the state. Now, as a result of abolition of concurrent list, each province is responsible to ensure implementation of Article 25-A.

The Punjab Free and Compulsory Education Act 2014, passed by the assembly on 27th of October 2014, is the most recent development for implementation of RTE in Punjab. Moreover, a number of measures have been taken to reform the education sector, for instance; the increase in the education budget, special allocation of non-salary education budget to selected districts, formation of education commission, education committees, monitoring cell and task forces. Despite the measures mentioned above, there still exists great need to make concrete efforts to ensure implementation of Article 25-A.

The survey shows that the enrolment rate remains low; UPE campaigns have not succeeded in bringing all out of school children to the schools. Even today the schools lack adequate number of class rooms and teachers; students still have to sit on the floor and even out in open. 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).

Farogh-e-Taleem Fund has been a major contributor in the non-salary resources of the schools in the past. The fund established for collection of local contributions has become an informal tool for imposition of fee on the students. The data shows that a fix amount of twenty rupees is collected from the students per month in the name of “voluntary contribution”; this practice is clear violation of the RTE. Moreover some of the schools also collect contributions for issuance of school leaving fee certificate or maintenance fund etc. Such situation cannot be considered in line with the RTE. To uphold the constitution the government must eradicate any fee or charges being collected in schools and leave these options open only for the “real voluntary” contributions that should be result of collective efforts of the school council teachers and parents collectively.

The promulgation of Punjab Free and Compulsory Education Act 2014 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 it. Passage of subordinate legislation for implementation of RTE is welcomed with the optimism that government will take appropriate steps for implementation of the law in letter and spirit.

5.7 Are Schools Apolitical?

Of the various stumbling blocks in the way of quality education, one big hindrance is the political interference in matters relevant to school and education. The HTs were therefore
asked to share the number of political incidences observed by them in the school. Fortunately, only 1.1% of the total HTs informed of some sort of political influence at schools whereas the rest 98.9% denied any kind of political influence in their respective schools. (Figure 5.6)

![Figure 5.6: Percentage of Schools that Faced any Political Influence](image)

Although there seems to be a very insignificant percentage of political influence in the schools, yet during FGDs, some teachers accepted the fact that there is some sort of political influence in the appointment and transfer of teachers where the one’s having some political connection are posted in the close vicinity, whereas, others are posted to far flung areas.
Chapter 6: Conclusion and Recommendations

6.1 Conclusion

The comprehensive study “Following the School Paisa” has shed light on the ground realities of the education sector: particularly primary, elementary and secondary schools in district Jhang. The study presented detailed insights into the realities associated with the demand and supply side of the education sector. The analysis brings us to the conclusion that there is a clear violation of Article 25-A of the constitution of Pakistan in district Jhang as almost all the parents and teachers both informed of paying and receiving a monthly sum of PKR 20 from every child enrolled in a public school. This monthly sum termed as the Farogh-e-Taleem fund has been made a compulsory payment rather than a voluntary contribution in the schools due to the insufficient budgetary allocation to the schools.

The study shows that the current budgetary allocation for education in district Jhang is biased towards salary budget where about 97-98% of the budget is allocated for the salary expenses while a meager share of less than 3% is allocated for the non-salary expenses. An analysis of the budgetary allocation to primary and secondary schools implies that about 68-73% of the current budget goes for primary education and less than 25% is allocated for secondary education. The budgetary data also brings us to the conclusion that the non-salary budget of FY 2014-15 has increased by 191% as compared to that in FY 2011-12 but it still remains nominal as compared to the salary budget. The leakage in the non-salary budget does not seem to exist in the FY 2013-14, rather an over spending is witnessed.

A trend of increase in revised budget of education has also been observed which shows that: (i) the government understands the increasing needs of the education sector and tries to fulfill these needs with whatever resources are available at the time of revision of the budget in the month of April. (ii) The department lacks proper planning; instead of making need based budget a traditional low allocation is made at the start of the fiscal year which ultimately needs a substantial revision towards the end of it.

A detailed investigation from the head teachers about the condition of schools showed that a large number of schools are deprived of most of the basic facilities which include libraries, science labs, functional toilets, boundary walls, student space, staff rooms, play grounds, sports equipment and gas facility etc. Moreover according to HTs majority of the classrooms required either major or minor repair. The absence of these basic facilities affects the quality of education in schools either directly or indirectly. The satisfaction level of parents did not seem to be very high with the available facilities. The government should try to provide for the missing facilities to increase the satisfaction of the beneficiaries and also to provide a learning atmosphere for the children.

Service delivery is on one hand linked with the provision of required financial resources while on other hand it depends on the quality of the human resource and its commitment to the cause of education. The study presents that 48% head teachers in primary schools are under qualified and don not hold bachelor’s degree. Moreover 40%, 24% and 13% teachers in primary, elementary and secondary schools are educated below bachelor’s degree. Overall the number of vacant seats of teaching staff in sampled schools increased up to 10.8% in
2013-14 against 7.6% in the last year. While probing into teacher absenteeism, the study shows that on the day of survey about five percent teachers in boys’ schools, seven percent in Girls’ schools and eight percent in mixed schools were not present in the schools.

The study in an examination of the presence and functionality of school councils brought us to the conclusion that where all schools have SCs, not all of them are fully functional as a significant percentage of school councils are not performing the assigned functions. Even the parents are mostly unaware of the presence and functionality of SCs. The low level of performance of SCs not only explains their inactiveness in promoting education but also implies their inability to play their roles in mobilizing the people, creating awareness and contributing in the betterment of education sector. The government should take the matter in hand, train the SC members to run education campaigns, and ensure public participation in improving the education sector.

Last but not the least, in an attempt to find out about the existence of monitoring and evaluation culture in the schools, the findings reveal that the schools are visited by different officials from time to time. Almost all the sampled schools are visited by the M&E Assistants and M&E officials, which shows that the schools in Jhang do have a culture of monitoring. However, the purpose of visits varied; where the most visits were made to check the school record books and the least visits were made to meet the SC members. This on one hand implies that the inflow and outflow of the cash is checked regularly to ensure that there is no leakage and corruption, whereas, on the other hand, the school councils are found to be the most deprived element of the education sector. The government should make efforts to reform the existing school councils through the engagement of active public participants along with training the teachers and head teachers to manage the SC affairs regularly and efficiently.

In the light of the findings of the study discussed in this report, it would not be wrong to say that it is the need of the hour to educate the general public about the significance of education, and their role in bringing improvement in the education sector through social accountability. Although it is not the sole responsibility of the government to improve quality of education, yet, the government is responsible to bring physical improvement in school infrastructure and provide for the basic facilities. A coordinated effort of the general public with the government officials can bring about tremendous change in the education sector of district Jhang.

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 a need to bring reforms in the need based 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 Act 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.

b) The very low allocation of non-salary budget in the district does not fulfill the needs of the education sector. The government must cater for the needs of the schools while making allocations in the budget and the overall allocation must be brought in line with the MTDF recommendations i.e. at least 12% of total current budget.

c) Zero leakage in allocated resources for education is encouraging trend but it is very fragile; over utilization of resources indicates that budget allocations are not properly planned. The district government must improve the financial management by prioritizing the needs at the start of the fiscal year instead of the time when budget is revised in last quarter of it.

d) Timely provision of the resources is also important; data shows that schools have not been receiving the SC fund in time. Therefore, it is recommended that the SC fund must be disbursed to all schools in the first quarter of the fiscal year.

e) 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 as required by the Punjab free and compulsory education Act 2014.

f) To stop teachers’ absenteeism the school councils must be made part of the monitoring mechanism by improving coordination of monitoring staff and the SC members. It should be made mandatory on the M&E staff to meet at least one SC member during monitoring visit to the school and inquire about regular presence of the teachers. Strict disciplinary actions should be taken against those teachers who are found absent without prior approval of leave as per policy.

g) Though government has been working on provision of missing facilities but the data reveals that a visible number of schools remain neglected of many of these facilities. It is recommended that along with increase in NSB the government should strengthen its drive for provision of missing facilities including the sports facilities and equipment. Moreover repair and maintenance of the schools needs to be given equal importance and owing to the urgent and dire need the government should make sure that all the buildings requiring repairs are repaired during next fiscal year.

h) To fill all vacant posts the government should allocate resources in the budget of next fiscal year and fast track the recruitment process. After completion of recruitment process only qualified teachers should be appointed as head teachers in the primary schools. To address the matter of under qualification of teachers the government must engage these teachers in advanced courses and on job education.
i) Increasing enrolment rate in the schools is a healthy sign but the data depicts that there are still 13% boys and 17% girls out of schools. District education authorities must launch targeted campaigns to bring all out of school children to schools while special focus must be given to enrolment of girls.

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.

**Lessons Learnt**

- Public Expenditure tracking Survey is a quite technical exercise that requires a lot of digging-in the record books as well as understanding of the budget and funds disbursement mechanisms from province to districts and then from district to school level. To get this task done a team with experience of ordinary surveys might face more difficulties as compared to the one who has more understanding of the budget, government records, working of the government departments and the style of government record-keeping.

- ‘PETS’ is a time taking exercise because it involves lot of traveling, record review and calculations. While planning a PET survey these factors must be kept in mind and sufficient time, enough number of research team members and adequate financial resources must be pooled.

- Data held at different offices might not reconcile because of different reasons including inability of the officials to timely update the record, unavailability of trained human resource at schools level to keep the financial record, division of the required data in the record books of different institutions. Therefore it is very important to introduce built-in cross checks in the survey so that no mismatching data creeps in the survey record.

- A PETS data set contains lot of variety and is normally very huge; the number of data entries might cross hundreds of thousands as it did in the case of this study. With such huge size little mistake might raise questions on the validity of entire data set. To avoid data discrepancy and minimize the chances of mistakes a multi-layer monitoring mechanism on the field activities, data entry and analysis needs to be placed. A solution that this age of technology provides us is to make the data collection live and transparent for the virtual monitors while keeping the field monitoring mechanism intact, this is what CPDI team did before starting the third survey. Data collection with the help of tools that make it available to the desk monitors the moment it is collected in the field makes it possible for the monitors to look for mistakes or any calculation errors and seek corrections or re collection of data on the same day. This technique does not replace the field monitoring unit rather it strengthens their efforts and brings accuracy and reliability in the data.

- Budget books are the largest data available for a PETS exercise but the challenging part about the district budget book is that it contains the traditional budget heads that sometimes do not support a sector specific study. For example a district current
budget book contains separate budget for each secondary school but there is no head that shows allocation for any specific elementary school, rather it has to be found in a budget head named district office elementary education or deputy district officer elementary education (a block allocation\(^9\)), similarly one cannot find a separate allocation for any specific primary school because there are tehsil wise block allocations for the primary education. More over even the allocation of the regularly disbursed SC fund is not traceable in the budget book. The development budget is trickier because it does not have any sort of sector division at all, rather all the development schemes are divided on the basis of the nature of work required instead of the name of the sector where those funds would be spent. The situation stated above make the study more difficult, time taking and mind boggling. Before embarking upon the PETS the research team must try to get complete understanding of the budget books that they would be reading to extract data. Secondly they must not confine themselves to the visible budget lines only; rather they should search for each single budget entry in the budget book that might relate to their area of study and then probe for its actual link to the specific area in that sector. Constant contact with the office of EDO finance and planning helps in resolving these issues because they are the people who have written these budget items in the specific budget heads. A close working relationship of the CPDI research team with the EDO F&P helped understand and resolve such tricky issues during the Public Expenditure Tracking Survey in district Jhang and Toba Tek Singh.

\(^9\) Block allocation is a budgetary term that means allocation of funds to a certain sector without dividing it to subunits. For example allocation of a lump sum amount for entire sector of primary education instead of dividing it into administrative offices, monitoring units, training units or schools will be called block allocation.
Centre for Peace and Development Initiatives, (CPDI) is an independent, non-partisan and a not-for-profit civil society organization working on issues of peace and development in Pakistan. It is registered Under Section 42 of the Companies Ordinance, 1984 (XLVII of 1984). It was established in September 2003 by a group of concerned citizens who realized that there was a need to approach the issue of peace and development in an integrated manner. CPDI is a first initiative of its kind in Pakistan. It seeks to inform and influence public policies and civil society initiatives through research-based advocacy and capacity building in order to promote citizenship, build peace and achieve inclusive and sustainable development. Areas of special sectoral focus include promotion of peace and tolerance, rule of law, transparency and access to information, budget watch, legislative watch and development.