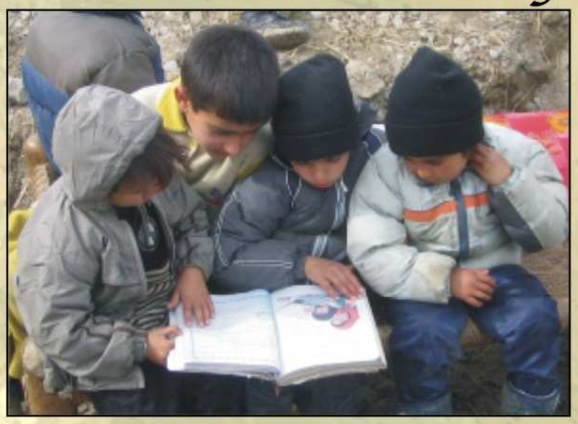
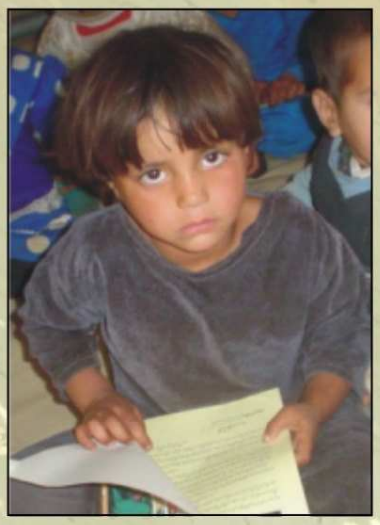
Education Governance in Pakistan

An indicative study





PAKISTAN
COALITION
FOR EDUCATION
PCE

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The information contained in this report is based on field research including interviews. Qualitative judgements made here are based on the analysis of verifiable quantitative data and experiences and perceptions of respondents while comparing these with already existing studies relevant to the subject.

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Executive Summary

The present study conducted by Rivets Centre for Policy and Research for Pakistan Coalition for Education confirms the inequalities between regions, communities, schools, girls and boys across Pakistan. Education governance system determines the overall performance of the school and quality of education. Many essential resources are missing in selected schools including basic infrastructure such as electricity, play grounds, furniture, library and textbooks. It was found out that disparities exist between semi urban and rural schools in terms of access to drinking water, better infrastructure, electricity, library and trained teachers.

The ultimate goal of the education system is to provide children with life skills and quality education to broaden their horizons so that they can contribute to the development and growth of the country through their social, political and economic participation. The findings tell us a different story of the current education system, which is failing to provide an environment and opportunity to every child to become effective participant in her/his own growth and learning and towards country's development. One of the major expected outcomes of education governance system is to achieve the goal of quality education but the information from the focus groups and data collection depicts a different situation. The insufficient training of teachers results into lower learning achievements of students. One of the EFA goals is to increase enrolment at secondary school level. It is also a part of the Dakar commitment (2000). There is need to integrate students into secondary level who complete their primary level. Our research findings show that there is a slight increase in number at secondary level, but larger inequalities exist between the rich and poor communities as a greater number of students drop out due to poverty and related reasons.

A major commitment made at Dakar is that the governments will make a significant increase in their spending on education. But Pakistan did not increase the budget for education in the country. Insufficient investment in education budget shows a lower political will of the government to improve the education system and make it accessible to every child despite all the commitments made at Dakar convention on Education For All (EFA) in 2000.

The social and economic constraints magnify the gender disparity in education. Due to the presence of SMCs, higher enrolments of girls have been noticed in few schools but a gap in access to education between girls and boys remains bigger. Decentralization in education system has made the financial and administrative matters less complicated due to the reduction in the lengthy procedures for approval of projects and small financial transactions. But some confusion is still found among different stakeholders during interviews and survey. Data shows that role of SMCs could have been very effective through their involvement in decision making processes and proper understanding of their role and responsibilities. In a discussion with focus groups, it was noticed that there have been misunderstandings, overlap and complexities about the role of SMCs in school management and decision making. There was not enough coordination between different stakeholders of schools management about planning, implementation and monitoring of all the activities.

Data shows that there is some improvement in teacher and student attendance and increased awareness among communities if we draw a comparison with the past. But it remains thoroughly insufficient.

Financial systems are unclear and there is still confusion about the financial powers among district government, education department, school administration and SMCs. The members of

SMCs and community were usually uninformed of any decision made by district education department or administration due to a communication gap. It was also mentioned in the focus group that there are too many reporting lines which make the process more complicated to understand.

It was evident from the data that due to the lack of communication and coordination between the stakeholders, a good working relationship could not be established between the stakeholders and all the actors in the management of schools. Lack of coordination created ambiguities on the issues of teacher training, transfers, hiring of new staff, monitoring, and quality of education and over all learning of students.

The new school governance system after devolution of power to the districts in 2001 required a plenty of preparatory work before the implementation of the plan. Some necessary steps needed to be taken in order to prepare all the stakeholders accepting and adopting the new transition. Awareness raising and capacity building were the most important steps before the implementation as the community and school management did not have the capacity to run the new decentralized system without a clear understanding of its structure.

The majority of the community members, teachers and education department were not ready to work in the decentralized school governance system because of non familiarity of changes. Every school has a different understanding and mechanism of implementation of the governance system and there was a lack of uniformity among provinces and districts.

The concept of decentralization in education is a powerful way to engage marginalized communities in the process, but the implementation missed out the most important component of developing a new system through capacity building. The concept requires competencies, commitment and understanding of the major and crucial change in education system. There is a need for political will and sensitization to bring effective outcomes from the education system. The results from schools would have been very positive and encouraging, if necessary trainings and awareness had been given to the people responsible for the implementation of the process that includes communities, School Management Committees, head teachers, education department and the administration. It was also very important to empower the local school management committees and head teacher to make the process participatory. This could not take place.

It is confirmed by the study that the best way to achieve the goals of EFA is to bring together community, local government, students and teachers. A participatory institutional arrangement can connect them all for collective action and learning. There is a need to provide an orientation of the system, processes and the purpose, so that SMCs can take the ownership of decentralized school governance system and play and participate in making education better. The role of SMCs is very important but SMCs need to be more active and should understand their roles and responsibilities.

Continuous trainings at all levels will result in better performance and clear understanding of the roles and responsibilities. Special skills are needed for managing programmes and there is a need to develop interactive trainings for the members of SMCs and district government to become real managers of the programme. It is a major responsibility of the government and education department to design training programmes and refresher courses for the teachers and continuously review the performance and learning to make appropriate changes regularly.

Local people should be hired with preference given to women and political interference in appointments and transfers of teachers must stop immediately. Such syllabus should be introduced which promotes creativity and sensibility in students and not hatred and prejudices. Pakistan is still far from reaching the goal of EFA and need to make serious investment in education sector so that the enrolment can be increased. One of the commitments made at Dakar was to reduce the gender disparity but ironically the number of drop out among girls is increasing. There is a need to design programs focusing on girls.

Background

Access to quality education for all is a long standing issue that is seldom discussed in the mainstream media and remains marginalized in the country's public discourse. According to the Constitution of Pakistan, state is responsible "… to provide basic necessities of life such as food, clothing, housing, education and medical relief for all citizens, irrespective of sex, cast, creed or race" [Article 38(d)]; " and "… to remove illiteracy and provide free and compulsory secondary education within a minimum possible period" [Article 37 (b)]. " The state shall provide free and compulsory education to all children of the age of Five to Sixteen years" [Article 25-A]; Moreover the article 26-1 of Universal Declaration of Human Rights (UDHR) also mentions the right to education, it states, "Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit". But the statistics about education in Pakistan present a depressing picture; the official literacy rate is still 56% and that too is characterized by wide male-female and rural-urban disparities. Dropout rates are high across the country, and only 30% of children receive secondary education. The gender disparity is evident here as well, for 'only 22 % of girls, compared to 47 % boys, complete primary schooling (World Bank) .

The picture is bleaker when it comes to assessing the quality of education, teacher-student ratio, teacher absenteeism, the capacities of teachers and the school facilities. According to a survey, only 0.3 million teachers are imparting education to 10.7 million children in 63,000 schools, indicating a gross shortage of teachers. On the ground, some 30,000 posts of teachers are vacant in schools, while 15 % teachers are absent. The state of missing facilities in schools can be imagined from the fact that still 10,925 schools are without safe drinking water, 19,636 without lavatories, 20,018 without electricity, 6,626 without buildings and 3,517 consist of one room only (UNDP/SDPD, 2009). It is also obvious that Pakistan's performance against all education targets has been abysmal weather it is EFA goals or MDGs targets. We have been lagging behind our regional partners in fulfilling our commitments. World Economic Forum's latest Global Competitiveness Report ranks Pakistan 117 out of 134 countries in terms of quality primary education (SPARC, 2008).

The country's expenditure on education, around 2% of its GDP, is the lowest even in South Asia although UNESCO has recommended to at least raise the spending to 4% of the GDP many years ago. In addition to meagre public spending on education all these gaps and challenges also point at the dismal state of the education governance in Pakistan. There are challenges in areas like inert-tier roles and responsibilities (Federal-Provincial Governments; Provincial-Local Governments and within Local Governments), policy and planning, education financing and political interferences. Governance itself is a contested concept, and various interest groups rely on different sets of definitions to refer to governance.

Keeping this scenario in view, Pakistan Coalition for Education (PCE) designed a research on "Education Governance" which was conducted by RIVETS-Centre for Policy and Research. The basic idea of this research initiative was to develop district-based scorecards to rank a given district in terms of its performance against selected indicators for education governance. This research also sought to problematise the concept of governance in education to be able to forge a consensus as to what we actually mean by governance, and what indicators need to be pulled together to approach the very concept in a holistic nature.

Thus the overall purpose of the study was;

'To rank the district/regions in terms of their performance against selected indicators for education governance and to monitor their progress over an extended period of time'.

The document in hand is the report of this research study conducted from April to June 2010 in 11 districts/units of Pakistan including Kech and Quetta (Balochistan), Matyari and Hyderabad (Sindh), Gujranwala and Mianwali (Punjab), Lower Dir and Abbottabad (Khyber Pakhtunkhwa), Muzaffarabad (AJK), Gilgit, and Islamabad Capital Territory.

Research Methodology

The research was commissioned by PCE to conduct the study on the current situation of education governance in selected districts across Pakistan. The research team was provided with a list of indicators to design the study.

The methodology was:

1. Reviewing and analyzing documents, reports, and other materials related to the work of PCE regarding education in general and education governance in particular;
2. Visiting the PCE office to conduct detailed interviews with PCE staff and the research material available;
3. Distributing a questionnaire to selected schools and district education department staff;
4. Conducting focus group discussion in all four provinces to discuss the problems related to educational system and governance at all levels.

In order to undertake this research, a combination of both quantitative and qualitative methods was used to collect primary data. In addition, secondary data was collected from research reports, articles in journals, government documents and other archives. The research team collected and analyzed the data and was required to submit a report including findings, good practices/recommendations, and suggestions.

The purpose of this study is to identify and analyze the key issues for education governance. The study also covers selected aspects of political, administrative and social issues faced by the school. Good governance results into better educational outcomes like enrolment rates, teacher attendance, expenditures and budgets, community participation, decision making practices, the flow of funds and the performance of all the stakeholders at all levels. Bad governance, on the other hand holds back progress keeping millions of children out of school. The following analysis of data shows how the governance and decentralized education system at primary and secondary level has impacted the lives of people. The study highlights the best practices and the challenges of implementing the current governance system of education. The details of research methodology are as under:

Selection of Districts

The selection of districts which gives a representative sample for this study was a challenging task. As per the instructions provided by PCE, 11 districts were to be selected, 2 from each province and one each from AJK, Gilgit-Baltistan and ICT. To make this selection more representative and inclusive, multiple factors were considered, which are:

1. <u>Semi-Urban/Rural Population and Corresponding Infrastructure</u>

   It was advised by PCE that this research study should be conducted in predominantly semi-urban and rural districts of Pakistan. The very first factor that was kept in mind while selecting districts, particularly from provinces, was the semi-urban and rural population and corresponding infrastructure. Therefore, one predominantly rural and one semi-urban district were selected from each province.

2. Regional Diversity

Regional diversity was the second factor that was considered while selecting districts. It was ensured that districts with diverse geography, income levels, languages and ethnicity are selected for the purpose of making this study representative.

3. Gender Disparity

Gender Disparity was the third factor for the selection of districts. Within provinces and other administrative units, districts with higher gender disparity and lower gender disparity were opted in order to collect more succinct information and analyze data against gender inclusive indicators.

In the light of above mentioned factors, following districts were finalized as the research locale:

1 Kech (Balochistan)
2 Quetta (Balochistan)
3 Lower Dir (Khyber Pakhtunkhwa)
4 Abbottabad(Khyber Pakhtunkhwa)
5 Gujranwala (Punjab)
6 Mianwali (Punjab)
7 Hyderabad (Sindh)
8 Matyari (Sindh)
9 Muzaffarabad (AJK)
10 Gilgit (Gilgit Baltistan)
11 Islamabad (Federal Capital Territory)

Development of Questionnaires

Following the literature review, two questionnaires were developed by RIVETS keeping in mind the research needs. These questionnaires targeted school and district management and contained close-ended and open-ended questions. The questions aimed at assessing the situation of school and district management against defined governance-related indicators. (See questionnaires in annex)

Selection of Field Surveyors

A total of 22 field surveyors, 2 from each district, one man and one woman, were selected to conduct survey in the field. The selection criteria for surveyors are as follows:

- understand the objectives and goals of the research;
- have good analytical and reporting skills;
- have skills in qualitative and quantitative data collection techniques;
- have knowledge of the area and population (the data collectors should be local);
- must have prior experience of data collection preferably in similar projects
- have good command in local languages;
- must be willing to travel and spend the majority of their time in the field during data collection period;
- be able to follow the guidelines and focus on required elements of research.

Orientation Workshop for Surveyors

Two orientation workshops were organized, one for the surveyors from Sindh and Balochistan and the other for the surveyors of Punjab, Khyber Pakhtunkhwa, Gilgit-Baltistan, AJK and Islamabad. During the orientation workshop, participants were trained on research methodologies and using the questionnaires. As per TOR of the study, 20 schools, 10 each of girls and boys, were to be selected from each district. The participants in the workshops through random sampling selected 20 schools from each district, also keeping in view the representation of at least two tehsils/towns/talukas from each district and the ratio of secondary and primary schools.

Pre-Testing

The questionnaires were pre tested in 12 schools of Mianwali. Minor adjustments were made in questionnaires to collect more appropriate and understandable information.

Data Collection

Finally, the questionnaires were filled in 220 schools of 11 selected districts and with 35 representatives of district education management by field surveyors. These questionnaires were filled through interviews with school management and representatives of district education management; i.e. EDO, DEO etc.

Focus Group Discussions

Three focus group discussions were conducted in Quetta, Hyderabad and Islamabad to collect qualitative information regarding education governance. (See guidelines for FGDs in annex).

Key Informant Interviews

Six key informant interviews were conducted with educationists and government officials in education departments/ministry.

Data Analysis

The data collected from field was entered, processed and analyzed in Statistical Package for Social Scientists (SPSS) software and graphical presentations were prepared in Microsoft Excel. Qualitative data was also analyzed by the research team and key findings and recommendations were prepared.

Literature Review

Governance

After reviewing the internal documents provided by PCE and external literature available in the form of academic papers, journal articles and published reports, we have come up with a simplified definition of governance as Governance, by definition, implies the inclusion of citizens as primary stakeholders in decisions affecting their lives and thereby ensuring participation in implementing these decisions and the public sector management as Public Management comprises mechanisms that ensure effective delivery of services to the citizens by the state.

Hirst & Thompson (1999) distinguish between governments and governance, where government deals with the institutions of the state that control and regulate life in a community, while governance is the control of an activity by some means that a range of desired outcomes are achieved—is however, not just the province of the state. Rather, it is a function that can be performed by a wide variety of public and private, state and non-state, national and international institutions and practices. Also, "Governance is a set of institutional arrangements that assigns authority to public officials and the public at large. It defines the way elected and appointed officials are chosen and the lines of accountability that exist between them and the people they serve (Stephen R.Aiello et al, 2008)"

Decentralization

During the last decade, there has been a visible shift in governance mechanisms led by the state to decentralized systems led by a number of new stakeholders, previously excluded from the matters of decision making processes and the management. The process of decentralization has significantly extended the involvement of the community in decision making in various sectors including education.

The new local government system in Pakistan was introduced in 2001 and all the political, administrative and fiscal responsibilities were devolved from the provincial governments to the district administration including education, health, district coordination, community development, social services, environment, finance, etc. All the departments had to be run by the provincial governments while the policies were to be made by the Federal government whereas the delivery and services remained at the district and sub district level. There was a serious gap in coordination, information and cooperation between the federal, provincial and district level departments. `

After decentralization, the citizen community boards (CCBs) were formed to monitor the decisions and progress at grassroots level besides undertaking developmental activity. But they mostly remained confined to proposing and running small-scale projects.

Main Reasons for Decentralization

It is obvious that governments have the maximum resources for social services including education but civil society initiatives have demonstrated more successful and community-oriented programs in education and other social sectors. There had been a wide gap between the government and the communities in policy making, planning, and implementation of different programmes. There has also been a disconnect between community and the government

regarding inclusion of local voice and representation in policy making, programme development and design of different projects. The absence of local context had serious consequences on the outcomes of the programmes started by the government and the quality of those programmes had been compromised in all sectors of development. The absence of local context on undermining is one of the crucial reasons for decentralization. The idea of decentralization and the devolution plan in Pakistan were to involve communities, local government representatives, subsequently district and local level departments in the process of decision making to identify their real needs and address them in an appropriate way for equity and progress at all levels. Decentralization gives more power to community and other stakeholders, which bring more transparency to be held accountable to each other. Qureshi, 2003, explains that decentralization makes monitoring effective and reduces the cost and makes projects sustainable due to community involvement.

Stakeholders' participation in decision making, planning and implementation processes of the government improves the quality and efficiency of programmes and projects. However, there are serious issues around governance in Pakistan due to several reasons including poor planning, lack of communication and capacity to understand the devolution of power and local government system which certainly affected several programmes in different sectors including education.

Education Governance

In recent years, there has been a great deal of emphasis on restructuring education and the related issues are being conceptualised and attempted to be addressed proposing a variety of approaches. The need for collaboration and cooperation in running the matters of education that facilitate civil society strengthening is becoming increasingly important around the world.

During the last decade, several changes had been made in the education system worldwide. A number of conferences and meetings were held across the world where people got together to make a global commitment to quality education and make it accessible to everyone. In order to achieve the goal to make quality education accessible to children even from the remotest areas and the most vulnerable communities, it was realized that the structure of education system needed to be changed in the way it is managed. A world education forum conference was held in Dakar in April 2000 on EFA (Education for All). Representatives from more than a hundred countries discussed the issues and their solution regarding education and made a commitment to EFA goals that every child will have access to school and quality education by the end of 2015 by bringing effective changes in their practical policies and good governance which will bring effective leadership at the local level. At the same time all the participant countries made a commitment to eliminate gender disparity by the end of 2005.The world education forum was followed by Millennium Declaration New York in September 2000 to reaffirm the goals of education.

According to EFA Global Monitoring Report 2009, there has been tremendous progress in education sector in several countries after the Dakar declaration and they have been setting examples that through effective policies and leadership, great progress towards education can be possible. However there is still much to do in order to achieve the goals of quality education. The successful implementation of new policies and programs in education is not the case in many other countries due to lack of effective governance system, proper planning, and more inclusive approach (EFA Global Report 2009).

Education Governance cannot be improved in isolation from other sectors and without introducing fundamental structural changes in the body politic of the country as "Inequity in

education is linked to wider disparities in the distribution of power, wealth and opportunity. And it is perpetuated by policies that either tolerate or actively exacerbate an unfair distribution of life chances – policies that fuel the transmission of poverty across generations (EFA Global Report 2009)."

Decentralization of Education:

Quality education always makes great contributions towards the economic and social development of any country. The importance of quality education has always been the centre of attention for the world as education brings revolutionary transformations; social change and economic well-being. There are some countries in the world that made tremendous progress by initiating innovative approaches to education which brought those countries to the highest level of economic progress and well-being. The governance systems of many countries have gone through a shift from centralized governance system to decentralized system to include all the stakeholders including those at grass root levels. There has been a growing trend of decentralization of education system to transfer power and decision-making authority to local unit of government as "Decentralization is a framework, which empowers community members who are actual stakeholders to make decisions for development and improvement of education system at grass root level (Dawood, 2003)." According to Fiske (1996), Educational governance system deals with the changes in the way school-systems go about making policy, generating revenues, spending funds, training teachers, designing curricula, and managing local schools. The decentralized governance system makes effective participation of community, parents, teachers, administration and management in decision regarding curricula, funding, and projects, monitoring to assess teacher and student performance, and overall quality of education. It recognizes that without the inclusion of local community, school management and teachers, government would not be able to make policies and address the issues of education appropriately. The purpose of the school governance system is the effectiveness of educational system in terms of quality, transparency, accountability and better conditions of life for the people eventually, the underprivileged and vulnerable members of the society who have generally been excluded from being the beneficiaries of any social services and had a little access to education.

Decentralization Efforts in Education in Pakistan

During the past several years, many programmes have been initiated by governments to improve the education system and make schooling available to all citizens of the country in order to enhance the living conditions of people through improved economic development in order to achieve the goals of development, government realized the need to decentralize education and the school system to be more grassroots-oriented in order to achieve the goals of efficiency through accountability, financial responsibility, decentralized power sharing, involving community and all the stakeholders through their effective participation. It also aims to build an effective and efficient relationship and coordination between national, provincial and district education departments with the help of local leadership at all levels to meet the goals of effective governance in education system. For this purpose school management committees (SMC) were formed in each school. These committees included community members, parents and teachers. The major responsibilities of these committees are monitoring teacher absenteeism, student and teacher performance, and managing funds for different projects.

It has been almost a decade since Pakistan made a commitment to EFA (Education for All) and had gone through a major transformation of the governance systems at schools. It is very important to study the education governance system in Pakistan to find out the major

achievements, challenges and future prospects. There have been several studies and researches conducted worldwide to assess the major achievements of education governance and identify major gaps and challenges around the issue. Most of the studies revealed several factors which impact the effectiveness of governance system. Literature review shows that there are gaps in the implementation of new governance systems in schools and need a lot more effort to make the system effective. In order to study the effectiveness of education governance system, PCE (Pakistan Coalition for Education) decided to conduct a research on education governance in selected districts and commissioned Rivets to identify the major achievements, gaps, challenges and current situation of education in selected districts and also develop score cards to reflect the performance of selected schools in identified districts.

Data Analysis and Key Findings

1. Education Management

1.1 Net Enrolment

Net enrolment is one of the basic indicators to measure the effectiveness of governance of education sector. The survey shows that Khyber-Pakhtunkhwa leads in net enrolment with ratio of 91.1% followed by Islamabad (80%) and Punjab (71%). The net enrolment in urban areas is higher as compared to rural areas.

1.2 Involvement of School Management in Planning and Budgeting

The results show that school management which is commonly comprised of head teacher/head master/head mistress has a significant role in planning and budgeting in only 28% of the total schools where this survey was conducted. The results further elaborate that these schools do better in educational outputs like net enrolment, infrastructure facilities, formation and performance of the School Management Committees (SMC), dealing with external pressure and teacher training opportunities as compared to those schools (72% of the total) where there is no involvement of school management in planning and budgeting.

Figure 1:

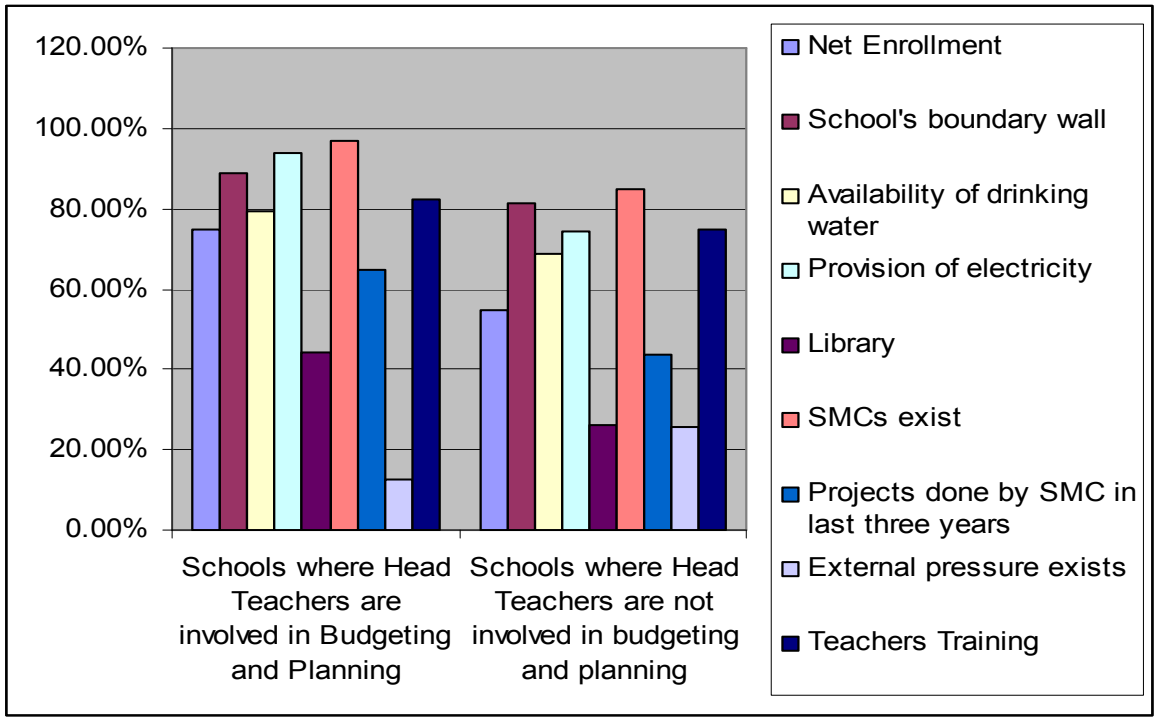


Table 1:

	Schools where Head Teachers are involved in Budgeting and Planning	Schools where Head Teachers are not involved in Budgeting and Planning
Net Enrolment	74.60%	54.60%
School's boundary wall	88.90%	81.10%
Availability of drinking water	79.40%	68.60%
Provision of electricity	93.70%	74.50%
Library	44.40%	26.10%
SMCs exist	96.80%	84.90%
Projects done by SMC in last 3 years	65.00%	43.60%
External pressure exists	12.70%	25.40%
Teachers Training	82.50%	74.60%

A total of 91.4% respondents of the survey conducted with the district education management stated that school management is involved/consulted in planning and budgeting process. While interacting with school and district management, it came out that the general pattern of school-district coordination in annual budgeting is limited to: a) setting targets and planning budgets against these targets by the school management; b) asking for recommendations for budget allocations by the district management. Even this trend is very rare as only 28% schools make their own budgets as per their needs. Unfortunately, the school management which takes part in annual planning and budgeting of the school is found unaware about the incorporation of their recommendation in district education budget. Where as 80% respondents of the survey with district education management tell that the recommendations received by the schools are included in district education budget.

Information gathered from school management largely contradicts what district management claims. The coordination between districts and province is very weak as the budget making process is completely centralised and the district education management is unaware of what happens with their recommendations in provincial budget. The school management admits that they are rarely asked to send their recommendations. In focus group discussions conducted with teachers and key informant interviews with EDOs, it was found out that no formal district education plan is prepared which should describe the vision, strategy, initiatives vis-à-vis EFA and MDG targets, desired educational outputs and budget. The budget allocation for education is considered as the district's education plan.

The whole budget making process, which education is a part of, is secretly conducted by the executive and no consultation with community or other stakeholders is undertaken. Only 8.6 percent of the respondents from district education management were of the view that budget is made public or presented for the feedback. Even the elected representatives have no role in budget making process although they are the ones who approve the budget. The findings of the research confirm that enhanced school-district-provincial coordination and consultation in planning the yearly targets and allocating budgets can improve the educational outputs on ground. The planning and budget making process should be conducted through a bottom-up approach while school management should have a basic role in identifying the needs and preparing budgets for schools. District and provincial

governments should take lead in drafting education plans in consultation with all key stakeholders, particularly school management and community representatives.

1.3 Role of School Management Committee (SMC):

School Management Committee is an integral part of the school management, which is responsible for administering the overall affairs of the school from identifying the development and infrastructure needs to the implementation and monitoring of development projects. The SMC comprises parents, teachers and community members, and this unique composition makes it a true representative body wherein all the stakeholders are involved. School Management Committee can be very useful in enhancing educational outputs at local level, as separate funds are allocated for these committees to design and implement school development projects. In a few areas of Balochistan and Sindh, these committees are generally known as Parent-Teachers Associations (PTAs) or Parent-Teachers Management Committees (PTMCs).

For the study, 220 primary and secondary schools were surveyed and it was interesting that the schools with SMCs have performed better than the schools without SMCs. The results show that 87% schools have SMCs, fully or partially functional, while 11% schools simply do not have the SMCs or they are not functional at all. No information was available for 2%.

The schools where SMCs were functional seemed to have performed better than the ones without the SMC in terms of net enrolment, availability of improved infrastructure facilities, trained teachers, community involvement and coping up with the external pressures. It is found in the survey that 68 % respondents were of the view that most of the school-going-age children of the area of the schools with SMCs go to school, as compared with the 30.4% respondents of the schools without SMCs who opined that most of the children of school-going- age attend the school.

The following table further gives a comparative analysis of the schools with SMCs and schools without SMCs.

Table 2:

Facilities	Schools with SMCs	Schools without SMCs
Outer Wall	85.3%	77.3%
Drinking Water	77.7%	40.9%
Electricity	83.7%	59.1%
Course Books	83%	86.4%
Play Grounds	51.9%	34.8%
Library	30.7%	30.4%
Involvement of management in budgeting	34.1%	8.7%
Community involvement in school activities	55 %	26.7%
External Pressures	19.9%	26.1%
Teachers training	81.9%	50%

In response to the question of rating priorities for the betterment of education and schools, the teachers and respondents from schools with SMCs emphasized on the need of economic resources (38%) while 13 % gave priority to human resources, 14 % wanted to improve syllabus, 11 % wanted to make schools free from political pressure and 12 % found the infrastructure development the most important component. On the other hand, schools without SMCs rated about the same priorities with a slight difference in percentages.

One of the major responsibilities of SMCs was to run and manage projects funded by the government for the improvement of schools. The survey results from 220 schools show that only 50% of SMCs designed or implemented projects in last three years. Punjab leads the other provinces, AJK and ICT, where SMCs are present in all surveyed school (100 %) and Balochistan comes at last with SMCs in only 45.9% schools. Women participation in SMCs is only observed in girls' schools where women teachers and mother parents are part of SMCs.

During the focus group discussions, disparities were found between semi urban and rural schools. When asked about the status and the effectiveness of the SMCs, respondents mentioned that there is not much difference in the performance and effectiveness of SMCs in both kinds of schools. The role of SMCs is found less effective than it was anticipated due to the negligence of the district government, insufficient interest of community and the issues of accountability.

The data and focus group discussion reports show that the role of SMCs is not very effective as there is a noticeable tendency for centralization of decision making at district level under devolution. In most of the schools the SMCs exist and have some functional role but majority of the SMCs do not have a clear understanding about their roles and responsibilities. Since they are not aware about their roles and responsibilities, they are intimidated by school administration, education department and other government officials by saying that how the common people of SMCs would go through the process of audit, although there is no audit on the funds of SMCs as per rules. There are serious issues found in the formation of SMCs and their capacities to run projects and assess the quality of schools, syllabus, and teacher and student performance. It was noticed that SMCs are more likely to be interested in funding and running the projects than participating in a widely discussed plan of improving the quality of education and stimulating the behavioural changes among parents, communities and teachers.

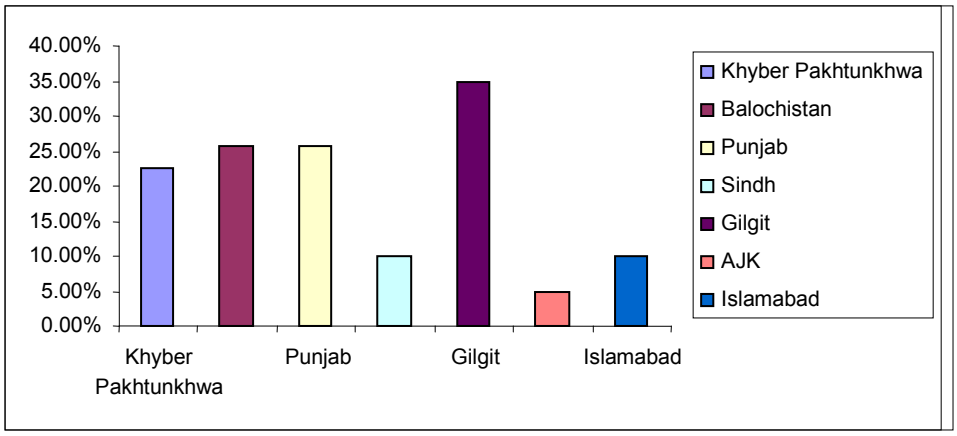
With all issues of effectiveness and performance as discussed above, SMCs have a significant role in ensuring the participation of all stakeholders in running the affairs of schools. The role and work of SMC directly contributes towards better education governance by including community, teachers and parents in decision making processes and management of the school.

1.4 Managing External Pressures:

According to the results of survey with school management, majority of the respondents stated that political influence is the most common external factor whereas the percentage of other influences like tribal, religious or feudal is considered low.

Following diagram gives an analysis of existence of external pressure in each province:

Figure 2



Khyber Pakhtunkhwa 22.5 %, Balochistan 25.6 %, Punjab 25.6 % and Sindh 10%, Gilgit 35%, AJK 5% and ICT 10%.

Gilgit is the only area where the sectarian pressure is observed at quiet a higher scale, i.e. 35%. In survey and interviews with district education management, it was highlighted that political pressure exists which directly influences both district and school management. 60% of the respondents of the survey conducted with officials of district education management think that political pressure is the major hurdle in obtaining maximum educational outputs. Political influence is mostly used in appointing and transferring teachers and education officials. Local MNAs and MPAs use their influence to transfer and appoint people of their own choice. Results show that 57.5% of respondents, from both school management and district management, are of the view that EDO- Education plays a major role in appointments and transfers but even there decisions are influenced by the local politicians. According to 30% respondents, MNAs/MPAs have the final say in all appointments and transfers.

Although, district education management is clear about its responsibilities but they are forced to put up with a lot of political pressures in daily routine. It is also seen that no special education cadre is developed or trained to run the education departments, and when the issue of appointments and transfers get politicized, there remains a fear that people from entirely different background would come to serve in education department. Unless political or other kinds of interferences are not stopped, education governance and the overall educational outputs can never be improved.

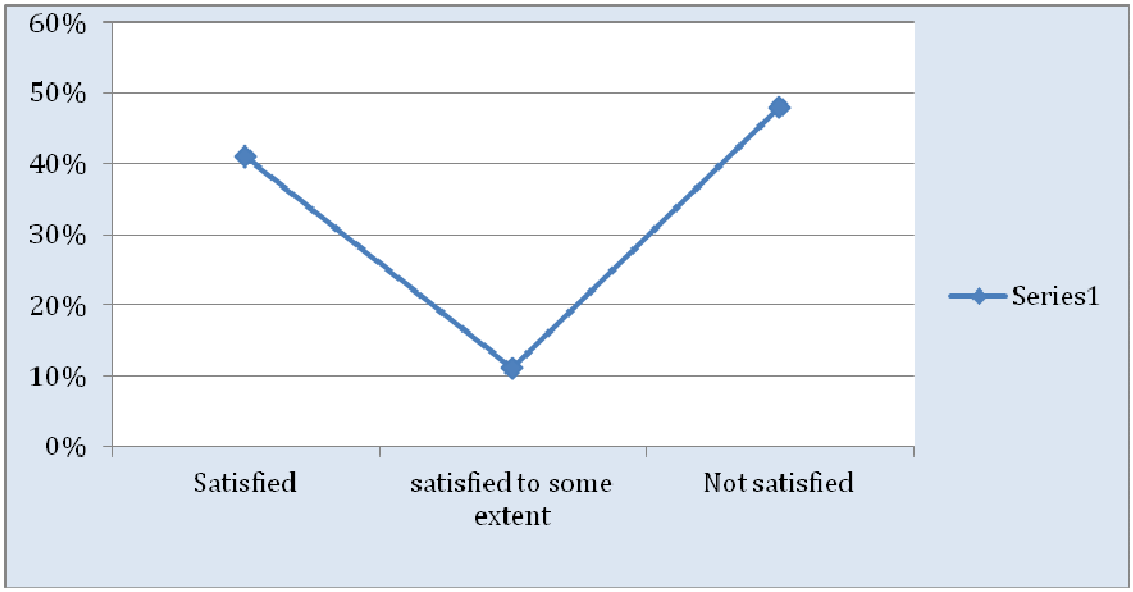
1.5 Community Involvement and Monitoring

It was found out that the role of UC's Education Monitoring Committees (EMCs) is very limited and ineffective. They rarely meet to discuss the management issues of schools or monitor the quality of education services of the area. Although, the question regarding UC's education monitoring committee's visit was included in the questionnaire but the number of responses gathered against this question is marginal. The mechanisms could have been very positively used if the members knew their roles and responsibilities and school management realized that these committees can actually help school to improve its services.

In the survey, school management was asked about the community involvement in curricular and extra-curricular activities of the school. The school management was not much satisfied with the involvement of community in school's affairs. Like teachers and students, community is also one of the most important stakeholders in education governance and their insufficient involvement certainly results in poor education governance.

Figure 3:

Community Involvement in School Activities (Teachers' View)



2. Teaching Quality

2.1 Role and Involvement of Teachers

Teachers in any society are considered role models for their students as well as general public. They are the ones who should inspire the children in class rooms through their dedication, love and knowledge. The responsibility to develop a culture of the class room, friendly or unfriendly, primarily lies with the teacher. The responsibilities of a teacher are not only limited within the class room but also include the improvement of overall environment of school and liaison with local communities. Even if these responsibilities are not written in any rules book, the teachers have the potential to initiate such actions like ensuring community involvement, etc.

It is a general finding throughout the study that majority of both primary and secondary school teachers are not satisfied with their nature of job, location of school and most importantly their salary structures. These factors affect the overall performance of teachers in and out of class rooms; for instance, in SMCs, planning and budgeting of the school, etc. The survey shows, which covered 220 schools from all four provinces, AJK and ICT, only 28% head teachers take part in annual planning and budgeting of the school. 50% of SMCs in these schools are ineffective as the teachers hesitate to take a lead role. Community involvement is limited to participate in school activities if these are held.

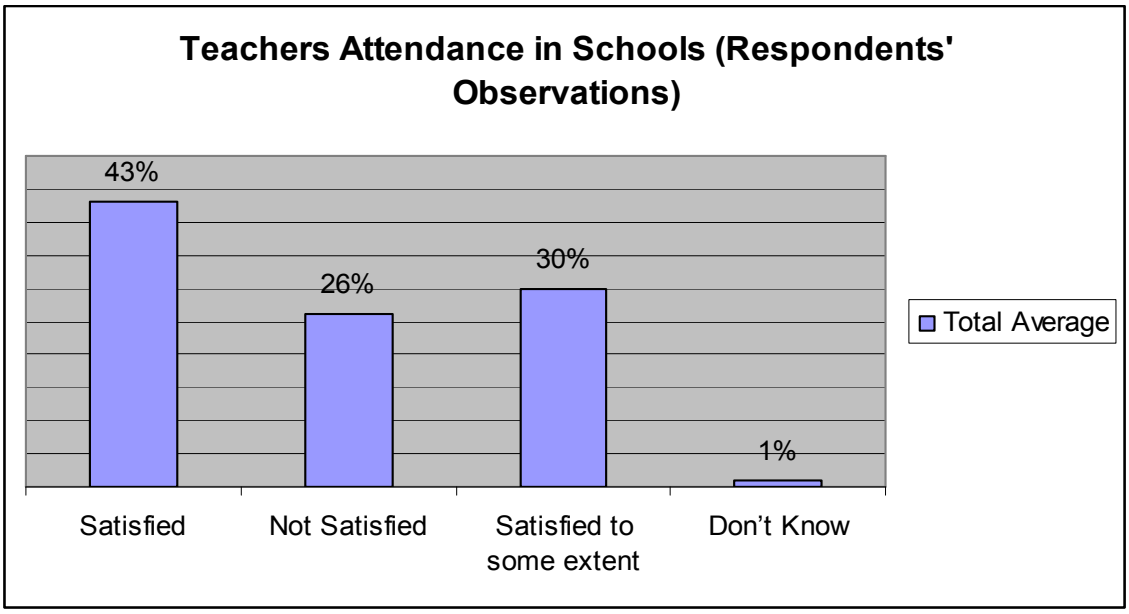
During the survey, none of the teachers were satisfied with their salaries and 100% teachers suggested that the salary structure needed to be revised, whereas 68% respondents from district education management suggested the same. The results of the survey with district education management show that 60% of the schools face external pressure mostly of political nature. 51.5% of the respondents were of the view that EDO is the decisive authority in teachers' appointments and transfers followed by 28.2% respondents who think that MNA/MPAs and local political decides about the appointments and transfers of teachers.

Through FGDs with teachers, it was observed that the teachers are trained in a traditional way and they are not offered any training related to school management. These issues do not only affect the teachers but the overall performance of school management. The roles wherein education governance can be improved are undermined and teachers do not take interest in such actions. Teachers' involvement and interest is pre-requisite for any improvement in governance of education sector.

2.2 Teacher Absenteeism and Training

Teacher absenteeism is identified as an acute problem during Focus Group Discussions (FGDs) and interviews with community. In the absence of an effective monitoring system some of the teaching staff in the primary schools is said to be irregular in their duties and does not take their profession seriously. Teacher absenteeism does not only affect the quality of education but also leads towards issues related to school management, i.e. student absenteeism, lack of discipline, etc. The following diagram shows the level of satisfaction about teachers attendance shared by the respondents of survey and FGDs.

Figure 4



The issue of teachers' absenteeism does not only manifest the poor governance in education sector but it is also one of the major causes of poor education governance. Since teachers are considered as the most important stakeholder in education management, their absence from school and lack of interaction with the local community weakens the governance structures and mechanisms. In survey with the district management, 97% respondents claimed that teachers are given opportunities for trainings as well as 72% respondents of the survey with school management opined that they are given training opportunities. But these trainings are very traditional in nature and not planned on periodical basis. Although, some initiatives for teachers training on innovative teaching skills have been started in Punjab but there is no such progress in other provinces/regions. During the FGDs, it was observed that teachers are rarely trained on the school/education management. Therefore, they lack the capacities to steer the process of education planning and budgeting. In key informant interviews, it was

observed that this capacity gap is also present at district, provincial and federal level as there is no trained cadre for education who really can do something worthwhile to improve education governance.

It was also found in the FGDs that there is an acute shortage of instruction material in the schools. Schools face a deficiency in teaching kits, maps, charts, white and black boards, audio and visual aids, text books and guides for teachers, which are deemed necessary for an encouraging environment of learning.

3. Physical Infrastructure

Physical infrastructure plays a role of hardware in education sector and it is equally important to improve the governance of a school. Better physical infrastructure does not only appeal to the students, parents and teachers to come to school but it also contributes to achieving overall educational outcomes. Physical infrastructure can only be improved through proper governance structures and mechanisms.

Poor physical infrastructure is another issue the primary schools across Pakistan are confronted with. Deficiency of classrooms, staffrooms and latrines, electricity supply, provision of drinking water, school gates and security and poor conditions of school buildings are the major infrastructure problems of the schools visited during this study. The situation of physical infrastructure in rural districts is alarming. Following tables gives information about the status of physical infrastructure in all four provinces.

Table 4

Facility	Khyber Pakhtunkhawa	Balochistan	Punjab	Sindh
Outer Wall	87.5%	50%	71.8%	69%
Toilets	42.7	60%	60%	61%
Drinking Water	74%	39%	87%	66%
Electricity	85%	59%	85%	74%
Provision of Course Books	97.4%	94.9%	100%	97.4%
Play Grounds	50%	45%	40%	40%
Library	30%	15%	40%	38%

District Score Cards and Performance Calculations

The widespread use of scorecards has been established in many business organizations to measure performance. Financial accountability is usually considered the only aspect that needs be measured and traditional monitoring systems miss out some important aspects of any programme and organization. Score cards is a management tool which not only measures the performance of an organization or institution as a whole, it clarifies the goal, strategies and activities of a programme. Score cards in education provide an overview of programme goals, objectives, strategies, budget, leadership and results. Score cards cover all the major aspects of an organization in terms of values, mission and long term impacts.

The score cards below are prepared for the purpose of measuring performance of districts against the indicators developed. They cover the performance of the districts in all major areas including students enrolments, budgeting and material inputs, teacher trainings, commitment of the education department and government for EFA, Quality education, provision of facilities and infrastructure and role of community, parents, school management and administration in making efforts for the improvement of education and to meet the goals of EFA which is to provide free, quality education to every child by the end of 2015.

Methodology

Grade for Achievement of education goal of enrolment and other indicators
A+: 91% – 100% of the population has access to basic education
A-: 81% - 90%
B+: 71% - 80%
B-: 61% - 70%
C+: 51% - 60%
C-: 41% - 50%
D+: 31% - 40%
D-: 21% - 30%
E : 11% - 20%
F : Less than or equal to 10%

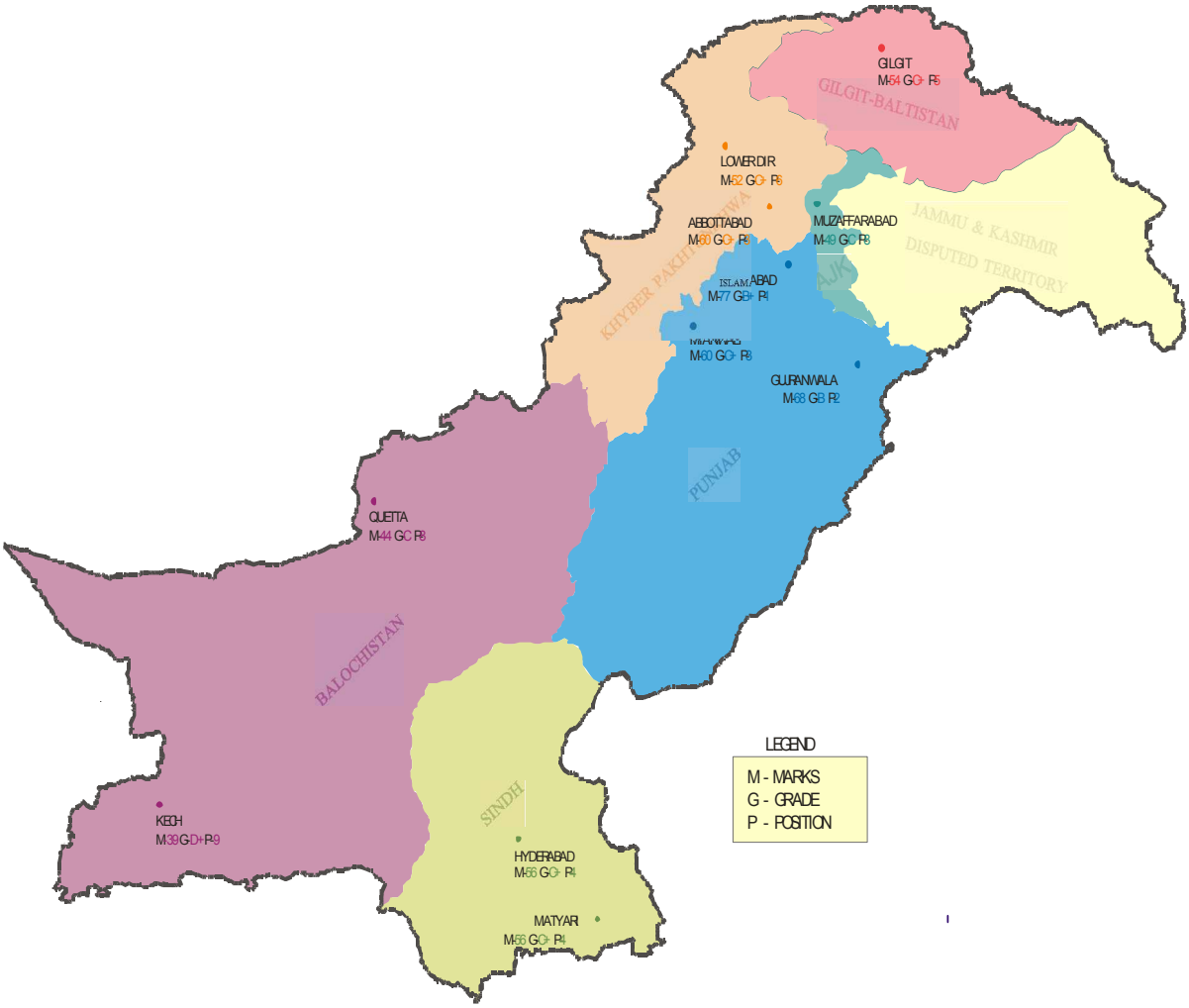
The same grades will be applied to other indicators and results.

Sub indicators have been calculated from the data collected from selected schools in eleven districts. The major indicators are marked by calculating the average percentages of sub indicators.

The overall marks and ranks of the districts are calculated by average percentage of major indicators.

Data Sources

The percentage is extracted from quantitative and qualitative data collected from 11 districts across the country using questionnaires, conducting focus groups discussions and key informant interviews from the key personal in education department and school management. The SPSS tables and a brief report of the findings and recommendations have been developed already which provides a set of data and percentages of the performance of selected districts against indicators and sub indicators. Some results have also been based on the focus group discussions where there no exact percentage available but perceptions are quantified.



District Rankings

DISTRICTS	FINAL MARKS AND GRADES		
	MARKS	GRADES	POSITION/RANK
Islamabad	77	B+	1
Gujranwala	68	B	2
Mianwali	60	C+	3
Abbottabad	60	C+	3
Hyderabad	56	C+	4
Matyari	56	C+	4
Gilgit	54	C+	5
Lower Dir	52	C+	6
Muzaffarabad	49	C	7
Quetta	44	C	8
Kech	39	D+	9

Scale for overall Marks

A+ : 91 □ 100	A - : 81 □ 90
B+ : 71 □ 80	B - : 61 - 70
C+ : 51 □ 60	C - : 41 - 50
D+ : 31 □ 40	D - : 21 - 30
E : 11 □ 20	F : 0 - 10

Score cards show the overall performance of schools and the government in eleven selected districts. All districts have shown some improvements in terms of providing access to basic facilities, infrastructure and trained teachers in schools from the past. Enrolment rates have increased a little some districts but the government is still far from achieving the goals of EFA, gender parity, free and quality education for every child. There is a lack of political will and commitment of government to increase budget for education.

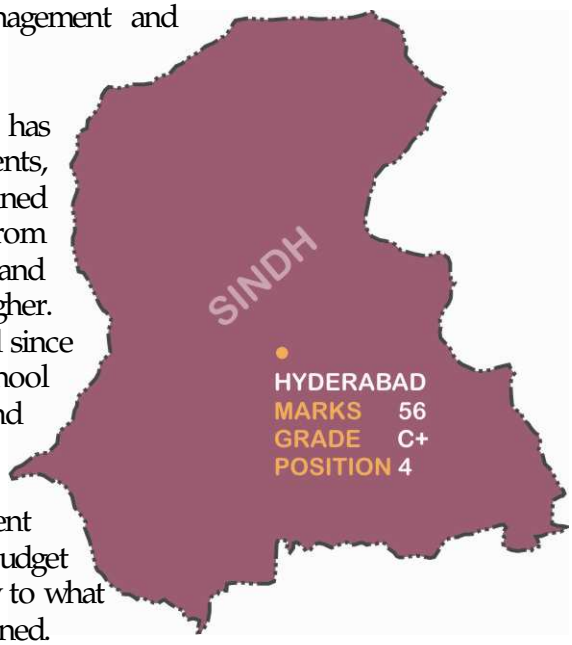
Results show that school governance system has involved several stakeholders in school management which helped parents and communities to understand and realize the importance of education for their children. However, their role in school management remains ineffective due to lack of information and understanding of the responsibilities and roles of school management committees. Their active and appropriate role can influence the processes and decisions of schools and education department in a very positive way. It was recommended during the focus group discussions that the communication between different stakeholders can enhance the effectiveness of collective action process and expected outputs. Most schools have SMCs with either limited or inactive role in the decision making processes.

According to EFA global report, 2008, Pakistan is one of those countries which have highest number of out of school-children and the situation has not improved much since DAKAR 2000.

Data shows large disparities among regions and districts. Islamabad ranks number one in the list due to higher number of enrolment, basic facilities, availability of trained teachers, better accountability and funding from the government while Kech and Quetta remain lowest in their performance due to lack of funds, trained teachers, proper monitoring system, accountability and attention from the government and education departments. The score cards ahead show an overall performance of schools in each district.

1. Hyderabad

Hyderabad is the second largest city in Sindh Province with a population of 1.6 million. It is the business centre for rural Sindh. Sindhi and Urdu are major spoken languages but Seraiki and Punjabi are also widely understood and spoken. Being the centre of economic activities for rural Sindh, Hyderabad also attracts large number of students from other parts of Sindh. It has a big number of schools, 32 colleges and three universities. Government had a special focus on Hyderabad for educational reforms. A number of non- governmental organizations and donor agencies also implemented education reforms programs in the city to achieve the goal of access to quality education. Since the implementation of governance system and decentralization of education, schools and education department in Hyderabad are working under the new education governance system where school management committees were formed to involve the community, teachers and administration in management and decision making process.

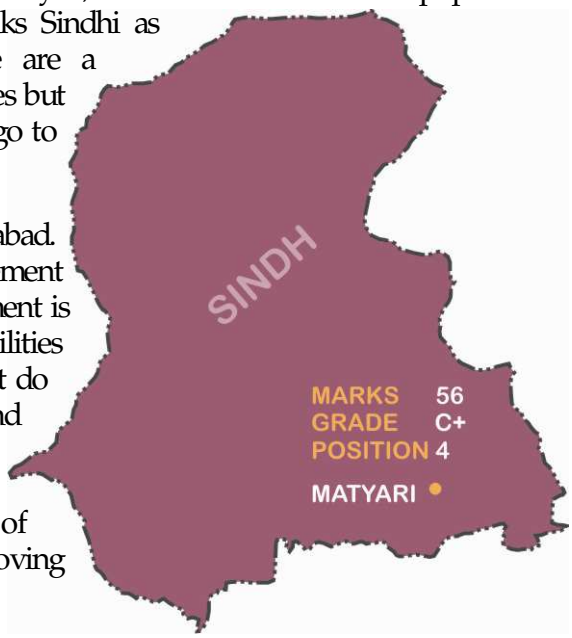


The score card for Hyderabad shows that district has made some progress in terms of increasing enrolments, provision of facilities and infrastructure, trained teachers and books. The district is still far from reaching the maximum number of enrolment and especially girl students drop out rate is still higher. School management committees have been formed since the very beginning of implementation of school governance program but most of them were found to be ineffective due to lack of understanding of their role and responsibilities. Most of the decisions are still centralized. Education department claims to involve all the stakeholders in planning, budget making and monitoring process which are contrary to what community members and local stakeholders mentioned.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	59
Political Will	33
Quality Education	55
Expenditure and inputs status	61
Facilities and infrastructure	72
Role School Management Committees and other stakeholders in school management	61

2. Matyari

Matyari is a small rural district located in Sindh Province with a smaller population compared to Hyderabad, reaching 0.7 million. The district was created in 2005 out of Hyderabad. This is administratively divided into three cities of Hala, Matyari, and Saeedabad. The total population is about 0.6 million. Most of the population speaks Sindhi as mother tongue and understands Urdu. There are a number of schools in the district and a few colleges but for technical and higher studies, students usually go to Hyderabad which is very close to Matyari.

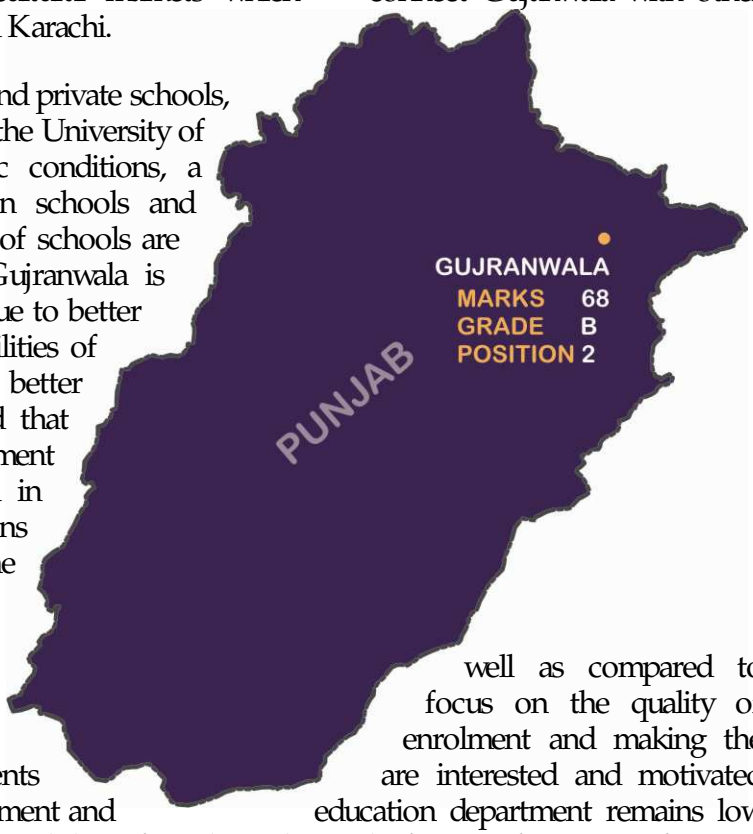


The score card shows the same rank as Hyderabad. The role of community in school management activities is higher than Hyderabad but the enrolment is still lower. The number of trained teachers, facilities provided is low. SMCs are partially functional but do not have any role in decision making and monitoring of the quality education in schools. Many children are not provided with the basic facilities and infrastructure at schools. The role of government and education department in improving the education in Matyari is negligible.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	55
Political Will	20
Quality Education	55
Expenditure and inputs status	66
Facilities and infrastructure	68
Role School Management Committees and other stakeholders in school management	73

3. Gujranwala

Gujranwala is located in the northeast of Punjab province with the population reaching 1.6 million. Punjabi is the main language while Urdu is used widely. The city is famous for manufacturing industry and agricultural markets which connect Gujanwala with other big cities like Lahore, Peshawar and Karachi.

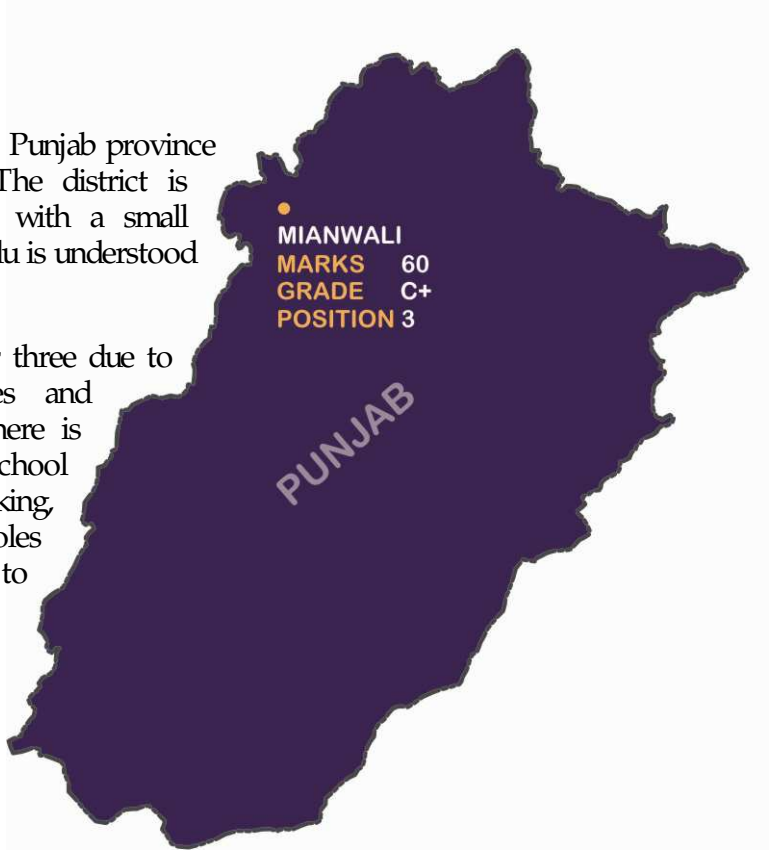


There is a large number of public and private schools, and several colleges affiliated with the University of Punjab. Due to better economic conditions, a larger number of children are in schools and colleges and the better conditions of schools are also shown in the score card. Gujranwala is ranked second in eleven districts due to better enrolment rates, availability of facilities of drinking water, electricity and better infrastructure. It was also noticed that community and school management has more input and participation in school management and decisions which ultimately enhances the quality of education.

Although Gujranwala is doing well as compared to other districts, there is a need to focus on the quality of education, improving girl's enrolment and making the role of SMCs more effective. Parents are interested and motivated but the commitment of the government and education department remains low in this district as there is still no possibility of reaching the goal of EFA of access to free and quality education for every child.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	76
Political Will	43
Quality Education	75
Expenditure and inputs status	70
Facilities and infrastructure	77
Role School Management Committees and other stakeholders in school management	69

4. Mianwali



Mianwali is located in the north west of Punjab province with a population of 0.11 million. The district is predominantly Seraiki speaking along with a small portion of Punjabi speaking people. Urdu is understood widely.

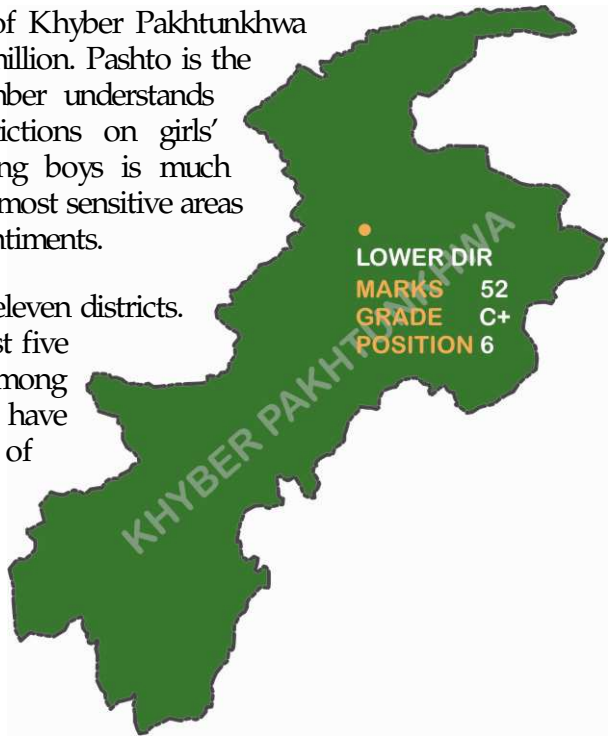
Score card ranks Mianwali on number three due to better results in providing facilities and infrastructure and trained teachers. There is some involvement of community and school management in matters of budget making, planning and decisions, however, the roles and responsibilities are still not clear to many.

The enrolment has not increased to an appreciable level and there is minimal political will and commitment showed by the education department and government.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	58
Political Will	35
Quality Education	65
Expenditure and inputs status	65
Facilities and infrastructure	66
Role School Management Committees and other stakeholders in school management	71

5. Lower Dir:

Lower Dir is one of the 24 districts of Khyber Pakhtunkhwa and the total population is about 0.8 million. Pashto is the main language and a significant number understands Urdu. The tribal society puts restrictions on girls' education and the literacy rate among boys is much higher. It is considered to be on of the most sensitive areas in terms of extremely religious tribal sentiments.

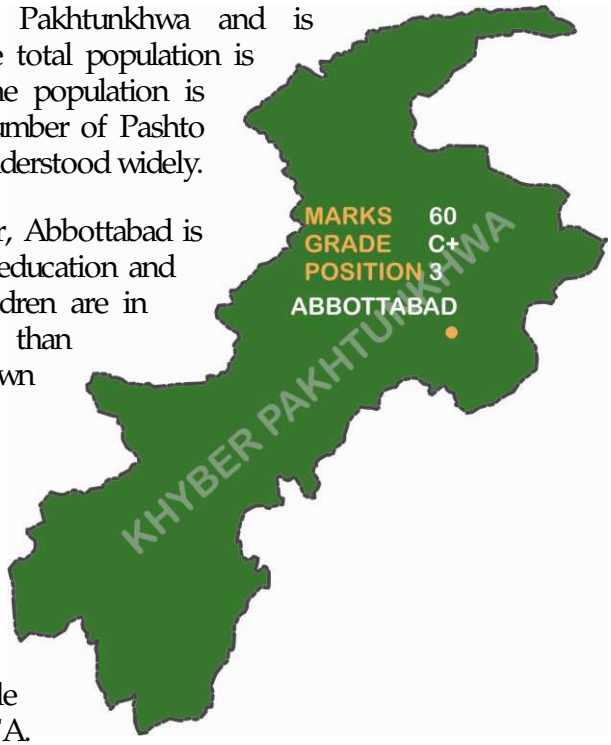


Lower Dir ranked number six among eleven districts. The enrolment has increased during last five years among boys but the drop out among girls is extremely high. The schools have shown some progress in terms of providing basic facilities and infrastructure. The performance of SMCs, schools management and education department is very low which needs more attention and focus from the government.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	65
Political Will	21
Quality Education	41
Expenditure and inputs status	61
Facilities and infrastructure	70
Role School Management Committees and other stakeholders in school management	57

6. Abbottabad

Abbottabad is located in Khyber Pakhtunkhwa and is geographically close to Islamabad. The total population is about 0.9 million. The majority of the population is Hindko-speaking along with a small number of Pashto and Punjabi speaking people. Urdu is understood widely.



Being close to Islamabad and Peshawar, Abbottabad is considered to be performing better in education and other sectors. A large number of children are in schools and drop out ratio is better than other districts. Traditionally, it is known for having elite schools.

Score card shows that Abbottabad is doing well in improving the number of enrolment but the number of trained teachers, availability of facilities, participation of community and SMCs in school management is still low. Government shows very little commitment in reaching the goals of EFA.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	79
Political Will	53
Quality Education	61
Expenditure and inputs status	50
Facilities and infrastructure	65
Role School Management Committees and other stakeholders in school management	54

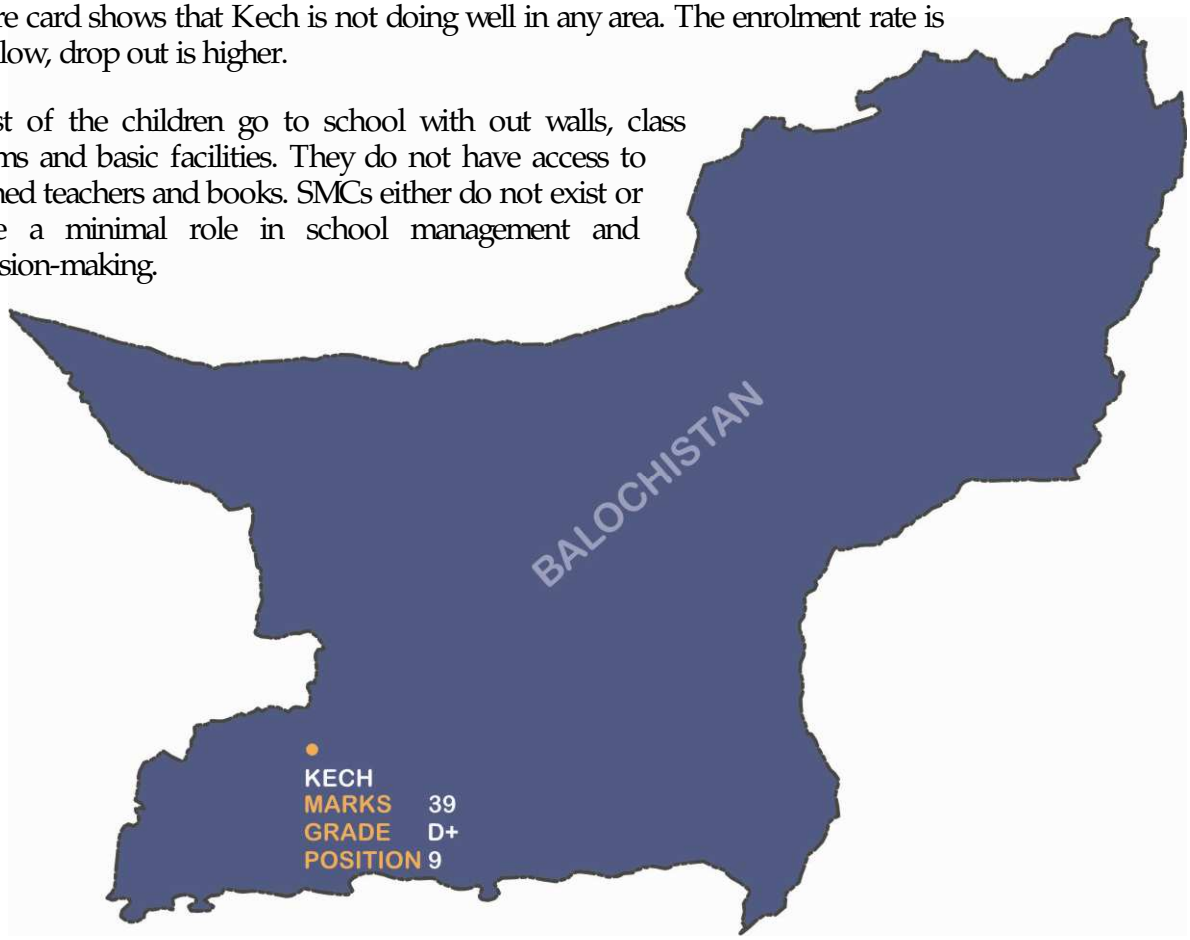
7. Kech

Kech is located in the south west of Balochistan with a population of 0.75 million. The major language is Balochi. Urdu is widely understood and spoken.

Kech comes at the bottom of ranking among all districts due to poor performance in almost all major areas. There has not been much attention paid to education in the district.

Score card shows that Kech is not doing well in any area. The enrolment rate is still low, drop out is higher.

Most of the children go to school with out walls, class rooms and basic facilities. They do not have access to trained teachers and books. SMCs either do not exist or have a minimal role in school management and decision-making.

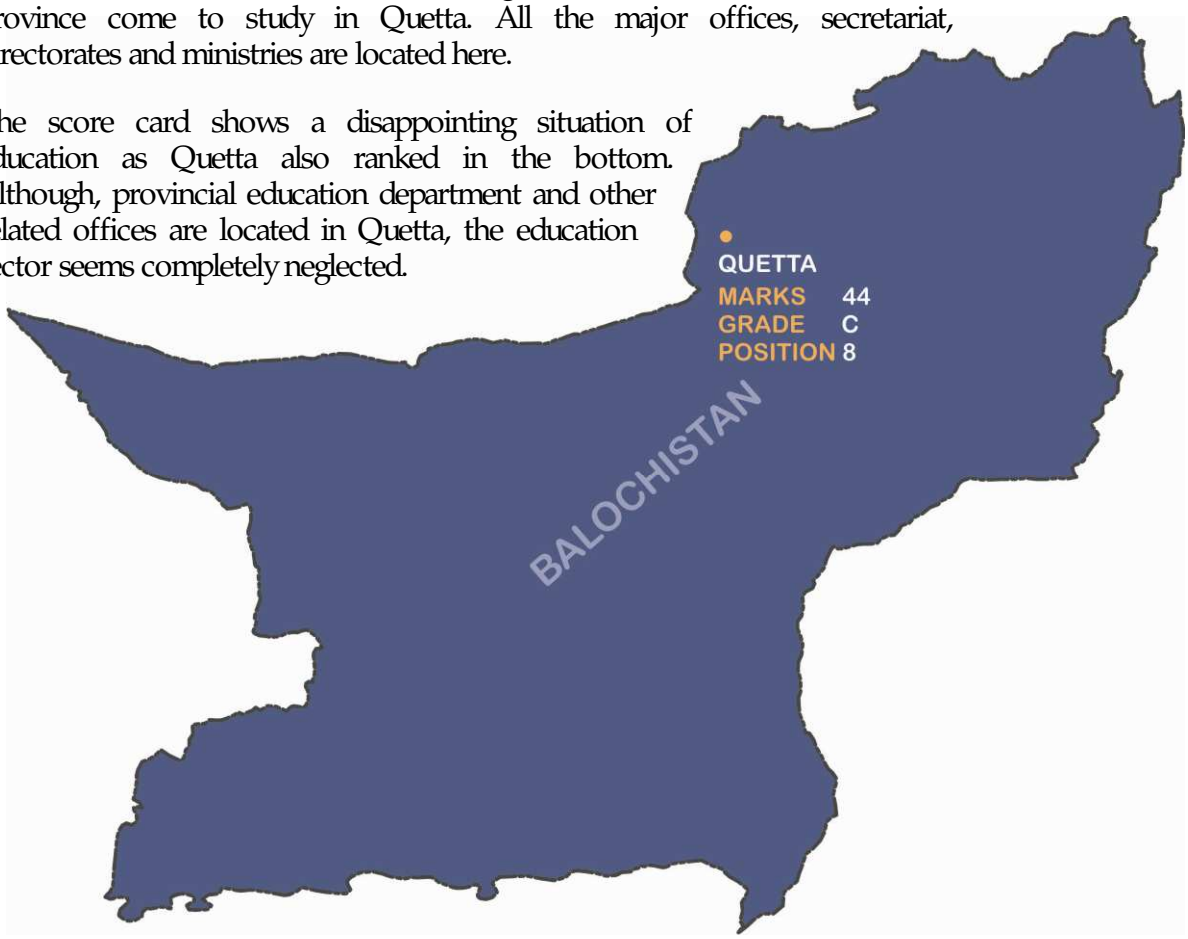


Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	65
Political Will	16
Quality Education	36
Expenditure and inputs status	46
Facilities and infrastructure	44
Role School Management Committees and other stakeholders in school management	30

8. Quetta

Quetta is the capital city of Balochistan Province with a population exceeding 1.5 million. The population is extremely diverse in terms of ethnicities and languages. Due to diversity of population, Urdu is widely spoken. The major languages include Pashto, Balochi, Birahvi, Farsi, Seraiki and Punjabi. Quetta is the centre of all the economic and social activities for Balochistan. It has hundreds of schools, several colleges and three universities. Students from around the province come to study in Quetta. All the major offices, secretariat, directorates and ministries are located here.

The score card shows a disappointing situation of education as Quetta also ranked in the bottom. Although, provincial education department and other related offices are located in Quetta, the education sector seems completely neglected.

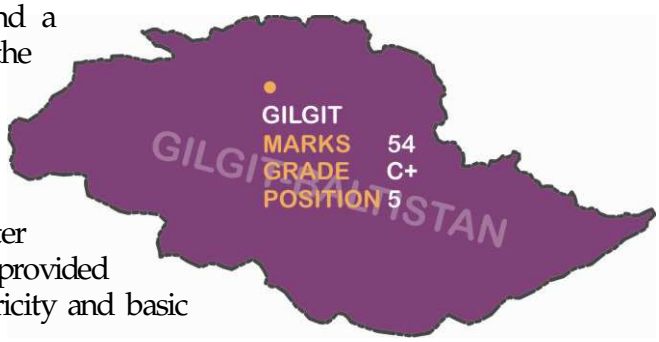


The enrolment rate has not increased much. A large number of children are still out of school and drop out is also higher. Many schools are not provided with basic facilities and infrastructure. There are a good number of trained teachers but the number of teachers in schools is not sufficient. Only a few schools have SMCs and most of them are not functional. There is very limited role of community and school management found in any budget making exercise or planning. The district has been neglected from the government and education department and needs serious attention.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	45
Political Will	30
Quality Education	46
Expenditure and inputs status	53
Facilities and infrastructure	50
Role School Management Committees and other stakeholders in school management	40

9. Gilgit

Gilgit is the head quarter of the new Gilgit-Baltistan Region with a diverse population in terms of languages. People speak Shina, Brushiski, Pashto and Urdu. It has a population of 0.3 million. Gilgit is the economic centre for other cities and towns in the province.



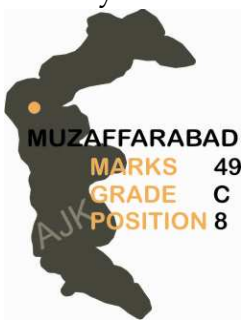
Gilgit has several schools, few colleges and a university. Students from other parts of the province come to Gilgit to study. Score card shows that Gilgit is doing better in some areas but the overall score is not very encouraging. It ranks number fifth among eleven districts. The enrolment ratio is better even among girls. Most of the schools are provided with basic facilities of drinking water, electricity and basic infrastructure.

Most teachers are trained. There are very few books available for students. Almost every school has SMC with a very limited role in decision making. Community participation is also low. The commitment from the government and education department to improve the conditions is also not visible.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	68
Political Will	46
Quality Education	57
Expenditure and inputs status	27
Facilities and infrastructure	71
Role School Management Committees and other stakeholders in school management	55

10. Muzaffarabad

Muzaffarabad is the capital of Azad Kashmir with the population of 0.75 million. It is one of the economic centres of Kashmir. It has a number of schools, colleges and a university. Students come to attend university and colleges from other parts of Kashmir.



The education system was affected badly after the earth quake in 2005 that destroyed a large number of schools; however, the process of rebuilding is ongoing.

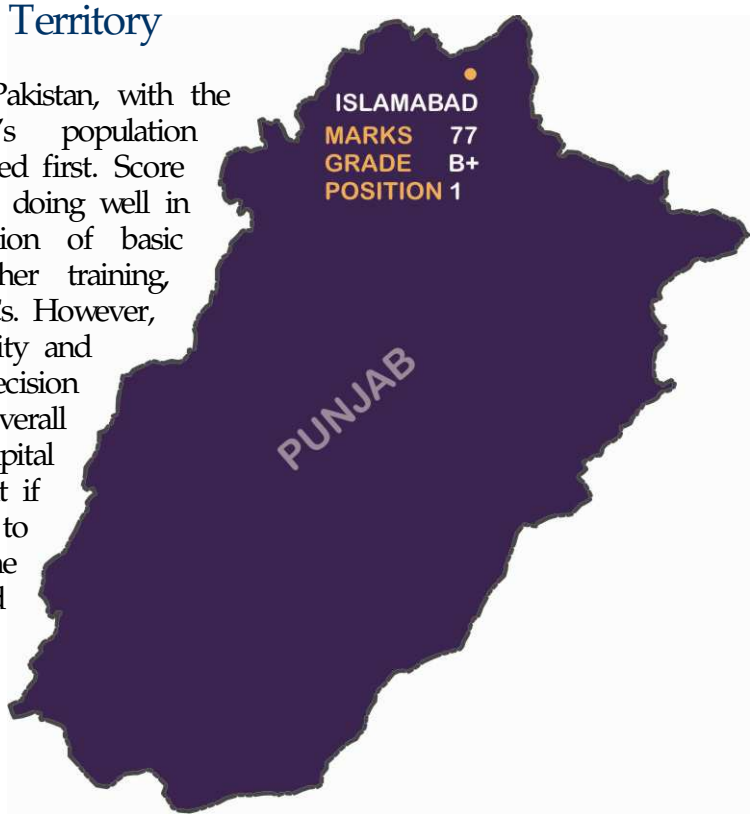
Score card puts Muzaffarabad at number seven. The enrolment has increased slightly but the drop out ratio for girls is higher. The education department is far from achieving the goal of free and quality education for all.

Score card shows that there is a little participation of community and school management in any decision making process. Many schools do not have basic facilities and infrastructure.

Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	62
Political Will	25
Quality Education	62
Expenditure and inputs status	28
Facilities and infrastructure	65
Role School Management Committees and other stakeholders in school management	57

11. Islamabad Capital Territory

Islamabad is the capital of Pakistan, with the complete capital territory's population exceeding 1.7 million, is ranked first. Score cards show that Islamabad is doing well in terms of enrolment, provision of basic facilities, infrastructure, teacher training, availability of books and SMCs. However, the participation of community and school management in decision making is still low. The overall situation of education is the capital city is good which shows that if government was committed to education sector all over the country, the situation would have been like Islamabad in other districts of Pakistan.



Major Indicators	Performance %
Achievement of universal basic education goal of enrolment	82
Political Will	73
Quality Education	90
Expenditure and inputs status	63
Facilities and infrastructure	95
Role School Management Committees and other stakeholders in school management	63

Performance Calculations by Indicators and Sub-indicators

The tables below are derived from the data collected from 220 schools from the selected districts across Pakistan. A questionnaire was designed based on indicators mentioned below. The percentages in the following tables represent the results of the survey conducted. SPSS tables provided detailed results of each indicator and sub indicators. Major percentages are calculated from SPSS tables based on individual answers of each question of the survey from 220 schools.

Achievement of Universal Basic Education Goal of Enrolment

No	Districts	Net Enrolment %	Completion of primary level %	Dropout rate %
1	Hyderabad	79	60	40
2	Matyari	61	50	50
3	Gujranwala	98	55	45
4	Mianwali	45	70	30
5	Lower Dir	81	50	50
6	Abbottabad	98	60	40
7	Kech	70	60	40
8	Quetta	30	60	40
9	Gilgit	62	75	25
10	Muzaffarabad	60	65	35
11	Islamabad (ICT)	85	80	20

The first major indicator is supported by three sub indicators. The results of above tables are calculated on questionnaire results from each school. The answers of questionnaires reflect the percentage of students in school keeping in view the population size within the geographic area of selected school. Head teachers and teachers were asked to share the number of enrolments, achievements of primary level and drop out from each school within the surrounding population of the school.

Political Will

No	Districts	Commitment of the government and education department towards EFA %	Government's efforts to campaign the goals of EFA at local level %	Provision of equal opportunities of access to education for girls and boys %
1	Hyderabad	40	20	40
2	Matyari	30	10	20
3	Gujranwala	50	30	50
4	Mianwali	50	30	25
5	Lower Dir	30	20	15
6	Abbottabad	60	50	50
7	Kech	20	20	10
8	Quetta	30	20	40
9	Gilgit	60	30	50
10	Muzaffarabad	25	20	30
11	Islamabad (ICT)	80	60	80

Government of Pakistan have made a commitment to EFA in Dakar convention that by the end of 2010, every child will be in school. The results show that enrolment number has not been improved much and education department could not reach the goal.

Above tables is a reflection of lack of governments political will to improve the status and quality of education. The results have been calculated on a number of focus group discussions with education department, teachers and parents asking key questions of education management, monitoring visits, teacher training, provision of course books, improving syllabus and seriousness of the officials responsible for achieving the goals of EFA.

Focus groups discussions and interview with key personals from education department shows there is little concern among government officials regarding provision of quality education to every child in the country.

Quality Education

No	Districts	Trained teachers %	Availability of Learning Material %
1	Hyderabad	70	40
2	Matyari	90	20
3	Gujranwala	100	50
4	Mianwali	100	30
5	Lower Dir	58	25
6	Abbottabad	73	50
7	Kech	57	15
8	Quetta	42	50
9	Gilgit	75	40
10	Muzaffarabad	94	30
11	Islamabad (ICT)	90	90

The quality of education is directly impacted by trained teachers. The above tables reflect the results for quality education by calculating percentages of teachers who received trainings in each school and the availability of learning material.

Gujranwala ranked higher in its performance of schools .Due to the business centre and comparatively better economy, parents are willingly sending their children to school which puts pressure on school management to improve the performance and quality. Education department has taken few positive steps to provide training opportunity to teachers due to parent's interest and involvement in their children's education.

However, training of teachers is not the only factor for quality education, as most of the trainings provided by education department are outdated. Although trained teachers attracted more students in schools and supported in increasing the rate of enrolment, but the goal of quality education is still far from being achieved.

Expenditure and Inputs Status

No	Districts	Utilization of Development funds %	Course books %	Teacher salary satisfaction %
1	Hyderabad	52	95	36
2	Matyari	70	100	30
3	Gujranwala	80	100	30
4	Mianwali	47	100	50
5	Lower Dir	38	95	50
6	Abbottabad	40	100	12
7	Kech	28	90	20
8	Quetta	50	80	30
9	Gilgit	40	12	30
10	Muzaffarabad	60	6	20
11	Islamabad (ICT)	80	100	10

The table reflects the percentage of utilization of development funds allocated for selected school in each district. Most of the schools in selected districts were found to have issues of underutilization of funds allocated for them.

Some districts were found to have access and availability of course books to most of the children enroled in selected schools. Some districts had a very little access to course books for children.

Teachers in each selected schools were asked whether they were satisfied with their salary or not. The third column reflects the percentage of teachers who are satisfied with their salaries.

Facilities and Infrastructure

No	Districts	Presence of out wall, playground, library class rooms etc in schools %	Availability of electricity, drinking water and sanitation facilities at school %
1	Hyderabad	50	95
2	Matyari	50	87
3	Gujranwala	65	90
4	Mianwali	50	82
5	Lower Dir	55	85
6	Abbottabad	56	74
7	Kech	40	49
8	Quetta	53	47
9	Gilgit	51	91
10	Muzaffarabad	31	100
11	Islamabad (ICT)	98	92

Role of School Management Committees and other Stakeholders in School Management

No	Districts	SMCs in district schools %	Projects done by SMCs %	Role of school management in planning %	Role of community in School management %
1	Hyderabad	100	52	15	80
2	Matyari	100	70	63	60
3	Gujranwala	100	80	52	45
4	Mianwali	100	47	90	50
5	Lower Dir	100	38	42	50
6	Abbottabad	95	41	50	30
7	Kech	65	28	10	20
8	Quetta	20	100	10	30
9	Gilgit	100	53	18	52
10	Muzaffarabad	90	64	20	45
11	Islamabad (ICT)	100	30	55	68

One of the main objectives of education governance in schools was to involve more stakeholders in schools management, planning and decision-making. The SMCs are considered the most important actors in school management. The results show that most of the selected districts have SMCs in all the selected schools but the role of SMCs was found to be limited in most of the schools. The second column in the table represents the percentage of projects undertaken by SMCs in selected schools.

The percentages of column three and four were calculated from the focus groups discussions conducted with teachers, SMC members and the community.

Recommendations

Every actor who is involved in the implementation of the governance system at schools should be given clear directions, terms of reference and instructions in terms of their roles and responsibilities. The best way to achieve the goals of EFA is to bring together community, local government, students and teachers. A participatory institutional arrangement can connect them all for collective action and learning.

There is a need to provide an orientation of the system, processes and the purpose, so that SMCs can take the ownership of decentralized school governance system and play and participate in making education better. The role of SMCs is very important but SMCs need to be more active and should understand their roles and responsibilities. Most of the SMCs were found partially active and unaware of their complete job description. Therefore, it is recommended to conduct a study on the current status and role of SMCs in Pakistan to identify the gaps, issues and ways to address them.

SMC members, teachers and education department should hold regular review meetings that will increase the sense of responsibility and accountability among all stakeholders and will have a greater impact on management of schools.

It is very important to build the capacities of the concerned people in education governance system to bring quality education through improved performance of all the stakeholders. There is a need to develop trainings and capacity building manuals which can be based upon needs of all stakeholders. Continuous trainings at all levels will result in better performance and clear understanding of the roles and responsibilities. Special skills are needed for managing programmes and there is a need to develop interactive trainings for the members of SMCs and district government to become real managers of the programme.

It is a major responsibility of the government and education department to design training programmes and refresher courses for the teachers and continuously review the performance and learning to make appropriate changes regularly. Teacher training should be given supreme importance while planning any initiative around improving the quality of education. Teachers should be trained on modern pedagogical methods and their application must be ensured in class rooms through proper monitoring.

Local governance system of education puts more demands on school management, teachers, head teachers and communities, to run the school management smoothly and make commitment toward better quality of education and access to more children.

Local people should be appointed as teaching staff in schools. Female teachers should be appointed locally or near their homes. With the support of Union Council, transportation should be arranged in special cases.

Vacant positions of teachers and non-teaching staff should be immediately filled. Women should be preferred.

Political interferences should be discouraged in teachers' appointment and transfers.

Schools need consistent support and therefore there is a need to pay regular monitoring visits to schools. Continuous monitoring will enhance the sense of accountability and collaboration

among different stakeholders. A standard monitoring and evaluation system needs to be in place to be used by all the stakeholders.

One of the main objectives of education governance system at schools is to provide quality education to every child through increased learning in the class room. In order to achieve this objective, it is very important to provide better conditions of infrastructure, trained teachers, appropriate syllabus, continuous monitoring and reviews of the performance of students and teachers.

The education budget of Punjab shows decreased expenditure on schools while there is an increased expenditure on private sector education through Punjab Education Fund (PEF). Keeping in view the actual situation of schools, it is highly recommended that the development budget allocation for government schools should be increased particularly in the areas of infrastructure development, teachers training, teaching material provision, etc.

Beating students in class rooms seriously affects students' mental faculties. There should be zero tolerance on physical punishments of students in class rooms as a provincial government's slogan of *"Maar Nahin Pyar"* suggests.

Co-curricular activities should be promoted in all schools.

It is recommended that government, education department and NGOs should incorporate the lessons learned into new design strategies, implementation methodology and monitoring.

Last but not the least, equal opportunities to exercise the right to quality education should be ensured to every citizen. Such syllabus should be introduced which promotes creativity and sensibility in students and not hatred and prejudices. Pakistan is still far from reaching the goal of EFA and need to make certain investment in education sector significantly so that the enrolment can be increased. One of the commitments made at Dakar was to reduce the gender disparity but ironically the number of drop out among girl's children has been increasing. There is a need to design programs focusing on girls.

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Annexure -A

(Translated from the Urdu)

Questionnaire for School Management
Research on Education Governance
Pakistan Coalition for Education (PCE)

Form No …… District ……

1. Name of School _____
2. School level Primary _____ Elementary _____ Secondary _____
3. Name of Union Council and area _____
4. Total number of boys/girls in school Boys _____ Girls _____
5. How much number of boys and girls of school-going-age (5-12) is enrolled in school?

   A Very large number _____ large number _____ half _____ small number _____ very small number _____
6. Total number of boys/girls in school of more than 12 years: Boys _____ Girls _____
7. Total number of boys/girls enrolled in class 1 in last five years: Boys _____ Girls _____
8. Total number of boys/girls passed from class 5 in last five years: Boys _____ Girls _____
9. Total number of boys/girls in class 5 at present: Boys _____ Girls _____
10. Total number of boys/girls in class when these children were in class 1: Boys ____ Girls ____
11. Total number of boys/girls in class 10 at present: Boys _____ Girls _____
12. Total number of boys/girls in class when these children were in class 6: Boys ____ Girls ____
13. Total number of teachers in school: Men_____ Women _____
14. Total number of vacant positions of teachers in school: Men _____ Women _____
15. Total budget of school in last three years: Year 1 _____ Year 2 _____ Year 3 _____
16. How much budget was utilized in last three years: Year 1 ____ Year 2 _____ Year 3 _____
17. Total amount allocated for development expenditures: Year 1 ___ Year 2 ___ Year 3 _____
18. Total number of rooms present in school: _____
19. Status of rooms and building: Satisfactory _____ Unsatisfactory _____ Devastated _____

20. Is there any boundary wall in the school: Yes _____ No _____
21. Total number of latrines in the school: _____
22. Status of latrines: Useable _____ Not useable _____ (write down the number)
23. Is there clean drinking water available in the school? Yes _____ No _____
24. Is electricity provided to the school? Yes _____ No _____
25. Total number of furniture for students: chairs ____ Benches ____ Desks _____ Others _____
26. Total number of furniture for teachers: Chairs _____ Tables _____ __ Others _____
27. Are course books provided to the students of all classes? Yes _____ No _____
28. Is there playing ground/s in the school? Yes _____ No _____
29. Is there library in the school? Yes _____ No _____
30. What is the condition of the library? Satisfactory _____ Unsatisfactory _____
31. Is there School Management Committee (SMC) in the school? Yes _____ No _____
32. Total number of School Management Committee (SMC): _____
33. Number of women in SMC: _____
34. When did the committee meet last time? _____
35. Is there any project completed by the SMC in last three years? Yes _____ No _____
36. If yes, what was the nature of these projects? _____
37. Was there any visit of UC's education monitoring committee in last three years? Yes __No __
38. If yes, when did they come for last time? _____
39. Was the report of the visit shared with school management/ UC? Yes _____ No _____
40. Is school management/head teacher involved in budget making of school? Yes ___ No ____
41. If yes, how they are involved? _____
42. Are recommendations for district education plan/ budget sent from school management?

    Yes _____ No _____
43. Are recommendations given by school management incorporated in district education plan/ budget? Yes _____ No _____ Don't Know _____
44. Who plays the most significant role in teachers' appointments and transfers? EDO _____

    Head Teacher _____ MPA/MNA _____ District Nazim _____ Local influential _____

45. What is the role of teachers in preparation of teaching material? _____

    _____

46. Is local community involved in curricular and extracurricular activities of the school?

    Yes _____ No _____

47. If yes, how? _____

48. Is there any monitoring system of schools devised by district management?

    _____

49. Is there any external pressure on school/district management? Yes _____ No _____

50. What is the nature of this pressure? Political _____ Tribal _____ Feudal _____

    Sectarian _____ other _____

51. If yes, to what extent then? Very much _____ less _____ very less _____

52. What is the most important need to improve education sector in the view of school management? (Please rank)

    i) Financial Resources

    ii) Human Resources

    iii) Improvement in syllabus

    iv) Getting rid of political pressures

    v) Provision of physical infrastructure

53. Teachers qualifications: (Please write down the number)

    Under- Matric _____ Matriculate _____ F.A _____ Graduate _____ M.A _____
    Other _____

54. Are teachers satisfied with their salaries? Yes _____ No _____

55. Are teachers given the training opportunities? Yes _____ No _____

56. If yes, when did the last training take place? _____

Name of interviewer _____ Name and designation of person interviewed _____
Signature of Interviewer _____ Signature of person interviewed _____
Date _____

Annexure -B

(Translated from the Urdu)

Questionnaire for District Management
Research on Education Governance
Pakistan Coalition for Education (PCE)

Form No …… District ……

1. Are recommendations for district education plan/ budget sent from school management?

   Yes _____ No _____

2. If No, then why not? _____

3. Are recommendations given by school management incorporated in district education plan/ budget? Yes _____ No _____ Don't Know _____

4. If not, state reasons: _____

5. Are recommendations given by district management incorporated in district education plan/ budget? Yes _____ No _____ Don't Know _____

6. Is district education budget presented before general public by district government?

   Yes _____ No _____

7. If yes, then how? _____

8. Who plays the most significant role in teachers' appointments and transfers? EDO _____

   Head Teacher _____ MPA/MNA _____ District Nazim _____ Local influential _____

9. What is the role of teachers in preparation of teaching material? _____

   _____

10. Is there any monitoring system of schools devised by district management?

    _____

11. Is there any external pressure on school/district management? Yes _____ No _____

12. What is the nature of this pressure? Political _____ Tribal _____ Feudal _____

    Sectarian _____ other _____

13. If yes, to what extent then? Very much _____ less _____ very less _____

14. What is the most important need to improve education sector in the view of school management? (Please rank)

vi) Financial Resources

vii) Human Resources

viii) Improvement in syllabus

ix) Getting rid of political pressures

x) Provision of physical infrastructure

15. Are teachers satisfied with their salaries? Yes _____ No _____

16. Are teachers given the training opportunities? Yes _____ No _____

17. If yes, when did the last training take place? _____

18. Are there linkages present between district management and private and non-governmental organizations working in education sector? Yes _____ No _____

19. If yes, which institutions/organizations?

    1. _____ 2. _____ 3. _____

Name of interviewer _____ Name and designation of person interviewed _____
Signature of Interviewer _____ Signature of person interviewed _____
Date _____

Annexure -C

(Translated from the Urdu)

Guiding Questions for FGDs (but discussion not to be limited to these)

- How do you assess the situation of education in your area/district?
- What is the ratio of children of school-going-age-children going to schools?
- What are the major issues of schools of your area?
- How these issues are linked with education management and governance?
- How do you see the role of SMC and UC's EMCs in the schools of your area?
- How does community participate in school improvement?
- How does school management and district administration coordinate for planning, monitoring and implementation?
- What are the issues related to teachers? Salaries or trainings, etc.
- Why do we send our children to school and what do we intend to get out of it?
- What is the most required element to improve education governance in schools? Financial or human resources, etc.

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